



F C T C

WHO FRAMEWORK CONVENTION
ON TOBACCO CONTROL

Conference of the Parties to the
WHO Framework Convention on Tobacco Control
Eleventh session

20 March 2026

**Report of the Eleventh session of the
Conference of the Parties to the WHO Framework
Convention on Tobacco Control**

Geneva, Switzerland, 17–22 November 2025

1. Opening of the session	4
1.1 Adoption of the agenda and organization of work.....	4
1.2 Credentials of participants.....	5
2. Applications for the status of observer to the Conference of the Parties.....	5
3. Global progress in implementation of the WHO FCTC, followed by a general debate	6
4. Treaty instruments and technical matters	9
4.1 Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC): report by the Expert Group.....	9
4.2 Liability (Article 19 of the WHO FCTC): report by the Expert Group	12
4.3 Protection of the environment and the health of persons (Article 18 of the WHO FCTC).....	14
4.4 Regulation of contents and disclosure of tobacco products (Articles 9 and 10 of the WHO FCTC): reports by the Bureau and by WHO	18
4.5 Implementation of measures to prevent and reduce tobacco consumption, nicotine addiction and exposure to tobacco smoke, and the protection of such measures from commercial and other vested interests of the tobacco industry in light of the tobacco industry’s narrative on “harm reduction” (Articles 5.2(b) and 5.3 of the WHO FCTC) – proposed by Parties	21
5. Reporting, implementation assistance and international cooperation	24
5.1 Voluntary Implementation Peer Review and Support Mechanism	24
6. Budgetary and institutional matters	26
6.1 Performance and progress reports.....	26
6.2 Proposed Workplan and Budget for the financial period 2026–2027	27
6.3 Payment of Assessed Contributions and measures to reduce Parties in arrears	28
6.4 Review of accreditation of nongovernmental organizations with the status of observer to the Conference of the Parties	29
6.5 Strengthening synergies between the Conference of the Parties and the World Health Assembly: report by the WHO Director-General on resolutions and decisions of the World Health Assembly	29
7. Date and place of the Twelfth session of the Conference of the Parties	30
8. Election of the President and Vice-Presidents of the Conference of the Parties.....	30
9. Closure of the session.....	31
Annex 1: Agenda	32
Annex 2: List of documents	34
Annex 3: Decisions	36
FCTC/COP11(1) Adoption of the agenda.....	37
FCTC/COP11(2) Applications for the status of observer to the Conference of the parties	37
FCTC/COP11(3) Election of the Officers of Committees A and B.....	38
FCTC/COP11(4) Credentials of participants	38
FCTC/COP11(5) Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC).....	39
FCTC/COP11(6) Implementation of Article 19 of the WHO FCTC on Liability.....	40

FCTC/COP11(7)	Assessed Contributions	41
FCTC/COP11(8)	Review of accreditation of nongovernmental organizations with the status of observer to the Conference of the Parties	42
FCTC/COP11(9)	Smoke- and aerosol-free United Nations	43
FCTC/COP11(10)	Implementation of Article 18 of the WHO FCTC	45
FCTC/COP11(11)	Workplan and Budget for the financial period 2026–2027	48
FCTC/COP11(12)	Mobilization by Parties of sustainable resources for tobacco control	62
FCTC/COP11(13)	Date and place of the Twelfth session of the Conference of the Parties	63
FCTC/COP11(14)	Election of the President and Vice-Presidents of the Conference of the Parties ...	64

1. Opening of the session

1. The Eleventh session of the Conference of the Parties (COP11) to the WHO Framework Convention on Tobacco Control (WHO FCTC) was held at the International Conference Centre in Geneva, Switzerland, from 17 to 22 November 2025. Representatives of 160 Parties to the Convention took part. Also present were representatives of four States non-Parties and of one other observer, as well as of four international intergovernmental organizations (IGOs) and 21 nongovernmental organizations (NGOs) accredited as observers.¹

2. The session was opened by the President of the Conference of the Parties (COP), Dr Reina Roa (Panama). She noted that the role of the COP, protecting global health from the negative impact of the tobacco epidemic in accordance with the principles of multilateralism, was a challenge that Parties had been working on for nearly 20 years.

3. Mr Andrew Black, Acting Head of the Secretariat of the WHO FCTC, welcomed all participants and noted that COP11 was taking place at a significant moment – namely the twentieth anniversary of the entry into force of the Convention. The WHO FCTC was more than a treaty, however; it was a promise to shield future generations from the harms of tobacco and to put health before profit. The work of the Conference was about more than tobacco control; it was about building a healthier, fairer world, delivering on the Sustainable Development Goals and ending the global tobacco epidemic.

1.1 Adoption of the agenda and organization of work

Documents FCTC/COP/11/1 and FCTC/COP/11/1 (annotated)

4. The provisional agenda had been prepared by the Convention Secretariat in consultation with the Bureau of the COP, in accordance with Rules 6 and 7 of the Rules of Procedure of the COP. The provisional agenda was contained in document FCTC/COP/11/1 and further articulated in document FCTC/COP/11/1 (annotated).

5. At the first plenary meeting of COP11, the COP adopted the provisional agenda as proposed (decision FCTC/COP11(1)).

6. In considering the organization of its work for COP11, at its first plenary, the COP agreed that, following the practice of previous sessions, two committees would be established and would work in parallel. Committee A would be entrusted with work on treaty instruments and technical matters under agenda item 4. Committee B would focus on matters related to reporting, implementation assistance and international cooperation under agenda item 5, and on budgetary and institutional matters under agenda item 6. The remaining agenda items would be dealt with in Plenary.

7. The COP further agreed that the discussion of certain segments of the COP11 plenary meetings would be public and webcast, as recommended by the Bureau. Under agenda item 1, the opening would be webcast, whereas the deliberations on agenda items 1.1 and 1.2 would not. The discussions on agenda items 3, 7 and 8 would also be webcast, as would the closure of the session under agenda item 9. In accordance with Rule 32 of the Rules of Procedure of the COP, the COP also agreed that accredited media would be entitled to attend the open meetings of COP11.

¹ For the list of participants at COP11, see document [FCTC/COP/11/DIV/1](#).

8. The following representatives were elected to serve as officers of Committees A and B, pursuant to Rule 24quinquies of the Rules of Procedure of the COP (decision FCTC/COP11(3), adopted at the third plenary meeting of COP11):

Committee A

Damini Mohur (Mauritius), Chairperson

Nuntavarn Vichit-Vadakan (Thailand) and Maya Roumani (Lebanon), Vice-Chairpersons

Committee B

Marcos Dotta (Uruguay), Chairperson

David Yim (European Union) and Mary Ann Palermo-Maestral (Philippines), Vice Chairpersons

1.2 Credentials of participants

Document FCTC/COP/11/2

9. At the first plenary meeting, the COP considered and noted the report on the credentials of participants contained in document FCTC/COP/11/2. In accordance with Rule 19 of the Rules of Procedure of the COP, the Bureau had examined the credentials submitted to the Convention Secretariat, prior to their submission to the COP. The Convention Secretariat was following up with some Parties for the submission of their complete, formal credentials. The Conference agreed that the Convention Secretariat would report on credentials, as examined by the Bureau, at a later meeting of the Plenary.

10. At the fourth plenary meeting, some Parties speaking on behalf of regional groupings reaffirmed their commitment to make efforts in their regions to ensure that all participants signed declarations of interest or otherwise demonstrated their determination to protect their countries' public health policies from tobacco industry interference, in accordance with decision FCTC/COP8(12). Several civil society organizations commended the leadership of the regions concerned and efforts to maximize transparency and strengthen public trust in the process.

11. In response to a request from a Party, the Legal Team of the Convention Secretariat clarified that three quarters of the 160 Parties allowed, including provisionally, to attend COP11 had indicated their compliance with Article 5.3 of the Convention. The Convention Secretariat was continuing its efforts to follow up where required, and would also transmit that information to the Bureau.

12. At the fourth plenary of COP11, the COP adopted decision FCTC/COP11(4).

2. Applications for the status of observer to the Conference of the Parties

Document FCTC/COP/11/3

13. The COP was invited to consider applications received by the Convention Secretariat from two international IGOs and one NGO, in respect of which the Bureau recommended that observer status to the COP be granted to African Tax Administration Forum, Economics for Health, and the United Nations Office on Drugs and Crime.

14. The COP was also invited to consider the applications of seven NGOs seeking observer status, namely Association of Addiction Service Providers; Empower People for Better Future Foundation; Global Climate Change Foundation; Global Self-Care Federation; No More Butts; Servicio Defensa Al Consumidor, Plurinational State of Bolivia; and Turkish Green Crescent Society. The Bureau had reviewed the applications from those organizations and had recommended to the COP that that they should be rejected, in accordance with the criteria established by the COP.

15. One Party expressed concern about the legal status of Economics for Health. To ensure full compliance with Rule 31 of the Rules of Procedure of the COP, candidate organizations seeking observer status should provide evidence of independent legal personality. It was recommended that the criteria used to review applications for observer status at the Twelfth session of the COP (COP12) should include the mandatory requirement of legal personality, and that this matter be addressed by the Bureau elected at COP11 during the intersessional period, with support from the Convention Secretariat.

16. A representative speaking on behalf of a regional grouping expressed support for the Bureau's recommendations and conclusions.

17. The COP decided to grant observer status to African Tax Administration Forum, Economics for Health, and the United Nations Office on Drugs and Crime, in accordance with Rules 30 and 31 of the Rules of Procedure of the COP. It denied observer status to the remaining organizations.

18. At the first plenary meeting of COP11, the COP adopted decision FCTC/COP11(2).

3. Global progress in implementation of the WHO FCTC, followed by a general debate

Document FCTC/COP/11/4

19. The Acting Head of the Convention Secretariat drew attention to the *2025 Global Progress Report on Implementation of the WHO Framework Convention on Tobacco Control*.² There had been a clear trend of acceleration in the adoption or revision of national tobacco control laws, legislation and regulations over the previous three years.

20. Mixed progress had been observed with demand reduction measures. Many Parties had increased excise taxes on smoked tobacco, and had extended taxes to novel products. More Parties had included heated tobacco products (HTPs) and electronic nicotine delivery systems (ENDS) in their smoke-free laws, as well as targeted protections for children. On advertising bans, progress remained slow.

21. With regard to supply-side measures, efforts to curb illicit trade were advancing. However, support for economically viable alternatives to tobacco growing remained limited, and regulation of novel and emerging tobacco and nicotine products lagged behind that of conventional products.

22. Global tobacco use among adults aged 15 years and over had fallen from 26.2% in 2005 to 17.4% in 2024, but the high and rising levels of ENDS use were alarming. Tobacco use had been responsible for 15% of all male deaths and 5% of all female deaths in 2021. Despite the progress

² [2025 Global Progress Report on Implementation of the WHO FCTC](#). Geneva: Secretariat of the WHO FCTC; 2025 (accessed 10 December 2025).

observed, the most cited barriers remained a lack of human and financial resources, legislative gaps and tobacco industry interference, all of which had been noted by more than half of reporting Parties.

23. In the general debate that followed, Parties underscored that the twentieth anniversary of the WHO FCTC offered an opportunity to reflect on the progress achieved and to renew their commitment to full implementation of the Convention. Many Parties expressed pride in advancing the Convention, noting significant reductions in tobacco use and strengthened implementation measures, and commended the Convention Secretariat for its continued support. Numerous actions were reported at the national level, including legislation implementing demand reduction provisions in the WHO FCTC and aligned with MPOWER³ measures; bans on smoking in public places, advertising, promotion and sponsorship; and the introduction of plain packaging and expanded pictorial warnings. Several Parties had also implemented measures such as disclosure requirements, taxation of tobacco and nicotine products, cessation support, and traceability systems. One Party reported progress despite extensive damage to health infrastructure from armed conflict.

24. The need to protect children and young people from the harmful effects of tobacco was emphasized repeatedly. Two Parties had advanced landmark smoke-free generation legislation preventing sales to young people, and urged other Parties to do the same. Several Parties had adopted measures to restrict marketing and ban novel flavoured products, raised the minimum age for the purchase and sale of such products, and implemented public awareness campaigns. Parties expressed concern at aggressive industry strategies targeting young people, and highlighted the need for strong, coherent regulation and a unified framework to safeguard tobacco-free future generations.

25. Parties reported growing threats from new products such as ENDS and HTPs, stressing the need to apply lessons learned from cigarettes to such novel products. Among the measures taken were bans on the production, trade or import of ENDS, and the expansion of legislation to cover novel and emerging nicotine and tobacco products. While some Parties indicated that they supported “harm reduction” strategies under Article 1(d) of the WHO FCTC, others argued that the goal should be harm elimination.

26. Industry interference was identified as a major challenge, characterized by direct lobbying, health-related misinformation and obstruction of regulation. In response, Parties were working with civil society and academic institutions, strengthening technical cooperation with relevant bodies and adopting regulatory frameworks to protect public health. Many emphasized the importance of implementing Article 5.3 of the WHO FCTC and integrating it into domestic legislation, including by establishing mechanisms to monitor and report interference.

27. Several Parties highlighted persistent barriers such as limited financial and human resources, socioeconomic constraints, illicit trade and cross-border supply chains. Parties called for increased capacity-building, technology transfer, stronger laboratory and regulatory infrastructure, and sustained support for surveillance, legislation, research and enforcement. It was noted that tobacco farming remained an important source of income for many families, and that policies

³ A set of measures introduced by WHO in 2008 to support implementation of the WHO FCTC and its Guidelines for implementation related to reducing the demand for tobacco products. These measures include monitoring tobacco use and prevention policies (M); protecting people from tobacco smoke (P); offering help to quit tobacco use (O); warning about the dangers of tobacco (W); enforcing bans on tobacco advertising, promotion and sponsorship (E); and raising taxes on tobacco (R).

should support economically viable, evidence-based transition pathways for farmers. Resource needs were particularly pressing in the global South.

28. Throughout the debate, several Parties emphasized that tobacco control measures must be feasible, context-appropriate and respectful of State sovereignty, national legal frameworks, international trade obligations and differing socioeconomic realities. Some Parties stressed that policy stewardship should remain within governments, with expert bodies playing a supportive rather than directive role. One Party highlighted the importance of independent scientific studies and national strategies, while another noted that humanitarian crises had adversely affected health systems and tobacco control efforts. Two States non-Parties drew attention to the economic and cultural significance of domestic tobacco industries, and called for the rights of tobacco-producing countries to be considered when drawing up measures and recommendations.

29. Parties underscored the devastating effects of tobacco on both health and the environment, with some Parties noting that environmental impacts were most severe in the global South, while industry benefits were concentrated in the global North. They called for synergies with international negotiating processes, such as that on plastic pollution, to address single-use plastics within the tobacco supply chain. Parties also highlighted the need to implement Articles 18 and 19 of the WHO FCTC, including by applying the “polluter pays” principle and adopting mechanisms to hold the tobacco industry financially liable.

30. Parties emphasized that tobacco control must remain equitable, feasible for all and driven by Parties, based on collective efforts, solidarity and shared responsibilities. Working groups composed of Party representatives were viewed by several Parties as useful platforms for ensuring equitable participation and decision-making. Enhanced South–South collaboration and support for low- and middle-income countries were also encouraged. Several Parties called for unity in the face of major challenges, including climate change, and emphasized prioritizing people over profit while advancing the Sustainable Development Goals towards a tobacco-free future.

31. The COP noted the document contained in FCTC/COP/11/4.

32. The representative of the Russian Federation spoke in exercise of the right of reply.

33. Consideration of a draft decision entitled “Mobilization by Parties of sustainable resources for tobacco control” proposed by a Party under the agenda item (document FCTC/COP11/P/CONF./7) was transferred to Committee B. Introducing the draft decision in Committee B, the proposing Party said that the aim of the draft decision was to mobilize resources for sustainable development in the context of tobacco control, reaffirming that domestic resource mobilization was key to achieving long-term, sustainable and predictable funding for national tobacco control programmes, and noting with concern that one of the primary barriers to effective implementation of the WHO FCTC was a lack of resources. The proposed draft decision urged Parties to strengthen implementation of Article 6 of the WHO FCTC, and to scale up their official development assistance for tobacco control. It also proposed requesting the Convention Secretariat to present to COP12 an updated funding gap tool and an updated global investment case for tobacco control, and, in collaboration with WHO and other partners, to scale up technical assistance to low- and middle-income countries significantly, subject to available budget.

34. In the ensuing discussion, numerous Parties expressed support for the proposed draft decision, emphasizing the need for sustainable and predictable financing for tobacco control through strengthened domestic resource mobilization – particularly tax measures. They

underscored that development assistance should catalyse, rather than replace, domestic investment.

