

HEATED TOBACCO PRODUCTS: Global Regulation and Recommended Measures

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Governments seeking to reduce tobacco use and nicotine addiction should either ban the sale of heated tobacco products (HTPs) entirely or regulate them strictly using WHO Framework Convention on Tobacco Control (WHO FCTC) measures. For guidance on which option is most appropriate given different country-specific circumstances, see [HTPs: Policy Guidance](#).

The extent of HTP regulation across different countries is varied because:

- HTPs are relatively new and often do not fit into the categories and definitions of countries' existing tobacco control laws.
- As HTPs have been launched in over 70 countries to date, many governments have yet to take specific action to regulate the products.
- Tobacco companies have employed different tactics to circumvent existing laws.

To ensure effective and comprehensive regulation of HTPs, see [HTPs: Common Regulatory and Drafting Issues](#).

1. How Countries Regulate HTPsⁱ

Summary of Global Approaches to HTP Regulation

Ban the sale	At least 24 countries/jurisdictions ban the sale of HTPs.
Regulate using WHO FCTC measures	At least 103 countries/jurisdictions have taken specific action to regulate HTPs in at least one tobacco control policy area.

1.1 Countries Banning the Sale of HTPs

At least 24 countries/jurisdictions ban the sale of HTPs. Countries have enacted measures banning HTP sales in different ways. Some countries have specifically legislated to ban the sale of HTPs (e.g., India). In other countries, HTPs are banned under existing laws because those countries prohibit “smokeless” tobacco (e.g., Sri Lanka) or HTPs fall under a broad category of electronic systems that claim to be substitutes for cigarettes (e.g., Brazil). In at least one instance, the sale of HTPs is banned except with a prescription (e.g., Australia).

1. Argentina ¹	7. Ethiopia ^{9,10}	13. Myanmar ¹⁶	19. Timor-Leste ²⁴
2. Australia ^{2,3}	8. Hong Kong (SAR) ¹¹	14. Qatar ¹⁷	20. Turkey ^{iii,25,26}
3. Brazil ⁴	9. India ¹²	15. Singapore ¹⁸	21. Uruguay ^{27,28}
4. Cambodia ^{5,6}	10. Iran ^{ii,13}	16. Sri Lanka ¹⁹	22. Vanuatu ²⁹
5. Cook Islands ⁷	11. Lao PDR ¹⁴	17. Syria ^{20,21}	23. Venezuela ³⁰
6. Democratic People’s Republic of Korea ⁸	12. Mauritius ¹⁵	18. Thailand ^{22,23}	24. Viet Nam ³¹

In addition to a ban on sale, several of these countries prohibit the use of HTPs in public and their advertising, promotion, and sponsorship. This is advisable to remove any uncertainty as to whether their use and promotion are permitted, and to ensure enforcement and compliance with these measures.

1.2 Countries Regulating HTPs Using WHO FCTC Measures

If HTPs are available for sale, they should be subject to the full suite of evidence-based measures to reduce tobacco use, nicotine addiction, and exposure to tobacco smoke contained in the WHO FCTC and its Guidelines for implementation. HTPs are tobacco products that produce toxic emissions that fall within the definition of tobacco smoke.^{iv} Governments must resist tobacco industry lobbying to regulate HTPs less strictly than other tobacco products, including by positioning them as ‘smokeless’ or ‘reduced risk’ products. Instead, where allowed on the market, HTPs should be regulated akin to conventional cigarettes, strictly applying all WHO FCTC measures.³²

Existing laws must be carefully reviewed. Careful consideration must be given to how HTPs fit within existing tobacco control laws and whether these laws require updating to ensure proper coverage of both tobacco inserts *and* devices for all policy measures set out below in Section 2

i The country counts and examples in this document are current as of July 31, 2025, except for Cambodia, Myanmar and Malta (legalized sale and removed from the list of countries that ban the sale), which were updated after data collection ended. Further, tax information is based on WHO Report on the Global Tobacco Epidemic, 2025 – Country Profiles. Additional desk research was conducted where tax data was not available, and some of the tax measures relied upon in this document may have been adopted after July 31, 2025. While every attempt has been made to review applicable measures globally, we may not always have in-country lawyer assistance and/or we may experience errors in our translations, which may result in interpretation errors.

ii The ban does not apply to non-commercial purchase and sale of heated tobacco products.

iii Domestic production of HTPs must have approval from the Ministry of Agriculture and Forestry, and no approval has been granted as of this review. As such, the combination of the import ban and the absence of production effectively bans the sale of HTPs.

iv According to the Report by the Convention Secretariat of the WHO FCTC titled ‘Challenges posed by and classification of novel and emerging tobacco products’ (FCTC/COP/10/9) and submitted to the Tenth Session of the Conference of the Parties in February 2024, HTPs “emit pyrolysis products such as volatile aldehydes ... therefore, these aerosols are clearly within the scientific definition of ‘smoke’, and any smoke emitted by HTPs is unambiguously ‘tobacco smoke’.” <https://fctc.who.int/resources/publications/i/item/fctc-cop-10-9-challenges-posed-by-and-classification-of-novel-and-emerging-tobacco-products>.