35. Speaking on behalf of the island countries within a regional grouping, one Party said that scaled-up technical assistance and a more substantive discussion on mobilizing sustainable domestic resources at COP12 would be welcome. An updated global investment case for tobacco control and a fully updated funding gap analysis would be extremely helpful to Small Island Developing States. Another Party supported the call to align development assistance with national priorities to catalyse domestic investment, but expressed concerns about singling out increased support for work related to tobacco control, given that global health funding was in serious decline. Singling out one specific area for support would reduce flexibility and could be counterproductive to the objective of alignment with national priorities – especially considering the opportunity to secure funding through the taxation of tobacco products.

36. One Party suggested that the Convention Secretariat should encourage the Tax Inspectors Without Borders joint initiative of the Organisation for Economic Co-operation and Development and the United Nations Development Programme to focus on initiatives aimed at strengthening tobacco-related tax and enforcement structures, particularly in low- and middle-income countries. Another Party said that decisions on Extra-budgetary Contributions, including increased development aid, lay with national governments and should not replace domestic resource mobilization. Continued discussion on innovative financing and partnership models to strengthen tobacco control was encouraged, with one NGO observer urging Parties to engage in the International Dialogue on Sustainable Financing for Noncommunicable Diseases and Mental Health in 2026 to ensure that tobacco control was integrated into broader health-financing strategies.

37. Speaking on behalf of a regional grouping, one Party proposed various amendments to the draft decision, including to incorporate more flexible language and to amend an operative paragraph to request the Convention Secretariat to present a report to COP12 on the existing funding gap to achieve full implementation of the WHO FCTC and possible recommendations on how to address that gap. Several other amendments were proposed by Parties.

38. Having reached consensus on the proposed amendments, Committee B approved the draft decision, as amended, and transferred it to the Plenary for adoption.

39. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(12).

4. Treaty instruments and technical matters

4.1 Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC): report by the Expert Group

Documents FCTC/COP/11/5 and FCTC/COP/11/INF.DOC./1

40. Committee A considered the report of the Expert Group on Forward-looking Tobacco Control Measures (in relation to Article 2.1 of the WHO FCTC) established by the COP at its tenth session (document FCTC/COP/11/5).

41. The Chairperson of the Expert Group, introducing the report, recalled that the work of the Expert Group had been carried out in the context of rising interest in so-called end-game strategies. Many Parties were endeavouring to phase out tobacco and to prevent future

generations from ever starting to use it. There was accordingly some enthusiasm for a move from incremental tobacco control approaches to more transformational interventions.

42. In decision FCTC/COP10(12), the COP had established an expert group and mandated it to identify and describe forward-looking tobacco control measures and measures that expanded or intensified approaches to tobacco control as they applied to tobacco products, and that might be contemplated by the Expert Group within the scope of Article 2.1 of the WHO FCTC. The Expert Group had held three meetings: two online and one in person. In the course of its deliberations, the Expert Group had identified 16 forward-looking tobacco control measures (FLMs), based on agreed criteria, for which it had developed information briefs. The Expert Group had sought to ensure that it selected a range of FLMs that provided options for Parties at various stages of implementation of the WHO FCTC; that provided options for Parties that were least developed countries, low-income countries and lower-middle-income countries; and that captured all forms of tobacco use. The Expert Group had purposefully not considered any ranking of FLMs; they were options for Parties to consider for adoption if they wished. The Expert Group had been of the view that FLMs should complement, not replace, existing obligations under the WHO FCTC.

43. The Chairperson of the Expert Group noted that a package of supplementary documents had been published online, comprising the reports of the first, second and third meetings of the Expert Group, a report by the WHO FCTC Knowledge Hub on Legal Challenges, and a compilation of information briefs on forward-looking tobacco control measures developed by the experts.

44. In regional and national statements, several Parties expressed strong support for the report of the Expert Group and adoption of the draft decision proposed by the Expert Group. They believed that FLMs complemented and reinforced existing WHO FCTC obligations and guidelines for implementation, and enabled governments to better protect human health and the environment. It was vitally important that Parties actively considered how to go further to reduce the impact of tobacco products. Many Parties had opted for imposing stricter requirements that were consistent with the WHO FCTC and aligned with national contexts. The Convention Secretariat was urged to support the sharing of knowledge and good practices and the provision of technical assistance in order to facilitate the consideration, adoption and implementation of FLMs.

45. Some Parties, however, expressed concerns related to national sovereignty; the evidence base for the Expert Group's recommendations; the nature of the recommendations made by the Expert Group in the document; the need to focus on implementation of the comprehensive tobacco control measures in the WHO FCTC before considering FLMs; and the belief that the FLMs would create an additional reporting burden. These Parties urged the COP to uphold the voluntary nature of Article 2.1.

46. Another Party suggested that the outcomes and experiences from implementing those voluntary measures should be systematically collected and shared among Parties. A working group could be established to collect evidence on the impact of FLMs, while an advisory group of legal experts could conduct a legal assessment of Article 2.1 and report to the working group and the COP at a future session.

47. Speakers noted that many of the proposed measures were legally complex and resource-intensive, and may lack real-world evidence. Price-control measures were a politically sensitive recommendation. The phasing out of tobacco farming or the ending of retail sales raised serious constitutional, economic and social implications.

48. Parties described a variety of strong tobacco control measures that they were already implementing, including an increased minimum legal age for sales of tobacco products, smoke-free environments, restrictions on flavourings, use of plain packaging, prohibition of emerging tobacco products and online sales, and the development of economically viable alternatives for tobacco farmers.

49. Tobacco control measures must evolve to keep pace with the rapid development in the tobacco industry, including the emergence of novel products and the use of addiction-increasing additives. One Party stressed that FLMs should also equip Parties to address the conduct of the tobacco industry – in particular, industry interference, future mergers and restructuring, novel retail channels, cross-border digital marketing strategies targeting young people, and narrative shifts and misleading claims used strategically to avoid accountability.

50. Multiple Parties underscored that, consistent with Article 2.1 of the WHO FCTC, any measures beyond those required by the Convention were voluntary, and that the proposals therefore constituted a non-exhaustive and non-binding list of options for Parties to consider and apply, as appropriate, in line with national legislation.

51. Regarding the withdrawal of government support for tobacco farming, a number of Parties noted that, in the absence of practical and truly economically viable alternatives, such a measure would have serious social and economic consequences. One Party suggested explicitly mentioning in the draft decision the commitment of tobacco-producing countries to promote and ensure economically viable alternatives for tobacco growers.

52. There were calls for a focus on robust implementation of the existing obligations under the WHO FCTC, especially given the limited resources and capacities of countries in the global South, so as not to divert limited resources from proven effective interventions. The importance of Party involvement and leadership in the development of tobacco control measures was highlighted.

53. Several Parties expressed their readiness to share knowledge and experiences in implementing FLMs, and thanked the Secretariat for its support in that regard. One Party stressed the importance of cross-border cooperation, particularly in monitoring digital marketing, regulating imports of emerging nicotine products and coordinating enforcement.

54. In the subsequent discussion, the Chairperson of the Expert Group addressed concerns raised by the Parties. The role of the Expert Group had been to identify and describe forward-looking tobacco control measures that Parties could choose to implement, should those suggestions prove feasible and appropriate given their national circumstances. The report of the Expert Group, while providing some evidence, was intended to be descriptive and did not suggest a need or requirement for additional reporting from the Parties. The Legal Team of the Convention Secretariat confirmed that the text under consideration would not have an impact on Party sovereignty, and drew the attention of the Parties to decision FCTC/COP10(12).

55. Following discussion of the Chairperson's proposed amended version of the draft decision contained in Annex 3 to the Expert Group's report, an informal drafting group brought a revised version of the draft decision before the Committee.

56. The revised draft decision was discussed, amended and approved at the fourth meeting of Committee A and transmitted to the COP for adoption ((document (Draft) FCTC/COP/11/A/R/1). Four Parties expressed reservations concerning the draft decision.

57. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(5).

4.2 Liability (Article 19 of the WHO FCTC): report by the Expert Group

Document FCTC/COP/11/6

58. Committee A considered the report of the Expert Group on Implementation of Article 19 of the WHO FCTC on Liability, re-established by the COP in decision FCTC/COP10(13) (document FCTC/COP/11/6).

59. The Chairperson of the Expert Group, introducing the report, noted that it was widely recognized by Parties and civil society that Article 19 was one of the least implemented articles of the Convention. The mandate of the Expert Group had been to review and collect information on practice that had evolved at the Party level; to provide options for Parties to detect and counter tobacco industry efforts to evade liability regimes; and to explore possible methodology that estimated or quantified health-care costs borne due to tobacco use.

60. The report of the Expert Group consisted of three pillars, reflecting the three components of the Group's mandate. It also set out a number of general principles that underpinned the 30 recommendations developed by the Expert Group. The recommendations took the form of options related to civil and criminal liability and administrative measures to establish liability; options related to information exchange and monitoring; and options related to methodologies for estimating health-care costs caused by tobacco use. The Expert Group noted that not all the recommendations would be suitable for all countries. Parties should assess the recommendations in light of their current laws and legal systems, and their experience to date in establishing liability and securing compensation for the harm caused by tobacco. Annexes to the report contained a non-exhaustive list of existing annotated Article 19 resources and a draft decision proposed by the Expert Group.

61. In the discussion that followed, Parties described national efforts and measures relating to Article 19. One Party highlighted the imminent conclusion of its decade-long litigation with the tobacco industry and the various challenges that it had faced in that regard; it urged the continued sharing of information with Parties through the WHO FCTC Knowledge Hub on Legal Challenges.

62. Several Parties, echoed by NGO observers, welcomed the guidance set out in the report, which provided specific tools that Parties could draw on in order to strengthen their national legal frameworks. It was essential to hold the tobacco industry legally and financially accountable, in order to protect public health and recover the economic costs of tobacco-related harm. Administrative and quasi-judicial mechanisms represented an accessible pathway to accountability for low- and middle-income countries, which were often the least able to seek justice, and thus required more technical support and capacity-building. Liability was a matter of environmental protection, human rights – particularly the right to health – and corporate accountability, as well as a public health issue. Speakers underscored the importance of an equity-driven approach and of strengthening international cooperation, especially in terms of sharing evidence, providing mutual legal assistance and building capacities.

63. While recognizing that liability was an essential part of comprehensive tobacco control, some Parties did not support the draft decision proposed by the Expert Group on the grounds that the measures suggested were potentially outside or incompatible with existing national legal frameworks, would require significant reform to legal systems and raised concerns related to the sovereign rights of States. Mechanisms for intergovernmental cooperation or transfer of authority to a third party or other jurisdiction could lead to a lack of legal certainty. Imposing uniform liability mechanisms might undermine national legal systems and constitutional safeguards. A

number of Parties objected to the creation of a sector- or product-specific liability system; one Party said that such a system – especially where it extended to directors, NGOs and extraterritorial jurisdiction – could undermine established governance structures and the integrity of domestic legal systems. One Party recalled that interactions between Parties and the tobacco industry in the context of civil, criminal and administrative proceedings to determine liability must be consistent with Article 5.3 of the WHO FCTC.

64. On the other hand, several Parties agreed with the draft decision, noting that legal approaches were essential and that liability must be borne by the tobacco industry. They endorsed the need for legislative reforms aimed at facilitating class action suits and the recovery of costs; civil and criminal sanctions; stronger anti-corruption mechanisms; and liability for environmental damage.

65. One Party noted that 12 Parties had proposed amendments to the draft decision put forward by the Expert Group. They called on States Parties to promote coherence between tobacco control liability measures and relevant policy areas such as human rights and environmental protection, and requested the Convention Secretariat to develop a self-assessment tool to assist Parties in identifying gaps in their liability frameworks; to assess feasible policy options for the implementation of administrative and other non-judicial liability measures; and to develop a set of policy options and tools for applying cost recovery measures to the tobacco industry. A Party speaking on behalf of a regional grouping aligned itself with those amendments.

66. Another Party, also speaking on behalf of a regional grouping, urged that the decision be accompanied by key requests for targeted technical and financial support for Parties to build essential legal and evidentiary capacity; for periodic reporting on Article 19 progress to be institutionalized through the WHO FCTC reporting mechanism; for transparency of settlements and deferred prosecution agreements to be ensured; and for regional training and peer-learning networks on legal accountability and cost recovery methods to be strengthened.

67. One Party welcomed the request in the amended draft decision to the Secretariat to develop Party self-assessment tools and disseminate resources, which would help bolster institutional capacity. Another Party noted that the additional emphasis on non-judicial avenues in the amended draft decision was aimed at shifting the financial burden of litigation back to the tobacco industry and ensuring its full accountability.

68. It was emphasized that all guidance on Article 19 should remain flexible and non-binding in order to accommodate the different legal systems, implementation stages, capacities and resources of Parties; at its seventh meeting, the COP adopted the Article 19 Toolkit as a mechanism of assistance to Parties.

69. The Chairperson of the Expert Group noted that the report clearly stated that not all the recommendations would be suitable for all countries, and that Parties should assess them in light of their national context. Given the diversity of national circumstances and legal traditions, the Group had tried to provide a range of options for Parties, all of which were voluntary and drawn from Party-level practices. The Legal Team of the Convention Secretariat added that Articles 4.5 and 19.1 of the Convention further clarified that liability measures were to be adopted at the discretion of Parties as necessary and in accordance with their existing laws.

70. The Secretariat was requested to provide tools to respond to or initiate litigation, facilitate cooperation and information exchange, strengthen legal and institutional capacities to pursue liability claims, and counter industry interference.

71. Following discussions in an informal drafting group, a revised version of the draft decision was brought before the Committee, which contained amendments to the operative paragraphs aimed at reinforcing the voluntary nature of the proposals made by the Expert Group. The Chairperson of the Expert Group again confirmed that the suggestions were not mandatory; they were options that Parties could consider for implementation as deemed appropriate, taking into account their national circumstances. The Convention Secretariat might provide the Parties with the technical assistance and information necessary for implementation of the suggestions.
72. In a subsequent exchange of views, some Parties expressed a wish to engage with the original draft decision, while other Parties expressed concerns about the text under consideration, which precluded their support of it. In response to a Party's request for clarification, the Convention Secretariat stated that the adoption of the proposed amendments would have budgetary implications and would be subject to Extra-budgetary Contributions.
73. A number of Parties expressed their support for the revised version of the draft decision. Several of those Parties emphasized that the options set out in the draft decision were not binding and therefore did not impinge on State sovereignty; each Party could decide how they should be applied. To clarify the matter, one Party suggested amendments.
74. Some Parties, echoed by a State non-Party, said that the proposed amendments did not fully address their concerns that some of the measures set out in the draft decision could be considered to undermine national sovereignty, to interfere in domestic legal systems and to overstep the COP's mandate. Those Parties emphasized that any recommendations under Article 19 of the WHO FCTC must remain flexible and non-binding, recognizing that Parties had unique legal systems, diverse national contexts, and differing financial resources and institutional capacities.
75. The burden that implementation of the measures set out in the draft decision might place on Parties with limited resources was also mentioned as a concern by few Parties. One Party said that it would support a draft decision that encouraged Parties to consider and strengthen liability measures at their discretion, supported by appropriate capacity-building and technical assistance. Another Party said that liability should not be a recurring item on the agenda of the COP.
76. As suggested by a Party, the Chairperson of Committee A proposed that a further informal drafting group should be convened with a view to reaching consensus on the draft decision. At a subsequent meeting, the Committee considered an amended version of a draft decision proposed by the Parties and incorporated further amendments.
77. Committee A approved the draft decision, as amended, and transmitted it to the COP for adoption in the Second report of Committee A (document (Draft) FCTC/COP/11/A/R/2).
78. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(6).

4.3 Protection of the environment and the health of persons (Article 18 of the WHO FCTC)

Document FCTC/COP/11/7

79. The Chairperson informed Committee B that the Bureau had decided to transfer agenda item 4.3 to Committee B for its consideration. In response to requests for clarifications and concerns raised by some Parties, the Convention Secretariat informed the Committee that the

Bureau made this adjustment, following consideration of the balance of work between the Committees in session, and in agreement with the Chairpersons of the Committees, in accordance with the Rules of Procedure of the COP. While Committee B would generally be entrusted with work on reporting, international cooperation and institutional and budgetary matters, it could also work on treaty instruments and technical matters; this had already been the case at the Tenth session of the COP.

80. Committee B considered document FCTC/COP/11/7, containing a report in which, pursuant to decision FCTC/COP10(14), the Convention Secretariat examined regulatory options regarding the prevention and management of waste generated by the tobacco industry and its products, and identified a number of other matters. Pursuant to the COP mandate and to inform its work, the Convention Secretariat had commissioned a paper entitled *Regulatory options to prevent environmental harm and pollution across the tobacco product life cycle*, which was available on the WHO FCTC website as a supplementary information document.

81. The majority of Parties welcomed the report and expressed support for noting it. With plastic waste a major concern for many countries, particularly those most vulnerable to climate change, Parties appreciated the upstream regulatory options provided, such as banning single-use plastics in tobacco and related products.

82. While acknowledging the importance of environmental issues in the context of the consumption and manufacture of tobacco products, a number of Parties noted that the matters addressed in the report were also being discussed in other specialized fora. Some Parties expressed concern that the proposed ban on the manufacture, import, distribution and sale of cigarette filters could increase illicit trade in tobacco products, and that banning filters could increase the flow of unregulated products and negatively affect countries' tax revenues.

83. Responding to concerns, the Legal Team of the Convention Secretariat clarified that the report under discussion provided information on regulatory options available to Parties to prevent and manage the waste generated by the tobacco industry and its products, including a ban on plastic cigarette filters and the management of hazardous waste from cigarettes, as requested in decision FCTC/COP10(14). In that decision, the COP had already recognized the interconnection between the COP's work on environmental matters and that of other international bodies, including the Intergovernmental Negotiating Committee on Plastic Pollution.

84. The Convention Secretariat said that it was strengthening its technical expertise in relation to the environmental harm caused by tobacco products, and was also stepping up its engagement with international environmental fora, including conferences of parties to environmental and climate treaties, the United Nations Environment Programme and the Intergovernmental Negotiating Committee on Plastic Pollution; it would also attend the seventh session of the United Nations Environment Assembly.

85. Turning to the issue of cigarette filters, the Convention Secretariat said that it was important to highlight that cigarette filters were a public health issue as much as an environment issue: not only were cigarette filters the most common form of waste found in the environment but they also represented one of the oldest deceptive practices adopted by the tobacco industry, and evidence showed that the widespread use of filters did not reduce smoking-related risks but rather increased them.

86. One of the members of WHO delegation, recalling that the Partial guidelines for implementation of Articles 9 and 10 of the WHO FCTC recommended that Parties should regulate

all tobacco product design features that increased the attractiveness of tobacco products, emphasized that cigarette filters were a deceptive design feature that failed to reduce smoking-related harm and falsely reassured smokers, contributing to the rise in lung disease and sustaining tobacco addiction. Another WHO Representative added that there had been no reduction in the prevalence of cancer since the introduction of cigarette filters. Firm structural solutions were required to address the dual public health and environmental hazards of tobacco products, and there was a pressing need for the COP to take steps towards the elimination of cigarette filters. Parties were encouraged to draw on the evidence-informed policy options contained in the report under discussion and the recommendations set forth in the *Report of the twelfth meeting of the WHO Study Group on Tobacco Product Regulation*.⁴

87. The Acting Head of the Convention Secretariat, responding to comments concerning the ongoing negotiations on a United Nations global plastics treaty, expressed the hope that the report under discussion would inform – rather than duplicate – the work of the Intergovernmental Negotiating Committee on Plastic Pollution.

88. The Convention Secretariat clarified that the Committee was invited to note – that is to acknowledge completion of – document FCTC/COP/11/7, prepared by the Secretariat to respond to the mandate accorded it in decision FCTC/COP10(14). The Committee was not invited to approve the recommendations included in the *Regulatory options to prevent environmental harm and pollution across the tobacco product life cycle*, a document intended as supplementary information for the Parties. Following discussion, Committee B noted the report contained in document FCTC/COP/11/7.

89. The Committee was subsequently invited to consider a draft decision entitled “Implementation of Article 18 of the WHO FCTC” proposed by several Parties (document FCTC/COP11/P/CONF./4). Introducing the draft decision, the proposing Parties, drawing attention to the enormous damage caused to the environment by the life cycle of tobacco products and the negative consequences for global health, said that the aim of the draft decision was to advance implementation of Article 18 of the WHO FCTC by taking steps to develop legal and regulatory tools and guidelines; strengthen national, regional and multilateral collaboration; and build technical capacity to support Parties in managing the waste generated by tobacco products in a manner that protected human health and the environment.

90. In the ensuing discussion, many Parties expressed strong support for the draft decision, which they considered to be workable and based on a common-sense approach. In their view, the draft decision would reinforce cooperation among different entities and help to achieve the Sustainable Development Goals. In particular, a large number of Parties expressed support for the proposed establishment of an expert group and the need for evidence-based studies to guide future work and public policy. Strengthening implementation of Article 18 of the WHO FCTC would help to address environmental injustice, safeguard natural ecosystems and hold the tobacco industry accountable for waste generated across the supply chain. A number of Parties highlighted the importance of implementation of the “polluter pays” and “producer pays” principles, and the need to avoid “corporate greenwashing”.

91. A large number of Parties said that no swift decisions should be taken on the draft decision, and that its consideration should be deferred until COP12. Concern was expressed that the draft decision blurred the line between voluntary and mandatory commitments, and appeared to go

⁴ Document EB157/14: [Matters for information: report on meetings of expert committees and study groups: report by the Director-General](#). Geneva: World Health Organization; 2025 (accessed 24 June 2025)

beyond the scope of Article 18 by containing measures that would be more appropriately addressed under other Articles or in other fora. Some Parties were of the view that the draft decision risked duplicating the mandates of other instruments and pre-empting the ongoing discussions of other bodies, notably the work of the Intergovernmental Negotiating Committee on Plastic Pollution. In that context, they strongly believed that the draft decision should not be considered until that Committee's negotiations had been completed, in order to avoid potentially conflicting or contradictory international obligations on plastic pollution. Some Parties shared the view that the issues under discussion were, in any event, better left to those with the necessary expertise, whose conclusions should not be prejudged.

92. In response, a number of Parties pointed out that the scope of tobacco waste extended far beyond plastics, encompassing heavy metals and other toxic substances. They noted that the Convention, in its Preamble and Articles 3 and 18, mandated the COP to protect against the environmental consequences of tobacco consumption and exposure. An NGO observer added that it could take many years for the specialized treaty negotiations of other bodies to be concluded, that such negotiations were often not attended by specialists, and that other treaty processes did not have provisions equivalent to Article 5.3 of the WHO FCTC to prevent industry interference. It was also pointed out that not all Parties to the WHO FCTC would choose to ratify or accede to any future instruments of other bodies.

93. Responding to concerns that the draft decision did not have a sufficient basis in research or scientific evidence, one of the Parties proposing the draft decision emphasized that it had been developed under the leadership of its national ministry of climate and the environment, and had been widely discussed internally prior to its submission to the COP. In addition, regarding concerns raised about the establishment of an expert group, the proposing Party explained that the proposal to establish an expert group was intended as a means of providing structured guidance to Parties on preventing and managing tobacco-related waste, as many Parties lacked clarity on how to address such waste.

94. A number of Parties expressed objections to the draft decision on the grounds of national sovereignty. One Party speaking on behalf of several Parties in a regional grouping responded by expressing deep concern that the narrative suggesting that commitments under the WHO FCTC undermined national sovereignty mirrored language systematically promoted by the tobacco industry to weaken global cooperation. Responding to those concerns, the Legal Team of the Convention Secretariat recalled that, by ratifying the Convention, Parties to the Convention had, in exercise of their national sovereignty, expressed their consent to be bound by the WHO FCTC obligations under international law. Under Article 23.5 of the Convention, the COP was mandated to keep under regular review the implementation of the Convention and to take the decisions necessary to promote its effective implementation; the decisions of the COP provided Parties with authoritative guidance on how to implement their obligations under the Convention. The draft decision did not contain any new obligations, and the domestic adoption of the measures in the draft decision remained at the discretion of the Parties, each of which was free to act as it saw fit, in accordance with its national legislation and contexts.

95. Some Parties continued to express the concern that the draft decision would duplicate or be inconsistent with the work of other international bodies, noting that decision FCTC/COP10(14) encouraged coherence with other international instruments in that regard, and recommended that the COP postpone its discussion of the matter until COP12. Responding to those concerns, the Legal Team of the Convention Secretariat recalled that the relationship between the COP and parallel processes, including the ongoing work of the Intergovernmental Negotiating Committee

on Plastic Pollution, had been established in decision FCTC/COP10(14). In that decision, the Parties at COP10 had decided that COP11 was the appropriate forum at which to discuss the issues addressed in the draft decision. Moreover, the COP had, on several occasions, recognized and cooperated with parallel international initiatives without creating incompatibilities.

96. Several amendments to the draft decision were proposed, reflecting views expressed and suggestions made in the course of the debate. Many of the proposed amendments were intended to clarify that Parties were invited to voluntarily consider ways of strengthening their implementation of Article 18 within the framework of their national legislation and circumstances. Other proposed amendments were intended to address the concerns raised regarding the establishment of an expert group.

97. Following lengthy deliberations, during which several Parties continued to call firmly for consideration of the draft decision to be deferred to a future session of the COP, while many others expressed their support for the draft decision and the amendments proposed by various Parties, the Chairperson prepared a revised version of the draft decision, taking account of the concerns raised. In the subsequent discussion, in which further amendments were proposed, one Party, supported by a number of others, called for the inclusion of language recognizing that full implementation of Article 18 required strengthened national capacities, and emphasizing the need for technical assistance and, where feasible, financial support to assist Parties in implementing the measures outlined in the draft decision. A Party raised the concern that the potential inclusion of language encouraging Parties to promote implementation of the Convention at other organizations may encourage “forum shopping”; such language had to be carefully reviewed.

98. After further discussion, Committee B approved the draft decision, as amended, and transmitted it to the COP for adoption in the Third report of Committee B (document (Draft) FCTC/COP/11/B/R/3).

99. One Party, supported by a number of other Parties, wished to note a reservation in relation to the transfer of agenda item 4.3 from Committee A to Committee B; it was hoped that this would not become practice for work to be transferred between the committees at future sessions of the COP.

100. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(10).

4.4 Regulation of contents and disclosure of tobacco products (Articles 9 and 10 of the WHO FCTC): reports by the Bureau and by WHO

Documents FCTC/COP/11/8 and FCTC/COP/11/9

101. Committee A considered document FCTC/COP/11/8, which contained the Bureau’s recommendations on the implementation of Articles 9 and 10 of the WHO FCTC, including a draft decision. In particular, the Bureau recommended deferral of a decision on whether to establish or re-establish a subsidiary body to further develop the Partial guidelines for implementation of Articles 9 and 10 until such time as the COP deemed it appropriate. Instead, the Bureau recommended the redirection of efforts and resources to providing capacity-building and technical assistance for implementation, strengthening Party infrastructure and facilitating information-sharing and cooperation, as well as the optimization of Parties’ use of existing tools and resources. The Committee also considered document FCTC/COP/10/9, containing a WHO progress report on technical work related to tobacco product regulation pursuant to Articles 9 and 10 of the WHO FCTC, which was presented by a WHO delegate.

102. A number of Parties emphasized that they were using the largely-completed Partial guidelines to implement their obligations under Articles 9 and 10 and the crucial need for political commitment to use the guidelines was highlighted. Parties stressed the importance of resource mobilization, capacity-building and the sharing of information and good practices, especially given the resource-intensiveness and complexity of implementation for some Parties. A Party speaking on behalf of a regional grouping said that Articles 9 and 10 constituted one of the most powerful but underused pillars of the Convention. Evidence-based, forward-looking and enforceable regulations; regional cooperation on capacity-building, standards and surveillance; and full application of Article 5.3 of the Convention were essential to implement Articles 9 and 10 to effectively control toxicity, appeal and addictiveness – especially in view of the rapid evolution of tobacco products and their uptake by young people.

103. With regard to the WHO report, Parties expressed appreciation for the Organization's support and expertise, including the WHO Study Group on Tobacco Product Regulation (TobReg) and the WHO Tobacco Laboratory Network (TobLabNet), and emphasized the importance of scientific evidence and proven approaches. One Party, however, objected to restrictions on flavours, suggesting that the recommendation of both the COP and WHO extended only to flavours that appealed to minors, and expressed concern that banning filters or filter ventilation might prevent compliance with domestic law.

104. As to the Bureau's recommendations and the draft decision, while there was broad support for greater focus on capacity-building, better use of existing tools and resources, and stronger cooperation, views on the proposal to defer the establishment of a new subsidiary body were divided. Some Parties argued that the existing repository of knowledge, experience and technical resources, including the work completed to date by previous subsidiary bodies was sufficient for countries to take immediate, practical and cost-effective action; given the lack of consensus, continued discussion of the issue would only further delay urgently needed progress. However, one Party speaking on behalf of a regional grouping expressed concern that the guidelines would remain unfinished; it urged the Bureau to consider including the item on the agenda of COP12, and underscored the importance of broad Party involvement in the completion of the final elements of the Partial guidelines.

105. Although one Party expressed a preference for the establishment of an expert group to complete the Partial guidelines, some Parties referred to the concept of impartiality to call for the re-establishment of a Working Group, which could be mandated to finish that work, further develop validated testing methods and define terms of reference for capacity-building in consultation with all Parties, and for the draft decision to be amended to that effect. The suggestion was made that working groups preserved State sovereignty, ensured Party leadership and inclusion, transparency, regional representation, and adaptability to diverse national contexts. The proposal to redirect resources from the establishment of a subsidiary body, without a clear mandate, was said to be of concern.

106. On the other hand, several Parties expressed support for the draft decision. One Party, while appreciating the exhaustive analysis contained in the WHO report, drew attention to major operational obstacles. The persistence of the tobacco industry was such that national capacities needed to be strengthened before structural measures could be taken. One Party supported the draft decision in prioritizing technical assistance above the re-establishment of a working group. Another Party did not see value in re-establishing either a working group or an expert group because a number of Parties were experiencing gaps in capacity rather than knowledge. Parties

should utilize the existing Partial guidelines, and their needs should be assessed with a view to determining their capacity-building priorities.

107. Noting that the most recent adoption of elements of the Partial guidelines had taken place a decade ago, and suggesting that critical areas remaining unresolved, and recalling that rapid product evolution in the tobacco industry raised questions and concerns regarding regulation, one Party expressed its support for a collaborative working group that, with support from the Convention Secretariat, could update and complete policy guidance by COP12. Some Parties advocated re-establishment of a working group suggesting that it would facilitate information exchange and transparency and support fair geographical representation. Other Parties expressed concern at the recommendation to defer re-establishment of a working group or an expert group, believing that guidelines that it considered to be undefined left Parties without a clear framework of action, and that capacity-building alone could not replace guidelines.

108. One Party proposed amending the draft decision to include the establishment of a working group with a clear mandate and defined terms of reference for capacity-building. Another Party suggested that re-establishing a working group would allow Parties jointly to develop the practical tools that were essential for protecting public health and would ensure practical and adaptable recommendations that would be nationally relevant recommendations. A Party stated that future work on Articles 9 and 10 should be inclusive and transparent, which it suggested could be achieved if the process were conducted by a Party-led working group.

109. One Party expressed its conviction that opportunities for collaboration between the Parties and the Convention Secretariat should be identified, and that resources should be redirected to activities that directly benefited the Parties. Another Party was of the view that priority should be given to assisting Parties in the implementation of existing obligations, rather than to the establishment of new bodies. One Party recommended that discussions on completion of the guidelines and creation of a subsidiary body should be deferred to a future session of the COP.

110. At a subsequent meeting of Committee A, a majority of Parties and one NGO observer speaking on behalf of a number of civil society organizations expressed themselves strongly in favour of the draft decision, and rejected the approach of re-establishing a working group. To address some of the concerns raised, one Party proposed adding text through which WHO would be invited to convene an informal consultation, with relevant experts, Party representatives and observers accredited to the COP independent from the tobacco industry, to share country experience and facilitate knowledge exchange to advance implementation of Articles 9 and 10, and report to a future session of the COP.

111. Many Parties said that the proposed informal consultation was an acceptable compromise, while some Parties continued to call for the re-establishment of a working group, for reasons expressed earlier. Several Parties supporting the draft decision emphasized that a working group was not scientifically or financially viable.

112. Responding to funding-related concerns, the Convention Secretariat clarified that the proposed Workplan and Budget for the financial period 2026–2027 included awareness-raising and technical support activities for which funding was anticipated. It further explained that the establishment of a working group would depend on the availability of Extrabudgetary Contributions, which in turn would rely on successful fundraising. The level of funding required would depend on the size and terms of reference of the working group. A WHO delegate added that WHO may be able to ensure some funding for an informal consultation, depending on the scale of the activity.