(*Recommendations for Regulating HTPs Using WHO FCTC Measures*). The devices are a required component for use of an HTP system and are often branded, advertised, and promoted by tobacco companies separately from the tobacco inserts to circumvent tobacco control measures. For a more extensive discussion of common issues and proposed solutions, see [HTPs: Common Regulatory and Drafting Issues](#).

Countries that have taken specific action. In addition to those countries that ban the sale of HTPs, **at least 103 countries/jurisdictions^v have taken specific action to regulate them in at least one tobacco control policy area**, whether adopting a new law, amending a previous law, or issuing updated regulations or other agency decisions.

However, the comprehensiveness of these measures varies. Some of the countries that have taken specific action have chosen to regulate HTPs less strictly than conventional cigarettes (which is *not recommended*) and/or apply requirements only to tobacco inserts and not to devices. For instance:

- Some countries' packaging and labeling requirements for tobacco inserts and devices are not as comprehensive as those required for conventional cigarettes. This includes:
 - Requiring health warnings on tobacco insert packaging but not device packaging (e.g., Armenia, China, Georgia, Moldova, Peru, Ukraine).
 - Prescribing smaller health warnings for tobacco insert packaging as compared to conventional cigarette packaging (e.g., Georgia, Moldova, New Zealand, Ukraine).
 - Mandating text-only warnings for tobacco insert packaging, although pictorial warnings are required for conventional cigarette packaging (e.g., Canada, Georgia, Israel, Moldova, New Zealand, Ukraine).
 - Not requiring any health warnings for tobacco insert packaging, although warnings are required for conventional cigarette packaging (e.g., Belarus).
 - Requiring plain packaging for conventional cigarettes and other tobacco products, but not for tobacco inserts and/or devices (e.g., Georgia, New Zealand).
- Some countries apply restrictions on tobacco advertising, promotion, and sponsorship to tobacco inserts, but not devices (e.g., Belarus).
- Some countries apply a lower rate of tax to tobacco inserts than to conventional cigarettes (e.g., Italy).

2. Recommendations for Regulating HTPs Using WHO FCTC Measures

Governments choosing to regulate HTPs instead of banning them should **apply the full suite of WHO FCTC measures comprehensively to all components of the HTP system — tobacco inserts and devices**. Regulating HTPs less strictly than conventional cigarettes should be rejected as a regulatory option (see [HTPs: Policy Guidance](#)).

The following table lists WHO FCTC-based measures and recommends how they should be applied to HTPs. In addition, some examples are given of countries that have taken specific action to implement each of these measures to regulate HTPs (there may also be other countries where existing laws apply to HTPs for each measure). To date, no country has taken specific action to ensure all WHO FCTC-based policy measures apply to tobacco inserts *and* devices.

^v Albania, Andorra, Armenia, Austria, Azerbaijan, Bahrain, Belarus, Belgium, Bhutan, Bolivia, British Virgin Islands, Bulgaria, Canada, Chile, China, Colombia, Costa Rica, Côte d'Ivoire, Croatia, Cyprus, Czech Republic, Denmark, Ecuador, Egypt, El Salvador, England, Estonia, Federation of Bosnia and Herzegovina, Finland, France, Gambia, Georgia, Germany, Greece, Guam, Guernsey, Guyana, Honduras, Hungary, Iceland, Indonesia, Iraq, Ireland, Israel, Italy, Jamaica, Japan, Jordan, Kazakhstan, Kuwait, Kyrgyzstan, Latvia, Lebanon, Liechtenstein, Lithuania, Luxembourg, Malaysia, Maldives, Malta, Moldova, Monaco, Montenegro, Morocco, Nauru, Nepal, the Netherlands, New Zealand, North Macedonia, Northern Ireland, Northern Mariana Islands, Norway (products must be approved by the Directorate of Health and to the best of our knowledge, no product has been approved), Pakistan, Panama, Paraguay, Peru, Philippines, Poland, Portugal, Republic of Korea, Romania, Russia, Saint Lucia, Saudi Arabia, Scotland, Serbia, Sierra Leone, Slovakia, Slovenia, South Africa, Spain, Sweden, Switzerland, Taiwan (China), Tajikistan, Trinidad and Tobago, Tunisia, Turks and Caicos, Uganda, Ukraine, United Arab Emirates, United States, Uzbekistan, and Wales.