113. After extensive discussions in an informal drafting group, a revised version of the draft decision was brought before Committee A at its eleventh meeting. Efforts had been made to merge divergent views on whether a working group should be established. In subsequent discussions the terminology of the draft decision was further amended to reflect and align with the language used in document FCTC/COP/11/8.

114. A Party raised concerns that the draft decision created a new substantive role for WHO, emphasizing that any informal consultation should be convened by the Convention Secretariat and not by WHO, and that the division of tasks between the WHO Secretariat and the Convention Secretariat was not clearly defined. One Party voiced concerns about how WHO would select the experts to be involved in the informal consultation. Another Party rejected the latter proposed amendment, stating that it did not correspond to the final text agreed by the drafting group. The Chair of the drafting group clarified that the change related to aligning a reference with terminology previously used at the COP for purposes of conformity and consistency.

115. With Committee A unable to reach consensus on the draft decision, the Chairperson invoked Rule 13 of the Rules of Procedure of the COP, whereby any item on the agenda of a regular session that had not been considered or completed at the session would automatically be included in the provisional agenda of the next regular session, unless otherwise decided by the COP.

4.5 Implementation of measures to prevent and reduce tobacco consumption, nicotine addiction and exposure to tobacco smoke, and the protection of such measures from commercial and other vested interests of the tobacco industry in light of the tobacco industry’s narrative on “harm reduction” (Articles 5.2(b) and 5.3 of the WHO FCTC) – proposed by Parties

Document FCTC/COP/11/10

116. Committee A considered the report contained in document FCTC/COP/11/10; a draft decision entitled “Implementation of measures to prevent and reduce tobacco consumption, nicotine addiction and exposure to tobacco smoke, and the protection of such measures from commercial and other vested interests of the tobacco industry in light of the tobacco industry’s narrative on ‘harm reduction’ (Articles 5.2(b) and 5.3 of the WHO FCTC)” proposed by several Parties, contained in document FCTC/COP11/P/CONF./5(a); and a draft decision entitled “Harm reduction strategies in the context of tobacco control” proposed by some Parties, contained in document FCTC/COP11/P/CONF./5(b).

117. In regional and national statements, Parties highlighted the tobacco industry’s well-coordinated efforts to weaken the implementation of the WHO FCTC – especially the obligations contained in Articles 5.2(b) and 5.3 – through marketing strategies targeting young people and misleading “harm reduction” narratives promoted by industry-linked scientists, thereby undermining efforts on addiction and cessation, and contributing to the alarming rise in young people’s uptake of novel and emerging nicotine and tobacco products. A Party speaking on behalf of a regional grouping called on the COP to strengthen requirements for transparency and conflict-of-interest disclosures in legislative and policy processes, and to support capacity-building to tackle industry interference and disinformation.

118. Parties that backed the draft decision contained in document FCTC/COP11/P/CONF./5(a) considered that it reinforced the obligations under those two provisions, placed “harm reduction” industry narratives firmly within the scope of Article 5.3, and reaffirmed the applicability of the

Convention to all nicotine and nicotine analogue products, thus ensuring the continued relevance of the WHO FCTC in the face of emerging challenges. Moreover, the draft decision would enhance international cooperation on addressing cross-border marketing and illicit trade.

119. Many Parties, including one speaking on behalf of a regional grouping, opposed the draft decision contained in document FCTC/COP11/P/CONF./5(b). Harm reduction was part of tobacco control as defined in Article 1(d) of the WHO FCTC, and consisted of implementation of the full set of evidence-based measures already contained in the Convention, its instruments and decisions adopted by the COP. The proposed working group and online information portal were unnecessary. On the other hand, some Parties supported that draft decision, noting a need for guidance, and expressing a wish for an inclusive intersessional Party-led working group that could design a road map for the way forward and offer an opportunity to share experiences.

120. Many Parties supported the draft decision contained in document FCTC/COP11/P/CONF./5(a). Several Parties urged caution around embracing the language of the tobacco industry and its spurious health claims. Parties described national efforts to counter the tobacco industry's narrative, and noted studies on the impact of early education and its role in preventing consumption of nicotine products among young people. Many Parties agreed on the need to defeat tobacco industry efforts to create future generations that were addicted to nicotine. They emphasized the importance of targeted education programmes and a strengthened regulatory framework in order to protect young people from harm due to unregulated access to e-cigarettes. Several Parties reported banning the import, manufacture and sale of all new and emerging nicotine products, while others were regulating novel nicotine products in the same way as tobacco products.

121. Parties that spoke in support of the draft decision contained in document FCTC/COP11/P/CONF./5(b) believed that Parties needed more time to consider the matter, that an intersessional working group should be set up, and that future guidance should be based on an in-depth analysis and assessment of available data and national experiences. It was said that such an approach would support multilateral and transparent discussion of harm reduction and afford an opportunity to reinforce cooperation, as well as enable Parties to identify the appropriate response to novel nicotine products in light of their specific circumstances, given that different approaches were being taken. It was proposed that a working group could be established, open to all Parties, and its conclusions and recommendations could be presented at COP12.

122. Proponents of that draft decision referred to the definition of "tobacco control" in Article 1(d) of the Convention, averring that they viewed harm reduction as a tried, tested and successful public health strategy based on credible scientific research, not as a marketing tool for the tobacco industry. The discourse about harm reduction must be inclusive and evidence-based, taking into account the considerable experience gained of harm reduction in public health.

123. A majority of Parties, however, favoured the draft decision contained in document FCTC/COP11/P/CONF./5(a). Any narrative that normalized nicotine use or portrayed inherently risky products as "reduced risk" directly contradicted the obligation under Article 5.2(b) of the WHO FCTC to implement measures to prevent and reduce nicotine addiction. There were no safe limits for chemicals found in nicotine products (and which were also found in tobacco products), and no novel nicotine product could be said to be less harmful, particularly for never smokers and children. One Party believed that, while ENDS and traditional nicotine replacement therapy might be permissible as aids for adults to quit smoking, they should never be available to children and non-smokers.

124. This majority of Parties were opposed to the establishment of a subsidiary body that was likely to be influenced by the tobacco industry. They believed that emphasis should be placed on implementing the full set of measures already contained in the WHO FCTC, including preventing and reducing nicotine addiction, reducing demand and fighting misinformation. They recognized that disposable ENDS, nicotine pouches and novel and emerging nicotine products were being aggressively marketed to young people with the aim of initiating them into tobacco use. Such products were marketing devices disguised as innovation, and anything but harmless; they must be appropriately regulated. The tobacco industry must not be allowed to present itself as the solution to a problem that it had largely created. Parties were urged to stay vigilant in terms of new and emerging products, but to remain united in their focus on tobacco control and protecting future generations from the harms caused by tobacco products.

125. There was an exchange of views as to which of the two draft decisions should be considered first. A member of the Convention Secretariat explained that both draft decisions had been posted on the restricted documentation portal at the same time, and that the draft decision contained in document FCTC/COP11/P/CONF./5(a) had been the first proposed for consideration during proceedings in Committee A. One of the proposers of the draft decision contained in document FCTC/COP11/P/CONF./5(b) objected to that approach suggesting the latter draft decision should be considered by Committee A first since it had been the first to be submitted to the Convention Secretariat and the Bureau as a proposed agenda item. It was noted that, given the dissimilarity of the two draft decisions, approval of one should not prevent approval of the other, and Parties were urged to exercise flexibility in order to find consensus.

126. Consideration of the draft decision contained in document FCTC/COP11/P/CONF./5(b) proceeded, and many Parties expressed their firm opposition to it, expressing concern that introducing the concept of harm reduction into COP deliberations risked legitimizing tobacco industry narratives and could open the door to greater industry influence. One Party underscored that harm reduction approaches in tobacco control were fundamentally different from those in the context of HIV/AIDS, as all tobacco and nicotine products were inherently harmful, and the industry's commercial interests were directly implicated. Several Parties rejected the draft decision's proposal to establish a working group, while others stressed that the draft decision contradicted the Convention's core objectives, including the obligations set out in Articles 5.2(b) and 5.3. Some Parties warned that harm reduction narratives could create ambiguity and expose future generations to increased addiction – particularly through such novel and gateway products.

127. Other Parties continued to express support for the draft decision contained in document FCTC/COP11/P/CONF./5(b), noting that harm reduction approaches in other public health contexts such as HIV/AIDS had been successful. Several Parties highlighted that any consideration of harm reduction in tobacco control must be grounded in independent, science-based evidence and not driven by industry interests. In that regard, two Parties welcomed the proposed draft decision's call to create an inclusive and transparent working group on harm reduction. One Party cautioned against rigidity, suggesting that scientific evidence supported structured harm reduction strategies and that some studies reported higher quit rates among smokers of conventional cigarettes who used e-cigarettes, thus supporting them in reducing the serious health consequences of smoking conventional cigarettes.

128. At its eleventh meeting, Committee A considered amendments proposed by a Party to the draft decision contained in document FCTC/COP11/P/CONF./5(b), the purpose of which was said to be to remind Parties of their obligations under Articles 5.2(b) and 5.3. Many Parties expressed

surprise that the Committee was considering that proposal instead of the draft decision contained in document FCTC/COP11/P/CONF./5(a), for which there were also pending draft amendments.

129. Several Parties expressed a wish to defer consideration of the two draft decisions until COP12, while others opposed such a deferral. Supporters of the draft decision contained in document FCTC/COP11/P/CONF./5(a) expressed agreement with the proposal to defer consideration of the drafts.

130. Several Parties regretted the inability of the COP to reach consensus in the allotted time.

131. With Committee A unable to reach consensus on either of the draft decisions, the Chairperson invoked Rule 13 of the Rules of Procedure of the COP, whereby any item on the agenda of a regular session that had not been considered or completed at the session would automatically be included in the provisional agenda of the next regular session, unless otherwise decided by the COP.

5. Reporting, implementation assistance and international cooperation

5.1 Voluntary Implementation Peer Review and Support Mechanism

Document FCTC/COP/11/11

132. Committee B considered a report prepared by the Convention Secretariat pursuant to decision FCTC/COP10(22), which had requested the Convention Secretariat to make the necessary arrangements to launch the Voluntary Implementation Peer Review and Support (VIPRS) Mechanism, assess its effectiveness and report on progress to the COP. The Committee was invited to note the report contained in document FCTC/COP/11/11, describing the historical background of the process, the launch of the VIPRS Mechanism and issues under discussion, taking into account comments of the Bureau of the COP.

133. The Committee was also invited to consider a draft decision proposed by a Party entitled "Implementation review mechanism" (document FCTC/COP11/P/CONF./2). In light of the operational challenges faced by the VIPRS Mechanism, as noted in the Convention Secretariat's report, the draft decision proposed discontinuing the VIPRS Mechanism in its current form and requesting the Bureau of the COP, with support from the Convention Secretariat, to develop terms of reference for a new, non-voluntary implementation review mechanism that would complement existing Party reporting obligations.

134. In the ensuing discussion on the report, one Party speaking on behalf of a regional grouping expressed appreciation for the Convention Secretariat's efforts to operationalize the VIPRS Mechanism, and regretted that insufficient expressions of interest had been received to allow the Mechanism to become operational. The Party was open to exploring revisions to the Mechanism in consultation with other Parties, including consideration of a non-voluntary mechanism that would apply to all Parties and would more closely mirror review processes used in other multilateral treaties. Any modifications to the Mechanism should preserve, to the extent possible, the elements that distinguished the VIPRS Mechanism from needs assessments and Party reporting requirements under the Convention, while also taking into account the additional administrative burden on Parties.

135. One Party, also speaking on behalf of a regional grouping, expressed support for the voluntary nature of the Mechanism, and underscored the need to include regional perspectives in the review process, taking into account socioeconomic challenges, the fragility of health systems and the aggressive tactics of the tobacco industry. Peer review should promote collaboration and the exchange of good practices, and international IGOs and NGOs should support coordination and follow-up. In addition, there should be clear procedures for peer review – including timelines, reporting formats and confidentiality safeguards; an alignment of the review process with the reporting obligations set out in Article 21 of the WHO FCTC; mobilization of national funding sources, such as tobacco taxes, to finance participation; and digital tools to facilitate peer exchange and knowledge-sharing.

136. Turning their attention to the proposed draft decision, a number of Parties, in regional and national statements, expressed their support for a revised, non-voluntary review mechanism, although any such revised mechanism should provide a noticeable benefit to Parties, and its development and implementation should have no negative budgetary implications. One NGO observer, expressing support for a mandatory mechanism, stressed that existing self-reporting and needs assessment tools lacked the rigorous, external and in-depth scrutiny that were necessary to drive effective implementation of the Convention.

137. Other Parties were strongly opposed to the idea of a mandatory mechanism, underscoring that, despite the lack of willingness shown by Parties to participate in the VIPRS Mechanism, a non-voluntary mechanism would overstep the scope of decision FCTC/COP10(22) and would increase the burden on Parties. Introducing fundamental changes to a mechanism that had been in place for just one year would run counter to the consensus reached previously. Instead, the voluntary nature of the VIPRS Mechanism should be maintained and its implementation promoted, and options for its gradual and constructive development should be explored. Moreover, it was important for developing countries to have a mechanism that was accessible, non-binding and supportive, that encouraged inclusive participation – particularly for Parties with limited resources – and that took account of the structural challenges faced by countries in the global South.

138. Following a series of informal consultations, an amended version of the draft decision was shared with the Committee. In an effort to reach consensus, references to a non-voluntary review mechanism had been removed. In a new operative paragraph, Parties were called upon to express their interest in using the VIPRS Mechanism, and the Bureau of the COP, with support from the Convention Secretariat, was requested to develop terms of reference for an alternative implementation review mechanism, which should be complementary to the Parties' reporting obligations under the Convention.

139. Several Parties continued to raise concerns that the language of the draft decision, even in its amended form, did not adequately reflect the voluntary nature of the VIPRS Mechanism, as decided at COP10. Parties also stressed that the focus should remain on strengthening existing tools, rather than on creating new compulsory structures.

140. As consensus could not be reached, the proposing Party withdrew the draft decision, and the Convention Secretariat informed Parties that it would continue to carry out its mandate to implement decision FCTC/COP10(22) by relaunching a call for participation in the VIPRS Mechanism and preparing a report for COP12.

141. Committee B noted the report contained in document FCTC/COP/11/11.

6. Budgetary and institutional matters

6.1 Performance and progress reports

Document FCTC/COP/11/12

- (a) Performance report for the 2022–2023 Workplan and Budget
- (b) Interim performance report for the 2024–2025 Workplan and Budget
- (c) Global Strategy to Accelerate Tobacco Control: Advancing Sustainable Development through the Implementation of the WHO FCTC 2019–2030

142. Committee B considered the performance and progress reports contained in document FCTC/COP/11/12. One Party speaking on behalf of a regional grouping commended the Convention Secretariat's efforts to strengthen cooperation and assistance for low- and middle-income countries and the continued focus on building national capacity, combating tobacco industry interference, and strengthening technical support in the areas of surveillance, data collection and regulation. The same Party nevertheless expressed concern about the limited financial resources available to meet Parties' obligations under the WHO FCTC, particularly in light of the rapid expansion of novel tobacco and nicotine products.

143. Another Party underscored the importance of mutual assistance and cooperation among Parties to ensure the effective and efficient implementation of the WHO FCTC, adding that enhanced Coordination Platforms played a key role in enabling Parties to both request and provide technical and policy support and evidence of good practices. More impactful and sustained engagement was needed from international IGOs, NGOs and other development partners and civil society organizations on tobacco control, and on the Sustainable Development Goals more broadly.

144. Turning to the *Global Strategy to Accelerate Tobacco Control: Advancing Sustainable Development through the Implementation of the WHO FCTC 2019–2030*, one Party speaking on behalf of a regional grouping welcomed the Convention Secretariat's commitment to convene consultations with a group of experts and stakeholders in the first half of 2026, in order to assess the Global Strategy as a "living document" to be reviewed as necessary.

145. The Convention Secretariat, responding to Parties' comments, said that it was committed to knowledge-sharing and coordination, particularly through the WHO FCTC Knowledge Hubs and the WHO FCTC Coordination Platform, which would be further improved and which Parties could use to both obtain and share information. The Convention Secretariat would continue to provide technical support to Parties where needed and as requested, particularly in priority areas, and would work with partners to further mobilize support, including through the FCTC 2030 project. The reporting instrument of the WHO FCTC was a tool that Parties could use to inform the Convention Secretariat of their priorities, and all requests for assistance that had been received would be followed up with the relevant Party.

146. Committee B noted the report contained in FCTC/COP/11/12.

147. In addition, Committee B considered a draft decision entitled "Smoke- and aerosol-free United Nations" proposed by several Parties (document FCTC/COP11/P/CONF./3). Introducing the draft decision, one of the proposing Parties explained that the primary aim of the draft decision

was to urge Parties to advocate for the ban on the use and sale of tobacco products at all United Nations premises to be expanded to include novel and emerging nicotine products, in part by coordinating efforts to update United Nations General Assembly Resolution 63/8 on Smoke-free United Nations premises.

148. Committee B approved the draft decision as proposed, and transmitted it to the COP for adoption, in the Second report of Committee B (document (Draft) FCTC/COP/11/B/R/2).

149. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP/11(9).

6.2 Proposed Workplan and Budget for the financial period 2026–2027

Documents FCTC/COP/11/13 and FCTC/COP/11/INF.DOC./2

150. Committee B was invited to consider the report contained in document FCTC/COP/11/13 and the proposed Workplan and Budget for the financial period 2026–2027, as presented in Annexes 1, 2 and 3 of the document, and to take note of the structure of the proposed Workplan and Budget for 2026–2027, the distribution of activities to be funded by Assessed Contributions and Extra-budgetary Contributions, and the rationale and assumptions made in calculating activity costs, as described in document FCTC/COP/11/INF.DOC./2.

151. Committee B was also invited to consider the draft decision proposed by the Convention Secretariat to, inter alia, approve the proposed Workplan and Budget for 2026–2027 and establish the total amount of Assessed Contributions for the financial period 2026–2027.

152. Parties expressed their support for the proposed Workplan and Budget for the financial period 2026–2027 – particularly its strategic alignment with the Global Strategy and its focus on capacity-building, tailored technical assistance, improved monitoring and reporting, multisectoral coordination, and implementation support. The Workplan would also help to ensure the institutionalization of tobacco control efforts at the national level.

153. One Party speaking on behalf of a regional grouping nonetheless expressed concern about the Workplan's persistent funding gap, urging Parties to commit to fully financing the Workplan, and encouraging donors and development partners to provide additional, voluntary funds. Sustainable financing was essential to ensure that the Convention Secretariat could continue to support Parties – especially low- and middle-income countries. The Convention Secretariat should work with WHO regional offices to enhance regional coordination in providing assistance to Parties and strengthening South–South coordination.

154. One Party, also speaking on behalf of a regional grouping, appreciated that Assessed Contributions would remain at the same level as in the financial period 2024–2025. However, while Extra-budgetary Contributions were encouraged, core activities and staff positions under the Workplan should continue to be funded through Assessed Contributions to ensure their continuation. In addition, the Convention Secretariat should continue to explore ways to increase efficiency and reduce costs.

155. Two Parties called for continued support for Parties with limited resources in the regions most affected by political, economic and social crises, to ensure their participation in sessions of the COP and implementation of the Workplan.

156. Responding to a query concerning the funding of intersessional meetings of subsidiary bodies, the Convention Secretariat said that Assessed Contributions could be set aside to fund the

core mandates of subsidiary bodies, and the source of funding for those bodies would evolve as needs arose. Concerning the increase in staff costs, the Convention Secretariat clarified that the increase was comparable to that seen in other organizations, that the United Nations-wide salary scale was applied within the Convention Secretariat, and that such staff-related increases – which were primarily inflation-related – were closely monitored to ensure that core mandates and functions were not adversely affected. In the current resource-limited environment, the Convention Secretariat was looking at ways to increase efficiency and reduce costs, including in relation to future sessions of the COP and the work of its subsidiary bodies. In that regard, additional Extra-budgetary Contributions, particularly to support low- and middle-income Parties, would be greatly appreciated.

157. The Convention Secretariat subsequently introduced an amended version of the draft decision, shared with Parties on the restricted access website, that took account of the outcome of the work of Committee A at COP11 – including the deferral of further consideration of agenda items 4.4 and 4.5 to COP12. As no new expert or working groups would be established, budget line 4.2.5, on making the necessary arrangements for intersessional subsidiary bodies, had been deleted, reducing the amount of Extra-budgetary Contributions by US\$ 150 000. The total proposed budget costs covered by Extra-budgetary Contributions would therefore decrease to US\$ 11 145 302 and the overall costs, which included Assessed Contributions, to US\$ 19 946 395.

158. Committee B approved the draft decision, as amended, and transmitted it to the COP for adoption in the Fourth report of Committee B (document (Draft) FCTC/COP/11/B/R/4).

159. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(11).

6.3 Payment of Assessed Contributions and measures to reduce Parties in arrears

Document FCTC/COP/11/14

160. Committee B considered document FCTC/COP/11/14 Rev.1 on the progress made on the payment of Assessed Contributions and the current status of Parties in arrears. The Committee was invited to note the report and to consider approving the draft decision contained in the Annex to the document.

161. The Convention Secretariat said that, since the publication of document FCTC/COP/11/14 Rev.1, the following Parties had made payments and should no longer be considered in arrears: Ethiopia, Israel, Kyrgyzstan, Lebanon, North Macedonia, Paraguay and Uganda.

162. Parties, noting the responsibility that Parties shared in ensuring payment of Assessed Contributions in a timely manner, expressed support for the draft decision and welcomed the actions taken by the Convention Secretariat to engage with Parties in arrears and support the payment of outstanding contributions. Such efforts should continue, and relevant mechanisms should be strengthened. One Party speaking on behalf of a regional grouping called for the establishment of a regional mechanism involving the Convention Secretariat and the WHO regional offices, to track progress, share good practices and provide mutual support among Parties to clear arrears and sustain future contributions, with strengthened communication and technical support. Parties were urged to fulfil their commitments and clear all outstanding contributions.

163. One Party called on the Convention Secretariat to ensure that Parties were notified of any forthcoming changes in Assessed Contributions in a timely manner, to account for Parties' budgetary planning cycles and avoid unintended outstanding balances.

164. Committee B approved the draft decision as proposed, and transmitted it to the COP for adoption, in the First report of Committee B (document (Draft) FCTC/COP/11/B/R/1).

165. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(7).

6.4 Review of accreditation of nongovernmental organizations with the status of observer to the Conference of the Parties

Document FCTC/COP/11/15

166. Committee B considered document FCTC/COP/11/15, which provided a summary of the work reported by NGOs that were accredited as observers to the COP. The Committee was invited to note the report, which stated that all 29 NGOs listed in the report wished to retain their observer status and that no conflicts of interest had been declared. A proposal to maintain the observer status of the accredited NGOs was set out in a draft decision annexed to the document.

167. Parties expressed support for the draft decision and noted with satisfaction that no conflicts of interest had been declared in any of the NGO reports, which was of particular importance in light of tobacco industry interference. NGOs were urged to continue their work alongside Parties.

168. Committee B approved the draft decision as proposed, and transmitted it to the COP for adoption in the First report of Committee B (document (Draft) FCTC/COP/11/B/R/1).

169. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(8).

6.5 Strengthening synergies between the Conference of the Parties and the World Health Assembly: report by the WHO Director-General on resolutions and decisions of the World Health Assembly

Document FCTC/COP/11/16

170. Committee B considered document FCTC/COP/11/16, in which the Head of the Convention Secretariat transmitted a report from the WHO Director-General on resolutions and decisions of the Seventy-seventh and Seventy-eighth World Health Assemblies, the 157th session of the WHO Executive Board, and the WHO regional committees relevant to the implementation of the WHO FCTC. Committee B was invited to note the report.

171. Parties welcomed the report – particularly the call for multisectoral action to accelerate progress on noncommunicable diseases and mental health. One Party expressed support for stronger synergies between the World Health Assembly and the COP, which were essential for effective and efficient implementation of tobacco control mechanisms and related health interventions; stronger synergies would also help to ensure informed decision-making, and more efficient and effective use of scarce resources.

172. Committee B noted the report contained in document FCTC/COP/11/16.

7. Date and place of the Twelfth session of the Conference of the Parties

Document FCTC/COP/11/17

173. During the fifth plenary meeting, the representative of Armenia conveyed an invitation from her Government to host COP12 in Yerevan.

174. The representative of Azerbaijan informed the COP that, in a spirit of good neighbourliness and cooperation, his Government had agreed to a one-time suspension, with regard to the agenda item under consideration, of the declaration that it had made, upon acceding to the Convention, concerning the application by it of the rights, obligations and provisions set out in the Convention in respect of the Republic of Armenia.

175. The COP decided to accept the invitation of the Government of Armenia, and to mandate the incoming Bureau – in consultation with the Bureau of the Meeting of the Parties to the Protocol to Eliminate Illicit Trade in Tobacco Products, and with the support of the Convention Secretariat – to finalize the dates of COP12 in agreement with the host country.

176. At the fifth plenary meeting of COP11, the COP accepted the generous offer of Armenia, expressing its appreciation, and adopted decision FCTC/COP11(13).

8. Election of the President and Vice-Presidents of the Conference of the Parties

Document FCTC/COP/11/18

177. The COP elected the following officers to constitute the Bureau of the COP for the period between the closure of COP11 and the closure of COP12:

President:	Jawad Al Lawati (Oman)
Vice-Presidents:	Pedro Gullón (Spain)
	Hekali V. Zhimoni (India)
	Judith Segnon-Agueh (Benin)
	Derrick Heng Mok Kwee (Singapore)
	Vera Luiza Da Costa e Silva (Brazil)

178. In accordance with Rule 24 of the Rules of Procedure of the COP, lots were drawn to determine the order in which the Vice-Presidents would serve in the event that the President was unable to do so. The order presented in the above list is the order in which the lots were drawn.

179. A lot was also drawn to determine which Vice-President would act as Rapporteur. Of the five Vice-Presidents, Vera Luiza Da Costa e Silva (Brazil) was selected to act as Rapporteur.

180. At the fifth plenary meeting of COP11, the COP adopted decision FCTC/COP11(14).

181. After regional consultations, the following Parties were designated to act as Regional Coordinators:

Côte d'Ivoire for the African Region

Mexico for the Region of the Americas

Saudi Arabia for the Eastern Mediterranean Region

Armenia for the European Region

Maldives for the South-East Asia Region

Malaysia for the Western Pacific Region

9. Closure of the session

182. On 22 November, following the customary exchange of courtesies, the President declared COP11 closed.

Annex 1

Agenda

1. Opening of the session

1.1 Adoption of the agenda and organization of work

Documents FCTC/COP/11/1 and FCTC/COP/11/1 (annotated)

1.2 Credentials of participants

Document FCTC/COP/11/2

2. Applications for the status of observer to the Conference of the Parties

Document FCTC/COP/11/3

3. Global progress in implementation of the WHO FCTC, followed by a general debate

Document FCTC/COP/11/4

4. Treaty instruments and technical matters

4.1 Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC): report by the Expert Group

Documents FCTC/COP/11/5 and FCTC/COP/11/INF.DOC./1

4.2 Liability (Article 19 of the WHO FCTC): report by the Expert Group

Document FCTC/COP/11/6

4.3 Protection of the environment and the health of persons (Article 18 of the WHO FCTC)

Document FCTC/COP/11/7

4.4 Regulation of contents and disclosure of tobacco products (Articles 9 and 10 of the WHO FCTC): reports by the Bureau and by WHO

Documents FCTC/COP/11/8 and FCTC/COP/11/9

4.5 Implementation of measures to prevent and reduce tobacco consumption, nicotine addiction and exposure to tobacco smoke, and the protection of such measures from commercial and other vested interests of the tobacco industry in light of the tobacco industry's narrative on "harm reduction" (Articles 5.2(b) and 5.3 of the WHO FCTC) – proposed by Parties

Document FCTC/COP/11/10

5. Reporting, implementation assistance and international cooperation

5.1 Voluntary Implementation Peer Review and Support Mechanism

Document FCTC/COP/11/11

6. Budgetary and institutional matters

6.1 Performance and progress reports

Document FCTC/COP/11/12

(a) Performance report for the 2022–2023 Workplan and Budget

(b) Interim performance report for the 2024–2025 Workplan and Budget

(c) Global Strategy to Accelerate Tobacco Control: Advancing Sustainable Development through the Implementation of the WHO FCTC 2019–2030

6.2 Proposed Workplan and Budget for the financial period 2026–2027

Documents FCTC/COP/11/13 and FCTC/COP/11/INF.DOC./2

6.3 Payment of Assessed Contributions and measures to reduce Parties in arrears

Document FCTC/COP/11/14

6.4 Review of accreditation of nongovernmental organizations with the status of observer to the Conference of the Parties

Document FCTC/COP/11/15

6.5 Strengthening synergies between the Conference of the Parties and the World Health Assembly: report by the WHO Director-General on resolutions and decisions of the World Health Assembly

Document FCTC/COP/11/16

7. Date and place of the Twelfth session of the Conference of the Parties

Document FCTC/COP/11/17

8. Election of the President and Vice-Presidents of the Conference of the Parties

Document FCTC/COP/11/18

9. Closure of the session

Annex 2

List of documents

Main documents

FCTC/COP/11/1	Provisional agenda
FCTC/COP/11/1 (annotated)	Provisional agenda annotated
FCTC/COP/11/2	Credentials of participants
FCTC/COP/11/3	Applications for the status of observer to the Conference of the Parties
FCTC/COP/11/4	Global progress in implementation of the WHO FCTC
FCTC/COP/11/5	Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC) – report by the Expert Group
FCTC/COP/11/6	Liability (Article 19 of the WHO FCTC) – report by the Expert Group
FCTC/COP/11/7	Protection of the environment and the health of persons (Article 18 of the WHO FCTC)
FCTC/COP/11/8	Regulation of contents and disclosure of tobacco products (Articles 9 and 10 of the WHO FCTC) – report by the Bureau
FCTC/COP/11/9	Regulation of contents and disclosure of tobacco products (Articles 9 and 10 of the WHO FCTC) – report by the World Health Organization
FCTC/COP/11/10	Implementation of measures to prevent and reduce tobacco consumption, nicotine addiction and exposure to tobacco smoke, and the protection of such measures from commercial and other vested interests of the tobacco industry in light of the tobacco industry’s narrative on “harm reduction” (Articles 5.2(b) and 5.3 of the WHO FCTC) – proposed by Parties
FCTC/COP/11/11	Voluntary Implementation Peer Review and Support Mechanism
FCTC/COP/11/12	Performance and progress reports
FCTC/COP/11/13	Proposed Workplan and Budget for the financial period 2026–2027
FCTC/COP/11/14 Rev.1	Payment of Assessed Contributions and measures to reduce Parties in arrears

FCTC/COP/11/15	Review of accreditation of nongovernmental organizations with the status of observer to the Conference of the Parties
FCTC/COP/11/16	Strengthening synergies between the Conference of the Parties and the World Health Assembly – report by the WHO Director-General on resolutions and decisions of the World Health Assembly
FCTC/COP/11/17	Date and place of the Twelfth session of the Conference of the Parties
FCTC/COP/11/18	Election of the President and Vice-Presidents of the Conference of the Parties

Information documents

FCTC/COP/11/INF.DOC./1	Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC) – Information document
FCTC/COP/11/INF.DOC./2	Proposed Workplan and Budget for the financial period 2026–2027 – Explanatory note

Diverse documents

FCTC/COP/11/DIV/1	List of participants
FCTC/COP/11/DIV/2	Practical Guide for Participants
FCTC/COP/11/DIV/3	Conduct of business and procedural matters

Annex 3

Decisions

FCTC/COP11(1)	Adoption of the agenda
FCTC/COP11(2)	Applications for the status of observer to the Conference of the Parties
FCTC/COP11(3)	Election of the Officers of Committees A and B
FCTC/COP11(4)	Credentials of participants
FCTC/COP11(5)	Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC)
FCTC/COP11(6)	Implementation of Article 19 of the WHO FCTC on Liability
FCTC/COP11(7)	Assessed Contributions
FCTC/COP11(8)	Review of accreditation of nongovernmental organizations with the status of observer to the Conference of the Parties
FCTC/COP11(9)	Smoke- and aerosol-free United Nations
FCTC/COP11(10)	Implementation of Article 18 of the WHO FCTC
FCTC/COP11(11)	Workplan and Budget for the financial period 2026–2027
FCTC/COP11(12)	Mobilization by Parties of sustainable resources for tobacco control
FCTC/COP11(13)	Date and place of the Twelfth session of the Conference of the Parties
FCTC/COP11(14)	Election of the President and Vice-Presidents of the Conference of the Parties

FCTC/COP11(1) Adoption of the agenda

The Conference of the Parties (COP),

Noting the provisional agenda contained in documents FCTC/COP/11/1 and FCTC/COP/11/1 (annotated) prepared by the Convention Secretariat in consultation with the Bureau of the COP, in accordance with Rules 6 and 7 of the Rules of Procedure of the COP,

DECIDES to adopt the provisional agenda as proposed.