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	Recommended Policy Measure	Country Example(s)
Use in Public Places*	Prohibit HTP smoking in all indoor public places, workplaces, public transport and other smoke-free places. The emissions from HTPs include chemicals produced from pyrolysis, such as volatile aldehydes, and fall within the scientific definition of tobacco “smoke.” ^{33,34}	Ethiopia ³⁵ Mexico ³⁶⁻³⁹ Moldova ⁴⁰
Health Warnings and Packaging	Require prominent, effective, and scientifically accurate rotating health warnings on all packaging of tobacco inserts and devices to educate users about health and other adverse impacts and prompt them to think about quitting. Health warnings should include pictures and cover at least 50% of the front and back surfaces.	<i>Currently, no country has enacted this policy measure in full.</i> (Canada requires 75% text health warnings on both HTP inserts and devices, in addition to plain packaging; ^{41,42} Republic of Korea requires 50% pictorial health warnings specific to HTP inserts, but not for HTP devices; ^{43,44} Uzbekistan requires 65% pictorial health warnings on HTP inserts and 65% text health warnings specific to HTP devices ⁴⁵).
	Apply plain packaging to tobacco inserts and devices to reduce the appeal of the products, increase the noticeability of health warnings, and reduce the ability of the packaging to mislead consumers about the adverse effects of HTP use.	Canada ⁴⁶ Denmark ^{vi,47,48} Israel ⁴⁹
	Prohibit packaging and labeling that is false, misleading, or likely to create erroneous impressions about health effects or toxicity on tobacco inserts and devices.	Canada ⁵⁰ New Zealand ^{51,52} United Arab Emirates ⁵³
Advertising, Promotion, and Sponsorship*	Comprehensively ban all advertising, promotion, and sponsorship of tobacco inserts and devices , including point of sale advertising and display, cross-border advertising, and internet promotion, to prevent the initiation of HTP use, particularly among youth.	Mauritius (comprehensively banning APS) ⁵⁴ New Zealand (banning POS display for inserts and devices) ⁵⁵
Health Claims	Prohibit health claims, including claims of ‘reduced risk’, and cessation claims on packaging of tobacco inserts and devices unless approved by a specialized government health agency to prevent unproven and/or misleading claims from being made about HTPs’ comparative safety or addictiveness.	New Zealand ^{vii,56}

vi. Implementation date for manufacturers was July 1, 2025 and implementation date for retailers is April 1, 2026.

vii. Prohibits packaging information that suggests a “smokeless tobacco product” (which is defined to include HTP inserts and devices) is less harmful than other regulated products.

* Countries banning the manufacture, import, and/or sale of HTPs should also enact comprehensive bans on (1) smoking, including HTPs, in indoor public places, workplaces, public transport and other smoke-free places and (2) HTP advertising, promotion, and sponsorship to include both the tobacco insert and device.

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	Recommended Policy Measure	Country Example(s)
Contents and Disclosures	Prohibit ingredients that make the products more palatable, such as flavors. The use of flavors in tobacco products, as well as flavor descriptors on packaging, is associated with the appeal and uptake of tobacco products in young people. ⁵⁷	Romania ^{viii,58,59} Sierra Leone ⁶⁰
	Prohibit ingredients that make the products more attractive, such as caffeine and vitamins. Such additives may create the impression that the products have health benefits or present reduced health hazards.	Romania ^{ix,61,62} Ukraine ^{63,64} United Arab Emirates ⁶⁵
	Require manufacturers and importers to disclose information to governmental authorities about contents, design features, company information, and sales volume, among other disclosures. ⁶⁶	Israel ^{67,68} Moldova ^{69,70} New Zealand ^{71,72}
Sales and Access Restrictions	Prohibit sales to persons below a specified minimum age.	Kazakhstan (21 years of age) ⁷³ Indonesia (21 years of age) ⁷⁴ Uzbekistan (21 years of age) ⁷⁵
	Prohibit sales of tobacco inserts <i>and</i> devices via vending machines, the internet, and other remote means.	Kazakhstan ⁷⁶ Moldova ^{77,78} Nauru ⁷⁹ Uzbekistan ⁸⁰
	Prohibit sales in or near schools and health facilities.	Belarus ⁸¹ Georgia ⁸² Jordan ⁸³
Taxation	Tax HTPs to achieve equivalency with the excise tax on conventional cigarettes. The minimum excise rate should be at least the same as the excise rate on conventional cigarettes, and that rate should be sufficiently high to not only increase prices but also reduce affordability.	Georgia ⁸⁴
	Employ the same tax system and rate for HTPs as is used for conventional cigarettes. For countries that employ a specific excise system, impose an excise tax for HTPs based on the number of sticks (vs. weight). For countries that employ an ad valorem excise system, impose an excise tax for HTPs based on the retail sales value.	Republic of Korea (specific) ⁸⁵ Saudi Arabia (ad valorem) ⁸⁶

Further details on countries' existing laws regulating HTPs are available at www.tobaccocontrolaws.org.

viii Romania is a Member State of the European Union. All EU Member States were required to prohibit characterizing flavors in HTPs by October 23, 2023. As such, many other EU Member States prohibit ingredients that make the products more palatable, such as flavors, in HTPs.

ix Romania is a Member State of the European Union. All EU Member States were required to prohibit certain additives (e.g., vitamins, caffeine) in HTPs by October 23, 2023. As such, many other EU Member States prohibit ingredients that make the products more attractive, such as caffeine and vitamins, in HTPs.

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