(First plenary meeting, 17 November 2025)

FCTC/COP11(2) Applications for the status of observer to the Conference of the Parties

The Conference of the Parties (COP),

Having considered the applications for observer status submitted and contained in document FCTC/COP/11/3,

DECIDES, in accordance with Rules 30 and 31 of its Rules of Procedure and pursuant to decision FCTC/COP8(1):

- (a) to grant observer status to:
 - (i) African Tax Administration Forum (ATAF)
 - (ii) Economics for Health
 - (iii) United Nations Office on Drugs and Crime (UNODC)

- (b) to reject the application for observer status of the following organizations:
 - (i) Association of Addiction Service Providers (APAS)
 - (ii) Empower People for Better Future Foundation
 - (iii) Global Climate Change Foundation (GCCF)
 - (iv) Global Self-Care Federation (GSCF)
 - (v) No More Butts
 - (vi) Servicio Defensa Al Consumidor (SEDECO), Plurinational State of Bolivia
 - (vii) Turkish Green Crescent Society.

(First plenary meeting, 17 November 2025)

FCTC/COP11(3) Election of the Officers of Committees A and B

The following officers were elected to Committees A and B, pursuant to Rule 24quinquies of the Rules of Procedure of the Conference of the Parties:

Committee A:	Chairperson	Damini Mohur (Mauritius)
	Vice-Chairpersons	Nuntavarn Vichit-Vadakan (Thailand) Maya Roumani (Lebanon)
Committee B:	Chairperson	Marcos Dotta (Uruguay)
	Vice-Chairpersons	David Yim (European Union) Mary Ann Palermo-Maestral (Philippines)

(Third plenary meeting, 18 November 2025)

FCTC/COP11(4) Credentials of participants

The Conference of the Parties (COP),

RECOGNIZES the validity of the credentials of the representatives of the following Parties:

Albania, Algeria, Andorra, Angola, Antigua and Barbuda, Armenia, Australia, Austria, Azerbaijan, Bahrain, Bangladesh, Belgium, Belize, Benin, Bolivia (Plurinational State of), Bosnia and Herzegovina, Botswana, Brazil, Brunei Darussalam, Bulgaria, Burkina Faso, Burundi, Cabo Verde, Cambodia, Cameroon, Canada, Central African Republic, Chad, Chile, China, Colombia, Congo, Costa Rica, Côte d'Ivoire, Croatia, Cyprus, Czech Republic, Democratic Republic of the Congo, Denmark, Djibouti, Dominica, Ecuador, Egypt, El Salvador, Estonia, Eswatini, Ethiopia, European Union, Finland, France, Gabon, Gambia, Georgia, Germany, Ghana, Greece, Guatemala, Guinea-Bissau, Guyana, Honduras, Hungary, India, Iran (Islamic Republic of), Iraq, Ireland, Israel, Italy, Jamaica, Japan, Jordan, Kazakhstan, Kenya, Kiribati, Kyrgyzstan, Latvia, Lebanon, Lesotho, Liberia, Libya, Lithuania, Luxembourg, Madagascar, Malawi, Malaysia, Maldives, Mali, Malta, Mauritania, Mauritius, Mexico, Micronesia (Federated States of), Mongolia, Montenegro, Mozambique, Namibia, Nauru, Nepal, Netherlands (Kingdom of the), New Zealand, Nicaragua, Niger, Nigeria, North Macedonia, Norway, Oman, Pakistan, Palau, Panama, Papua New Guinea, Peru, Philippines, Poland, Portugal, Qatar, Republic of Korea, Republic of Moldova, Romania, Russian Federation, Rwanda, Saint Kitts and Nevis, Saint Lucia, Samoa, Sao Tome and Principe, Saudi Arabia, Senegal, Serbia, Seychelles, Sierra Leone, Singapore, Slovakia, Slovenia, Solomon Islands, South Africa, Spain, Sri Lanka, Sudan, Suriname, Sweden, Syrian Arab Republic, Tajikistan, Thailand, Togo, Trinidad and Tobago, Tunisia, Türkiye, Tuvalu, Uganda, Ukraine, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, Uruguay, Uzbekistan, Vanuatu, Venezuela (Bolivarian Republic of), Viet Nam, Yemen, Zambia, and Zimbabwe.

The representatives of the following Party were entitled to participate provisionally in the session, pending receipt of their formal credentials:

Comoros

(Fourth plenary meeting, 19 November 2025)

FCTC/COP11(5) Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC)

The Conference of the Parties (COP),

Recalling that Article 2.1 of the WHO Framework Convention on Tobacco Control (WHO FCTC) states that in order to better protect human health, Parties are encouraged to implement measures beyond those required by the Convention and its protocols, and that nothing in those instruments shall prevent a Party from imposing stricter requirements that are consistent with their provisions and are in accordance with international law;

Noting that Article 3 of the Convention articulates the objective of the treaty in the context of a framework for tobacco control measures to be implemented by the Parties at the national, regional and international levels in order to reduce continually and substantially the prevalence of tobacco use and exposure to tobacco smoke;

Recalling that Article 4 of the Convention highlights the need for comprehensive multisectoral tobacco control measures, and that Article 5 provides that each Party shall develop, implement, periodically update and review comprehensive multisectoral national tobacco control strategies, plans and programmes in accordance with this Convention;

Recalling that Article 5.3 of the WHO FCTC calls on Parties in setting and implementing their public health policies with respect to tobacco control to act to protect these policies from commercial and other vested interests of the tobacco industry in accordance with national law;

Recalling decision FCTC/COP10(12) that established an expert group on tobacco control measures that are forward-looking and could be contemplated within the scope of Article 2.1 of the WHO FCTC;

Welcoming the report contained in document FCTC/COP/11/5 and noting with satisfaction the outcome of the work of the Expert Group,

1. INVITES Parties, in accordance with national laws, regulations, context and priorities:
 - (a) to note the forward-looking tobacco control measures – which are voluntary, may be contemplated within the scope of Article 2.1 of the WHO FCTC, and expand or intensify approaches to tobacco control – that have been listed and described by the Expert Group, and are presented as options for consideration by Parties; and
 - (b) to note that the list of forward-looking tobacco control measures identified and described by the Expert Group is not exhaustive, and other future forward-looking measures may be considered by Parties;
2. REQUESTS the Convention Secretariat to disseminate the work of the Expert Group, through facilitating experience-sharing between Parties on the adoption and implementation of forward-looking tobacco control measures; publishing information received from the Parties pursuant to their reporting obligations under the Convention in relation to forward-looking measures; supporting Parties and the work of WHO FCTC Knowledge Hubs in developing and sharing best practice and case studies on Parties' experience in relation to forward-looking tobacco control measures; and publishing information material, including with support from the World Health Organization, on forward-looking tobacco control measures.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(6) Implementation of Article 19 of the WHO FCTC on Liability

The Conference of the Parties (COP),

Acknowledging that issues relating to liability, as determined by each Party within its jurisdiction, are an important part of comprehensive tobacco control;

Reminding Parties of their obligations under Article 19 of the WHO FCTC;

Recalling decisions FCTC/COP4(15), FCTC/COP5(9), FCTC/COP6(7), FCTC/COP7(11) and FCTC/COP10(13) in relation to implementation of Article 19 of the WHO FCTC on liability;

Recalling also decision FCTC/COP8(18), which encouraged Parties to promote national and international cooperation to enhance implementation of Article 5.3 of the WHO FCTC in relation to Article 19 of the WHO FCTC;

Further recalling that in decision FCTC/COP10(13) the COP re-established an expert group on liability, taking into account the work completed by the expert group on liability established pursuant to decision FCTC/COP5(9) and whose mandate was extended in decision FCTC/COP6(7);

Welcoming the report contained in document FCTC/COP/11/6 and noting the outcome of the work of the Expert Group on Implementation of Article 19 of the WHO FCTC on Liability,

1. INVITES the Parties:

(a) to consider the recommendations and options provided by the Expert Group in their report FCTC/COP/11/6, as appropriate in their national context and taking full account of their respective domestic laws, to strengthen their implementation of Article 19 of the WHO FCTC;

(b) to consider the tools and resources available, as applicable, for Parties to strengthen their implementation of Article 19, including those contained in Annex 1 of the report FCTC/COP/11/6; and

(c) in line with Articles 21 and 22 of the WHO FCTC, to share updated information, experiences and expertise, as applicable, in relation to implementation of Article 19.

2. REQUESTS the Convention Secretariat:

(a) to disseminate the report of the Expert Group and to continue to raise awareness about Article 19 of the WHO FCTC, as well as the resources, expertise and tools available for Parties to strengthen its implementation;

(b) to continue efforts to provide support to Parties in implementation of Article 19 of the WHO FCTC, including through facilitating information and experience sharing among Parties and, as appropriate, with the participation of civil society not directly or indirectly affiliated with the tobacco industry or those furthering its interests;

(c) to develop a self-assessment tool to assist Parties in identifying the status and gaps in their administrative and non-judicial liability frameworks under Article 19;

- (d) to develop a report to assess feasible policy options for the implementation of administrative and other non-judicial liability measures – drawing on work being done in relevant international fora;
- (e) to invite WHO to develop and make available to Parties a set of policy options and tools for applying cost recovery measures to the tobacco industry, including through the use of fiscal measures such as levies, fees, surcharges or other mechanisms; and
- (f) to continue to update the COP on progress with implementation of Article 19 of the WHO FCTC by the Parties, as necessary.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(7) Assessed Contributions

The Conference of the Parties (COP),

Reaffirming decision FCTC/COP7(23), recalling decision FCTC/COP10(7) and noting the report by the Convention Secretariat contained in document FCTC/COP/11/14;

Noting with concern that 71 Parties to the WHO Framework Convention on Tobacco Control (WHO FCTC) were in arrears as of 30 April 2025, including some Parties registering arrears for one biennium or more;

Welcoming with appreciation the overall spirit of commitment by Parties to meet their financial obligations to support the implementation of the WHO FCTC;

Emphasizing that Assessed Contributions are the mandatory financial contribution of each Party to the WHO FCTC in accordance with the agreed scale of assessment;

Noting the Convention Secretariat's notes verbales CS/NV/24/17 and CS/NV/24/18 through which, in accordance with decision FCTC/COP7(23), Parties in arrears of payment of Assessed Contributions were invited to pay their Assessed Contributions or to submit their plan for making payments to clear their arrears,

1. URGES the Parties to pay their Assessed Contributions in full, at the beginning of the biennium, in order to ensure adequate resources to implement the Workplan and Budget adopted by the COP;
2. DECIDES, in accordance with decision FCTC/COP7(23) and following the recommendation of the Bureau of the COP, to apply the following measures, with immediate effect, to the Parties in arrears that have failed to submit, within the deadline established by the Head of the Convention Secretariat and communicated to the relevant Parties, their plan for making payments to clear their arrears:
 - (a) the Party shall not be eligible to become or nominate a member of the Bureau of the COP; and
 - (b) the Party shall not be eligible to chair any subsidiary body or working group;

3. DECIDES, in accordance with decision FCTC/COP7(23), to apply paragraph 3(d) of the said decision, with effect at the close of the Eleventh session of the COP, to those Parties that are in the situation described in the aforementioned paragraph;
4. DECIDES, in accordance with decision FCTC/COP7(23), that the measures imposed under paragraphs 2 and 3 shall immediately lapse for any Party once that Party pays its arrears in full;
5. REQUESTS the Convention Secretariat:
 - (a) to communicate this decision to all Parties in arrears in the payment of their Assessed Contributions, as shown in the table of document FCTC/COP/11/14;
 - (b) to report at each COP session the status of Assessed Contributions, and to the Twelfth session of the COP on actions in accordance with the measures adopted in paragraphs 2 and 3 above;
 - (c) to continue to actively engage Parties in finding ways to make payments, including providing individual invoices and receipts for each Party, as well as clear payment information on the WHO FCTC website, and in enhancing coordination with regional and country offices of the World Health Organization, as well as assisting in the formulation of plans of payment.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(8) Review of accreditation of nongovernmental organizations with the status of observer to the Conference of the Parties

The Conference of the Parties (COP),

Recalling the 17th and 18th preambular paragraphs and Article 5.3 of the WHO Framework Convention on Tobacco Control;

Recalling also decisions FCTC/COP2(6), FCTC/COP4(23), FCTC/COP5(22), FCTC/COP6(23), FCTC/COP7(16), FCTC/COP8(3), FCTC/COP9(6) and FCTC/COP10(18);

Having considered document FCTC/COP/11/15,

DECIDES, in accordance with Rule 31.3 of its Rules of Procedure, to maintain observer status of the following 29 nongovernmental organizations:

- Action on Smoking and Health
- African Tobacco Control Alliance
- American Cancer Society
- Campaign for Tobacco-Free Kids
- Cancer Research UK
- Coalición América Saludable
- Corporate Accountability
- European Network for Smoking and Tobacco Prevention

- FDI World Dental Federation
- Global Alliance for Tobacco Control
- InterAmerican Heart Foundation
- International Alliance of Women
- International Council of Nurses
- International Federation of Medical Students' Associations
- International Network of Women Against Tobacco
- International Pharmaceutical Federation
- International Pharmaceutical Students' Federation
- International Union Against Tuberculosis and Lung Disease
- NCD Alliance
- Smoke Free Partnership
- Southeast Asia Tobacco Control Alliance
- Tobacco Control Research Group
- Tobacco Free Portfolios
- Union for International Cancer Control
- Vision Mondiale de la Santé
- Vital Strategies Inc.
- World Federation of Public Health Associations
- World Heart Federation
- World Medical Association

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(9) Smoke- and aerosol-free United Nations

The Conference of the Parties (COP),

Recalling United Nations General Assembly Resolution 63/8 on Smoke-free United Nations premises, which decided to implement a complete ban on smoking at United Nations Headquarters indoor premises and on sales of tobacco products at United Nations Headquarters premises, and recommended the implementation of a complete ban on smoking at all United Nations indoor premises, including regional and country offices throughout the United Nations system, and the implementation of a complete ban on sales of tobacco products at all United Nations premises;

Recalling further United Nations Economic and Social Council Resolution E/RES/2012/4 on United Nations system-wide coherence on tobacco control;

Mindful of the 2030 Agenda for Sustainable Development, as well as Sustainable Development Goal target 3.a, which calls for strengthening implementation of the WHO Framework Convention on Tobacco Control (WHO FCTC) in all countries;

Recalling Article 8.2 of the WHO FCTC, which provides that each Party shall adopt and implement in areas of existing national jurisdiction as determined by national law and actively promote at other jurisdictional levels the adoption and implementation of effective legislative, executive, administrative and/or other measures, providing for protection from exposure to tobacco smoke in indoor workplaces, public transport, indoor public places and, as appropriate, other public places;

Recalling also the Guidelines for implementation of Article 8 of the WHO FCTC;

Emphasizing the importance of protecting the health and well-being of individuals in their working environments;

Noting with grave concern the serious harmful impact of second-hand smoke on non-smokers, including increased risks of disease, disability and premature death, and recognizing that such exposure in the workplace constitutes a fully preventable occupational health hazard;

Recalling decision FCTC/COP8(22), which recognizes that heated tobacco products (HTP) are tobacco products and are therefore subject to the provisions of the WHO FCTC;

Recognizing that exposure to emissions from electronic nicotine delivery systems (ENDS) and electronic non-nicotine delivery systems (ENNDS) also poses health risks to non-users;

Recognizing additionally that novel and emerging nicotine and tobacco products – which are increasingly popular among youth – present new challenges and constitute a barrier to effective implementation of tobacco control;

Acknowledging the important role of the United Nations in setting a global example by reducing the social acceptability of smoking, thus contributing to achieving the goal of a worldwide reduction in smoking prevalence, in all its forms;

Emphasizing the leadership role of the United Nations in promoting smoke-free workplaces at the local, national and international levels;

Reaffirming the commitment made by the Parties to the WHO FCTC in decision FCTC/COP10(11) to promote, in international and regional organizations in which they are represented, the adoption of a ban on the use of smoke- and aerosol-emitting tobacco and related products in indoor and outdoor premises, including headquarters, regional and country offices throughout the United Nations system;

Welcoming the continued efforts of the Convention Secretariat and of the World Health Organization (WHO) to advocate for smoke-free United Nations premises, as part of the United Nations Inter-Agency Task Force on the Prevention and Control of Non-communicable Diseases (UNIATF), as noted in document FCTC/COP/11/12;

Reiterating the importance of strengthening synergies between the COP and United Nations and global agencies and initiatives for the implementation of the WHO FCTC, as emphasized in Strategic Objective 2.1 of the Global Strategy to Accelerate Tobacco Control: Advancing Sustainable Development through the Implementation of the WHO FCTC 2019–2030;

Reiterating further the need to develop mutually reinforcing approaches to implementing the WHO Global Action Plan for the Prevention and Control of Noncommunicable Diseases (NCDs) 2013–2020, extended to 2030, through cooperation with members of UNIATF, the Global Coordination Mechanism for NCDs and other relevant initiatives, as stated in the Global Strategy,

1. REMINDS Parties of their obligations under Article 8 of the WHO FCTC;
2. URGES Parties:
 - (a) to advocate for the implementation of a complete ban on the use of tobacco products, including HTPs, and of novel and emerging nicotine products such as ENDS/ENNDS and other nicotine products (including nicotine pouches and disposable ENDS), at all United Nations indoor and outdoor premises, including headquarters, regional and country offices throughout the United Nations system;
 - (b) to advocate for the implementation of a complete ban on sales of tobacco products, and novel and emerging nicotine and tobacco products, at all United Nations premises; and
 - (c) to coordinate efforts towards updating United Nations General Assembly Resolution 63/8 on Smoke-free United Nations premises by expanding the scope of the ban to the use of novel and emerging nicotine and tobacco products, at all United Nations indoor and outdoor premises;
3. REQUESTS the Convention Secretariat:
 - (a) to provide support to the Parties in their efforts towards updating United Nations General Assembly Resolution 63/8 on Smoke-free United Nations premises; and
 - (b) to report at the Twelfth session of the COP on progress in the implementation of the present decision.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(10) Implementation of Article 18 of the WHO FCTC

The Conference of the Parties (COP),

Recalling United Nations General Assembly Resolution 76/300, which recognizes access to a clean, healthy and sustainable environment as a human right;

Recalling further the report of the United Nations Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health to the United Nations General Assembly (A/79/177), which emphasized the environmental harms from tobacco products, including the threats posed by the production of batteries and electronic components generating waste that is hard to dispose of or recycle;

Reiterating decision FCTC/COP10(14), which urges Parties to take into account the environmental impacts from cultivation, manufacture, consumption and waste disposal of tobacco products and related electronic devices, and to strengthen the implementation of Article 18 of the WHO Framework Convention on Tobacco Control (WHO FCTC), including through national policies related to tobacco and/or protection of the environment;

Recognizing that implementation of Article 18 of the WHO FCTC contributes to achieving the Sustainable Development Goals (SDGs) – particularly SDG 3 (Good health and well-being), SDG 6 (Clean water and sanitation), SDG 11 (Sustainable cities and communities), SDG 12 (Responsible consumption and production), SDG 13 (Climate action), SDG 14 (Life below water), SDG 15 (Life on land) and SDG 16 (Peace, justice and strong institutions);

Mindful of the need to promote synergy between implementation of Article 18 of the WHO FCTC, whereby the Parties agreed to have due regard to the protection of the environment and the health of persons in relation to the environment, and Article 2.1, encouraging Parties to implement measures beyond those required by the Convention;

Recalling decision FCTC/COP8(19), which invites Parties to strengthen the implementation of Article 18 of the WHO FCTC to collaborate across sectors to mitigate the environmental damage caused by tobacco;

Considering the insufficient legal and regulatory infrastructure – including tools, guidelines, multisectoral collaboration and experience or technical capacity – of Parties to prevent and manage the waste generated by tobacco and nicotine products in a way that protects human health and the environment;

Recognizing that full implementation of Article 18 requires strengthened national capacities and emphasizing the need for the provision of resources, including training, tools and financial support, to assist Parties in this regard;

Recognizing that such technical support may be provided to the Parties by the Convention Secretariat, in coordination with WHO and WHO FCTC Knowledge Hubs, upon request by the Parties and subject to available resources;

Recognizing that policy development, implementation and evaluation under Article 18 of the WHO FCTC should be informed by evidence and data on pre-consumption stages of tobacco – including cultivation and primary processing, where applicable – to support evidence-based decisions on environmental impacts, pesticide use, and prevention and management of waste management;

Mindful of the need for coherence with relevant multilateral environmental agreements, including the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal and the Stockholm Convention on Persistent Organic Pollutants;

Recalling decision FCTC/COP8(18), which encourages Parties to promote national and international cooperation to improve the implementation of Article 5.3 of the WHO FCTC in relation to Articles 17, 18 and 19 of the WHO FCTC to reduce tobacco industry interference in tobacco control policies, as well as decision FCTC/COP10(14), which urges Parties to protect tobacco-related environmental policies from tobacco industry interests, to counter the so-called corporate social responsibility activities of the tobacco industry, and to ensure that the WHO FCTC objectives are not undermined through implementation of extended producer responsibility systems;

Noting decision FCTC/COP10(13), which recognizes the devastating environmental consequences of tobacco consumption and exposure to tobacco smoke and the potential use of liability in protecting the environment from tobacco harms, and reiterating decision FCTC/COP10(14), which invited Parties, under Article 19, to hold the tobacco industry

accountable for the damage it causes to the environment and the adverse health effects on workers involved in the cultivation and manufacture of tobacco products, and the disposal and treatment of waste resulting from their manufacture and consumption;

Noting also the report of the Convention Secretariat contained in document FCTC/COP/11/7,

1. ENCOURAGES Parties to continue raising awareness about the environmental harms caused by tobacco in relevant fora, as appropriate;
2. INVITES Parties to consider strengthening implementation of Article 18 of the WHO FCTC, as appropriate, in accordance with national laws and circumstances, by:
 - (a) establishing coordination mechanisms between health, environment and other competent agencies to consider the possible classification of tobacco product waste (such as that containing nicotine, heavy metals or other toxic substances) based on scientific evidence;
 - (b) developing evidence-based studies and research, as appropriate, about the environmental impacts of pre- and post-consumption stages of tobacco and nicotine products and related electronic devices, including economic costs and sustainable solutions on prevention and management of waste management;
 - (c) developing evidence-based studies and research, as appropriate, on the costs of preventing and managing the waste produced by tobacco and nicotine products and related electronic devices;
 - (d) developing awareness campaigns on the environmental damage caused by production and consumption of tobacco and nicotine products and related electronic devices;
 - (e) identifying, exposing and countering greenwashing practices that portray the tobacco industry as socially responsible for the environment;
 - (f) developing or strengthening national databases and reporting mechanisms on the environmental impacts of tobacco;
 - (g) promoting, as appropriate, evidence-based studies and research on the environmental impacts of tobacco's pre-consumption stages – including cultivation and primary processing where relevant – with attention to producer profiles, production systems, pesticide use, prevention and management of waste management, and key environmental, social and economic challenges; and
 - (h) considering comprehensive regulatory options regarding tobacco and nicotine product components, as referred to in the Partial guidelines for implementation of Articles 9 and 10, and related external components that increase environmental harms, taking into consideration public health impacts;
3. DECIDES:
 - (a) to request the Convention Secretariat, under the guidance of the Bureau, in coordination with the WHO FCTC Knowledge Hubs and with support from WHO, taking into account, as appropriate, the work and further development on environmental related matters in international fora, to develop a report including recommendations for Parties in

considering policies and measures to prevent and manage the waste produced by tobacco and nicotine products and related electronic devices, including in relation to:

- (i) legal and institutional pathways for possible classification of tobacco product waste under international environment and waste conventions, based in scientific evidence;
 - (ii) possible safeguards to prevent tobacco industry interference in environmental policy-making, including through extended producer responsibility systems;
 - (iii) possible measures, and other initiatives that could be applied to the tobacco industry to internalize environmental costs;
 - (iv) methodologies to identify the impact of the tobacco trade on the environment and to estimate the costs of environmental and associated health damage caused by the tobacco industry for the purposes of liability under Article 19 of the Convention; and
 - (v) methodological guidance, data-collection instruments (templates) and indicators to support Parties in conducting the studies referred to in paragraph 2, including those on tobacco cultivation, with a view to promoting comparability, transparency and technical quality of analyses; and
- (b) to prepare a report as outlined above, to be submitted to the Twelfth session of the COP and, as necessary, to continue consideration of this matter by the COP at a future session, taking into account further development on environmental related matters in international fora.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(11) Workplan and Budget for the financial period 2026–2027

The Conference of the Parties (COP),

Reaffirming decision FCTC/COP1(9) on the adoption of the Financial Rules of the Conference of the Parties to the WHO Framework Convention on Tobacco Control (WHO FCTC);

Recalling decision FCTC/COP10(25) on the Workplan and Budget for the financial period 2024–2025;

Having considered the Workplan and Budget for the financial period 2026–2027 submitted by the Convention Secretariat, as contained in document FCTC/COP/11/13;

Having considered also the performance and progress reports contained in document FCTC/COP/11/12,

DECIDES:

- (a) to adopt the Workplan and Budget for the financial period 2026–2027, as contained in Annexes 1, 2 and 3 of the present decision;
- (b) to establish the total amount of Assessed Contributions of Parties for the financial period 2026–2027 at US\$ 8 801 093;

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- (c) to finance the travel and per diem of least-developed countries from Assessed Contributions until and including the Twelfth session of the COP (COP12);
 - (d) to finance, moreover, travel for low- and lower-middle-income countries from Assessed Contributions and to cover the cost of the corresponding per diem with resources available in the Extra-budgetary Contributions until and including COP12;
 - (e) to authorize the Convention Secretariat to request the payment of Assessed Contributions, including from countries that may become a Party to the Convention between the Eleventh session of the COP and COP12, in line with the scale of assessment as indicated in paragraph (b) of the present decision;
 - (f) to request the Head of the Convention Secretariat to implement the workplan and budget adopted by the COP, and to report on implementation as part of the performance reports to COP12;
 - (g) to authorize the Convention Secretariat to seek and receive voluntary Extra-budgetary Contributions for activities in line with the workplan;
 - (h) to request the Convention Secretariat to explore, in consultation with the Parties, as appropriate, a better and more efficient utilization of virtual means and resources, including by taking into consideration the environmental impact of in-person meetings;
 - (i) to call on the Head of the Convention Secretariat to regularly update the Bureau on the status of workplans and budgets adopted by the COP;
 - (j) to encourage Parties to provide Extra-budgetary Contributions for meeting the objectives of the workplan;
 - (k) to invite the Meeting of the Parties (MOP) to the Protocol to Eliminate Illicit Trade in Tobacco Products to cover the proportion of the shared core staff costs, including those of the Head of the Convention, in its workplan and budget; and
 - (l) to request the MOP to consider adopting a workplan and budget consistent with the shared staff costs as identified in the Workplan and Budget of the COP for the financial period 2026–2027.

Annex 1

Proposed Workplan and Budget for the financial period 2026–2027: activity costs

WHO Framework Convention on Tobacco Control (WHO FCTC)

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
1. Accelerating action	1.1 Give priority to enabling action to accelerate WHO FCTC implementation, including effective forms of technical and financial assistance to support Parties in the identified priority action areas	1.1.1 Parties develop, implement and regularly update comprehensive, costed national tobacco control strategies (WHO FCTC Article 5), focusing on multisectoral and cross-cutting policies and articles most important in the national context and with a focus on supporting Parties eligible to receive official development assistance	1.1.1.1 Provide needs assessment missions, upon request, including post-needs assessment support	Number of needs assessments performed	At least eight needs assessments conducted	0	320 000	320 000
			1.1.1.2 Provide technical assistance to Parties on Article 5.1 (develop costed national tobacco control strategies), upon request	Number of Parties that received technical assistance on Article 5	At least four Parties assisted	0	160 000	160 000
			1.1.1.3 Provide technical assistance to Parties on articles most important in the national context, upon request	Number of Parties that received technical assistance on other articles (different from Articles 5, 6, 8, 11 and 13) according to national priority	At least eight Parties assisted	0	320 000	320 000
					Total for 1.1.1	0	800 000	800 000

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total	
		1.1.2 Parties implement price and tax measures (Article 6)	1.1.2.1 Provide technical assistance to Parties on Article 6, upon request (including coordination with stakeholders and partners that can provide tobacco taxation advice to Parties)	Number of Parties that received technical assistance on Article 6	At least 10 Parties assisted	0	400 000	400 000	
					Total for 1.1.2	0	400 000	400 000	
		1.1.3 Parties implement time-bound measures (Articles 8, 11 and 13)	1.1.3.1 Provide technical assistance to Parties on Articles 8, 11 and 13, upon request	Number of Parties that received technical assistance on Articles 8, 11 and/or 13	At least 20 Parties assisted on implementation of Articles 8, 11 and/or 13	0	1 200 000	1 200 000	
			1.1.3.2 Prepare materials (including e-learning tools, toolkits, policy briefs and manuals) to assist in the implementation of the WHO FCTC, and maintain existing tools	Number of new materials developed and disseminated	At least four new materials developed and available for use by Parties	0	400 000	400 000	
			1.1.3.3 Organize workshops to address specific challenges identified by Parties in the implementation of the WHO FCTC and to engage in South–South and Triangular cooperation	Number of Parties that attended the workshops	At least 30% of Parties attending a workshop	0	800 000	800 000	
					Total for 1.1.3	0	2 400 000	2 400 000	
					Total for 1.1	0	3 600 000	3 600 000	
		1.2 Strengthen systems for regularly capturing and sharing lessons and evidence on new, innovative and successful means of implementing tobacco control measures	1.2.1 Improve mechanisms for sharing of expertise through South–South and Triangular cooperation	1.2.1.1 Assist and facilitate interested partners in South–South and Triangular cooperation	Number of Parties that have engaged in South–South and Triangular cooperation programmes (as either donor or recipient)	At least 10 Parties engaged in South–South and Triangular cooperation	0	200 000	200 000
						Total for 1.2.1	0	200 000	200 000

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
		1.2.2 Strengthen the role of WHO FCTC Knowledge Hubs in assisting the Parties	1.2.2.1 Coordinate the work of WHO FCTC Knowledge Hubs and their provision of assistance to Parties in line with decisions of the Conference of the Parties (COP) to the WHO FCTC	Number of Parties that have received assistance from the WHO FCTC Knowledge Hubs	Assistance provided to at least 80 Parties	0	200 000	200 000
					Total for 1.2.2	0	200 000	200 000
						Total for 1.2	0	400 000
					Total for Strategic Goal 1	0	4 000 000	4 000 000
2. Building international alliances and partnerships across sectors and civil society to contribute to WHO FCTC implementation	2.1 Mobilize international, intergovernmental and developmental partners to integrate the WHO FCTC into their work, and/or their Sustainable Development Goals (SDGs) responses	2.1.1 Establish stronger alignment between, and cooperation with, WHO, agencies within the United Nations system, and other relevant international agencies and initiatives	2.1.1.1 Promote collaboration or joint activities with United Nations or other entities	Number of collaborations or joint activities with United Nations or other entities	At least two collaborations and/or joint activities established or conducted	0	100 000	100 000
			2.1.1.2 Produce advocacy materials for WHO country offices to promote the inclusion of WHO FCTC in the country cooperation strategy (CCS)	Number of Parties where WHO country offices included WHO FCTC implementation in the CCS	WHO FCTC implementation included in at least 12 WHO CCSs	0	10 000	10 000
						Total for 2.1.1	0	110 000

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
		2.1.2 Ensure that the WHO FCTC is fully mainstreamed in the implementation of the 2030 Agenda for Sustainable Development and deliberations in any relevant forum organized under the United Nations umbrella that are relevant to the WHO FCTC	2.1.2.1 Organize side events during relevant meetings of United Nations entities	Number of applications for side events	At least four applications for side events submitted	0	30 000	30 000
			2.1.2.2 In monitoring implementation of Target 3.a globally, to participate, as co-custodian for Target 3.a, in the work coordinated by the United Nations Statistical Division on the monitoring of SDGs in voluntary national reviews	Number of SDG reports to which the Convention Secretariat of the WHO FCTC is requested to contribute	Convention Secretariat contributed to all the requested SDG reports	0	25 000	25 000
			2.1.2.3 Provide contributions to pertinent resolutions of relevant United Nations entities	Number of contributions provided for pertinent resolutions of relevant United Nations agencies	Contributions provided to all resolutions that the Convention Secretariat is informed of	0	0	0
						Total for 2.1.2	0	55 000

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
		2.1.3 Develop mutually reinforcing approaches to implementing the Global action plan for the prevention and control of noncommunicable diseases (NCDs) 2013–2020 through cooperation with members of the United Nations Interagency Task Force on the Prevention and Control of NCDs (UNIATF), the WHO Global Coordination Mechanism on the Prevention and Control of NCDs (WHO GCM/NCD) and other relevant initiatives	2.1.3.1 Participate in United Nations interagency work with UNIATF and/or WHO GCM/NCD	Number of multisectoral assistance activities to Parties implemented in cooperation with UNIATF and/or WHO GCM/NCD	At least one project developed and implemented	0	25 000	25 000
						Total for 2.1.3	0	25 000
		2.1.4 Foster partnerships with government or intergovernmental organizations (IGOs) and institutions	2.1.4.1 Stimulate applications from IGOs and other relevant institutions for observer status	Number of IGOs and other relevant institutions to which the Convention Secretariat was granted observer status or that have been granted observer status to the WHO FCTC	At least one new application for IGO observer status received	0	0	0
						Total for 2.1.4	0	0

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
		2.1.5 Develop a communications plan on the Global Strategy to Accelerate Tobacco Control: Advancing Sustainable Development through the Implementation of the WHO FCTC 2019–2030 to also raise the profile and visibility of the Convention	2.1.5.1 Continue implementation of the Corporate Communications Strategy	Number of new products developed as part of the Corporate Communications Strategy	At least four new products developed	30 000	250 000	280 000
					Total for 2.1.5	30 000	250 000	280 000
				Total for 2.1	30 000	440 000	470 000	
	2.2 Catalyse and leverage the contributions of external stakeholders, particularly civil society, to achieve the aims of the Convention	2.2.1 Enhance civil society participation, including through the adoption of best practices of other United Nations organizations, taking into consideration WHO FCTC Article 5.3	2.2.1.1 Reach out to nongovernmental organizations (NGOs) to apply for observer status to the COP	Number of new applications from NGOs for observer status	At least one new application received from NGOs for observer status	0	0	0
			2.2.1.2 Participation in key global and regional conferences and events organized by civil society in order to increase visibility of the WHO FCTC and engagement with civil society partners	Number of conferences or events attended and side events/sessions organized by the Convention Secretariat	At least two conferences or events attended and two side events/sessions organized by the Convention Secretariat	0	55 000	55 000
			2.2.1.3 Organize virtual meetings with NGO observers	Number of meetings organized	At least four virtual meetings organized	0	0	0
			2.2.1.4 Organize biennial reporting by NGO observers as part of their accreditation process	Number of reports submitted	All NGOs with observer status to COP submitting their biennial reaccreditation reports	0	0	0

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
			2.2.1.5 Co-organize with or invite to participate NGOs with observer status in workshops, training or awareness-raising events convened by the Convention Secretariat	Number of NGOs that co-organize or participate in workshops, training or awareness-raising events	At least 30% of NGOs co-organizing or participating in workshops, training or awareness-raising events	0	10 000	10 000
					Total for 2.2.1	0	65 000	65 000
		2.2.2 Establish and operate a Coordination Platform in accordance with recommendations provided by the Working Group on Sustainable Measures (FCTC/COP/7/18)	2.2.2.1 Operate and maintain the Coordination Platform	Number of page views of the Platform	Increased number of page views compared with the previous biennium	0	100 000	100 000
					Total for 2.2.2	0	100 000	100 000
		2.2.3 Promote research that is relevant to WHO FCTC implementation, particularly in priorities set out in the Global Strategy, in accordance with Article 20	2.2.3.1 Organize virtual meetings with Parties and researchers to identify research gaps, particularly in priorities set out in the Global Strategy	Number of reports on research gaps with feasibility and cost analysis provided	At least one report developed	0	5 000	5 000
					Total for 2.2.3	0	5 000	5 000
					Total for 2.2	0	170 000	170 000
					Total for Strategic Goal 2	30 000	610 000	640 000

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
3. Protecting the integrity and building on the achievements under the WHO FCTC	3.1 Improve the governance and administrative mechanisms of the WHO FCTC to ensure that all WHO FCTC-related activities undertaken are prioritized, effective and sustainable, and insulated from any influence by the tobacco industry	3.1.1 Align the agendas, workplans and budgets of the COP with the Global Strategy	3.1.1.1 Align agendas, workplans and budgets of the COP with the Global Strategy	Agenda, workplan and budget developed in alignment with the Global Strategy	Agenda, workplan and budget aligned with the Global Strategy presented to the COP	0	0	0
						Total for 3.1.1	0	0
		3.1.2 Create a peer-led WHO FCTC implementation review mechanism to facilitate addressing gaps and challenges of individual Parties, share lessons learned and contribute to the implementation of the Global Strategy	3.1.2.1 Implement the Voluntary Implementation Peer Review and Support (VIPRS) Mechanism for the WHO FCTC pending decision by COP11	VIPRS Mechanism implemented	Maximum of 25 Parties participating in the VIPRS Mechanism	0	200 000	200 000
						Total for 3.1.2	0	200 000
		3.1.3 Protect COP and other WHO FCTC activities from the commercial and other vested interests of the tobacco industry	3.1.3.1 Collect and process declaration of interest (DOI) forms and perform due diligence, as appropriate	DOI forms requested and processed by the Convention Secretariat in accordance with COP decisions (for the Convention Secretariat, and governing bodies and subsidiary bodies meetings)	DOI forms requested in COP and any other subsidiary bodies and Convention Secretariat meetings, as appropriate	0	0	0
						Total for 3.1.3	0	0
							Total for 3.1	0

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
	3.2 Support and encourage Parties in their efforts to remove barriers to country-level tobacco control efforts	3.2.1 Build political support for tobacco control efforts	3.2.1.1 High-level engagement by the Head of the Convention Secretariat with Parties to build political support for WHO FCTC implementation	Number of high-level visits and meetings of the Head of the Convention Secretariat to build political support for tobacco control efforts	At least six high-level political visits conducted/meetings organized	5 000	15 000	20 000
						Total for 3.2.1	5 000	15 000
		3.2.2 Promote multisectoral collaborative efforts, including increased collaboration with civil society organizations	3.2.2.1 Provide technical assistance to Parties on Article 5.2 (establishment of national coordinating mechanism), upon request	Number of Parties who received technical assistance on Article 5.2	At least five Parties assisted in implementation of Article 5.2	0	200 000	200 000
						Total for 3.2.2	0	200 000
		3.2.3 Mobilize sustainable resources for tobacco control	3.2.3.1 Assist Parties to develop investment cases for tobacco control	Number of investment cases developed	At least eight Parties supported with development of investment cases	0	400 000	400 000
						Total for 3.2.3	0	400 000
		3.2.4 Implement measures to protect public health policy from interference by the tobacco industry (Article 5.3) and continuously monitor tobacco industry activities at the national and international levels	3.2.4.1 Provide technical assistance to Parties on Article 5.3, upon request	Number of Parties that received technical assistance on Article 5.3	At least 20 Parties assisted in implementation of Article 5.3	0	800 000	800 000
			3.2.4.2 Raise awareness on the issue of Article 5.3 and tobacco industry tactics and interference	Number of campaigns and activities conducted for raising awareness on tobacco industry interference	At least one campaign or activity conducted to raise awareness on tobacco industry interference	0	50 000	50 000

Strategic Goals	Strategic Objectives	Specific Objectives	Activity	Indicator	Target By the end of 2027, unless otherwise stated	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
			3.2.4.3 Promote and follow up on the uptake of the Model Policy for agencies of the United Nations system on preventing tobacco industry interference	Number of communication campaigns or activities relating to the Model Policy organized by the Convention Secretariat	At least one campaign or activity conducted	0	50 000	50 000
					Total for 3.2.4	0	900 000	900 000
		3.2.5 Monitor policy and programme progress of the key WHO FCTC provisions, including estimate of lives saved, costs averted, and other improved health and economic outcomes	3.2.5.1 Continue engagement with entities that own or manage databases with information relevant to the WHO FCTC for data sharing and data analysis purposes	Number of entities engaged	At least three entities engaged	0	0	0
			3.2.5.2 Implement workshops/webinars on reporting	Number of Parties attending the workshops/webinars	At least 30% of Parties attending the workshops/webinars	0	165 000	165 000
			3.2.5.3 Conduct biennial reporting cycle in 2027	Number of reports received, analysed and with feedback provided, when necessary	At least 80% of Parties submitting their report and receiving feedback, if needed	15 000	70 000	85 000
			3.2.5.4 Develop the 2027 Global Progress Report	2027 Global Progress Report produced	2027 Global Progress Report published online and disseminated	30 000	0	30 000
					Total for 3.2.5	45 000	235 000	280 000
				Total for 3.2	50 000	1 750 000	1 800 000	
				Total for Strategic Goal 3	50 000	1 950 000	2 000 000	
				Total for all Strategic Goals	80 000	6 560 000	6 640 000	

		Activity	Activity cost (in US\$) from Assessed Contributions	Activity cost (in US\$) from Extra-budgetary Contributions	Total
4. Operational Objectives	4.1 Sustainable funding – manage the finances of the Convention to maximize its efficiency and effectiveness, and find new revenue streams to support WHO FCTC implementation activities	4.1.1 Management and administration of the Investment Fund	0	50 000	50 000
		4.1.2 Update and implement a fundraising plan as per COP decision FCTC/COP7(25)	5 000	15 000	20 000
		4.1.3 Follow up on collection of Assessed Contributions	1 000	0	1 000
		Total for 4.1	6 000	65 000	71 000
	4.2 Operational effectiveness – promote optimal operation of the COP and the capacity and ability of the Convention Secretariat to provide support to the COP and to the Parties in their implementation, monitoring and reporting work	4.2.1 Provide general management and administration to the Convention Secretariat	40 000	0	40 000
		4.2.2 Organize the Twelfth session of the COP	1 002 446	913 699	1 916 145
		4.2.3 Organize regional preparatory meetings for the COP (pre-COP meetings)	0	240 000	240 000
		4.2.4 Prepare and support the work of the Bureau and convene meetings, including through virtual means	150 000	0	150 000
		Total for 4.2	1 192 446	1 153 699	2 346 145
			Total for Operational Objectives	1 198 446	1 218 699
		Total activity cost for all areas of work	1 278 446	7 778 699	9 057 145

Annex 2

Gross staff costs breakdown (US\$)^a

Funded with Assessed Contributions (AC)	AC	Extra-budgetary Contributions (EB)	Total
D2 70% COP AC/30% MOP AC (1 post)	599 508	0	599 508
P5 70% COP AC/30% MOP AC (4 posts)	1 953 504	0	1 953 504
P4 100% COP AC (2 posts)	1 172 880	0	1 172 880
P3 100% COP AC (2 posts)	976 320	0	976 320
P2 50% COP AC/50% MOP AC (1 post)	193 860	0	193 860
G6 100% COP AC (1 post)	424 440	0	424 440
G5 100% COP AC (2 posts)	751 680	0	751 680
Funded with AC and EB			
P3 50% COP AC/50% COP EB (1 post)	244 080	244 080	488 160
P2 50% COP AC/50% MOP EB (1 post)	193 860	0	193 860
Funded with EB			
P3 100% COP EB (3 posts)	0	1 464 480	1 464 480
G5 100% COP EB (1 post)	0	375 840	375 840
Total staff costs	6 510 132	2 084 400	8 594 532

^a Indicative costs for core Convention Secretariat staff based on WHO's latest available standard gross salary costs for 2024–2025 with an 8% increase; possible changes in 2026–2027 will be reflected once they become available. The fulfilment of the staff plan, and possible adjustments, will depend on the actual availability of funds and the evolving workload. The staff plan does not include possible short-term assignments that would be based on actual needs and resources available.

Annex 3

Total proposed budget 2026–2027 (US\$)^a

Cost category	Covered by Assessed Contributions	Covered by Extra-budgetary Contributions	Total
1. Activity costs	1 278 446	7 778 699	9 057 145
2. Staff costs	6 510 132	2 084 400	8 594 532
3. Total direct costs	7 788 578	9 863 099	17 651 677
4. Recovery costs	1 012 515	1 282 203	2 294 718
5. Grand total	8 801 093	11 145 302	19 946 395

^aTotal for Assessed Contributions (activities, salaries and recovery costs): **US\$ 8 801 093**.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(12) Mobilization by Parties of sustainable resources for tobacco control

The Conference of the Parties (COP),

Recalling the general obligations of Parties under Article 5.6 of the WHO Framework Convention on Tobacco Control (WHO FCTC) to cooperate to raise financial resources for effective implementation of the Convention through bilateral and multilateral funding mechanisms;

Recalling Article 26 of the WHO FCTC, which states that financial resources play an important role in achieving the objective of the Convention, and that each Party shall provide financial support in respect of its national activities intended to achieve the objective of the Convention, in accordance with its national plans, priorities and programmes;

Noting the Global Strategy to Accelerate Tobacco Control: Advancing Sustainable Development through the Implementation of the WHO FCTC 2019–2025 adopted in decision FCTC/COP8(16), which provides a key strategic road map for effective implementation of the Convention and encourages Parties to mobilize sustainable resources for tobacco control;

Noting decision FCTC/COP10(15) to extend the Global Strategy until 2030 to ensure coherence and alignment with the 2030 Agenda for Sustainable Development;

Reaffirming that domestic resource mobilization is the core strategy for achieving long-term, sustainable and predictable funding for national tobacco-control programmes;

Noting with concern the finding in paragraph 30 of document FCTC/COP/11/4, which indicates that the primary barriers to effective implementation cited by Parties have become, in order of priority, the lack of human resources, and tobacco industry interference, with the lack of financial resources becoming a secondary barrier;

Acknowledging the anticipated delay in achieving Sustainable Development Goal (SDG) Target 3.a (WHO FCTC implementation) as identified in the SDG 2023 midterm review conducted by the United Nations Economic and Social Council;

Recognizing the key role of the FCTC 2030 project in providing targeted technical assistance and also the potential of the WHO FCTC Investment Fund (or similar pooled mechanisms) to stabilize the Secretariat's core budget;

Emphasizing that these two mechanisms cannot constitute a sustainable financing model for domestic-level implementation;

Emphasizing the unique potential of tobacco taxation (Article 6) to create increased revenue, reduced tobacco use, and a possible sustainable source of funding, dedicated, inter alia, for health and tobacco control;

Noting the report of the Convention Secretariat contained in document FCTC/COP/11/4,

1. URGES Parties:

(a) to consider strengthening the implementation of Article 6 of the WHO FCTC by adopting and regularly adjusting effective tobacco tax policies, in accordance with domestic law and circumstances; and

(b) to consider voluntarily scaling up their international financial support for tobacco control to enable recipient countries to build the necessary capacities;

2. REQUESTS the Convention Secretariat to present to the Twelfth session of the COP (COP12) a report on the existing funding gap to achieve full implementation of the WHO FCTC and possible recommendations on how to address this gap.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(13) Date and place of the Twelfth session of the Conference of the Parties

The Conference of the Parties (COP),

Taking into account Rule 3 of its Rules of Procedure, which provides that the sessions of the COP shall be held at the seat of the Convention Secretariat, unless the COP decides otherwise;

Recalling decision FCTC/COP8(14), establishing as a formal requirement for Parties hosting a regular session of the COP to also host a session of the Meeting of the Parties (MOP) to the Protocol to Eliminate Illicit Trade in Tobacco Products, immediately following the COP, at the same geographical location and under the same circumstances, regardless of whether or not the host Party is also a Party to the Protocol;

Thanking Parties for expressing interest in the call to host the Twelfth session of the Conference of the Parties (COP12) to the WHO Framework Convention on Tobacco Control and the Fifth session of the Meeting of the Parties to the Protocol;

Considering that the following option has been proposed for convening COP12,

DECIDES that COP12 will be held in Armenia, with dates to be confirmed after agreement between the host country and the incoming Bureau, in consultation with the MOP Bureau, and with the support of the Convention Secretariat.

(Fifth plenary meeting, 22 November 2025)

FCTC/COP11(14) Election of the President and Vice-Presidents of the Conference of the Parties

The Conference of the Parties (COP), pursuant to Rule 21 of its Rules of Procedure,

1. ELECTS the following officers to constitute the Bureau of the COP:

President: Jawad Al Lawati from Oman, for the Eastern Mediterranean Region

Vice-Presidents: Pedro Gullón from Spain, for the European Region

Hekali V. Zhimomi from India, for the South-East Asia Region

Judith Segnon-Agueh from Benin, for the African Region

Derrick Heng Mok Kwee from Singapore, for the Western Pacific Region

Vera Luiza Da Costa e Silva from Brazil, for the Region of the Americas

2. DECIDES that, of the five Vice-Presidents, the following should act as Rapporteur:

Rapporteur: Vera Luiza Da Costa e Silva from Brazil, for the Region of the Americas

(Fifth plenary meeting, 22 November 2025)
