Smoke-free policy implementation and enforcement guide

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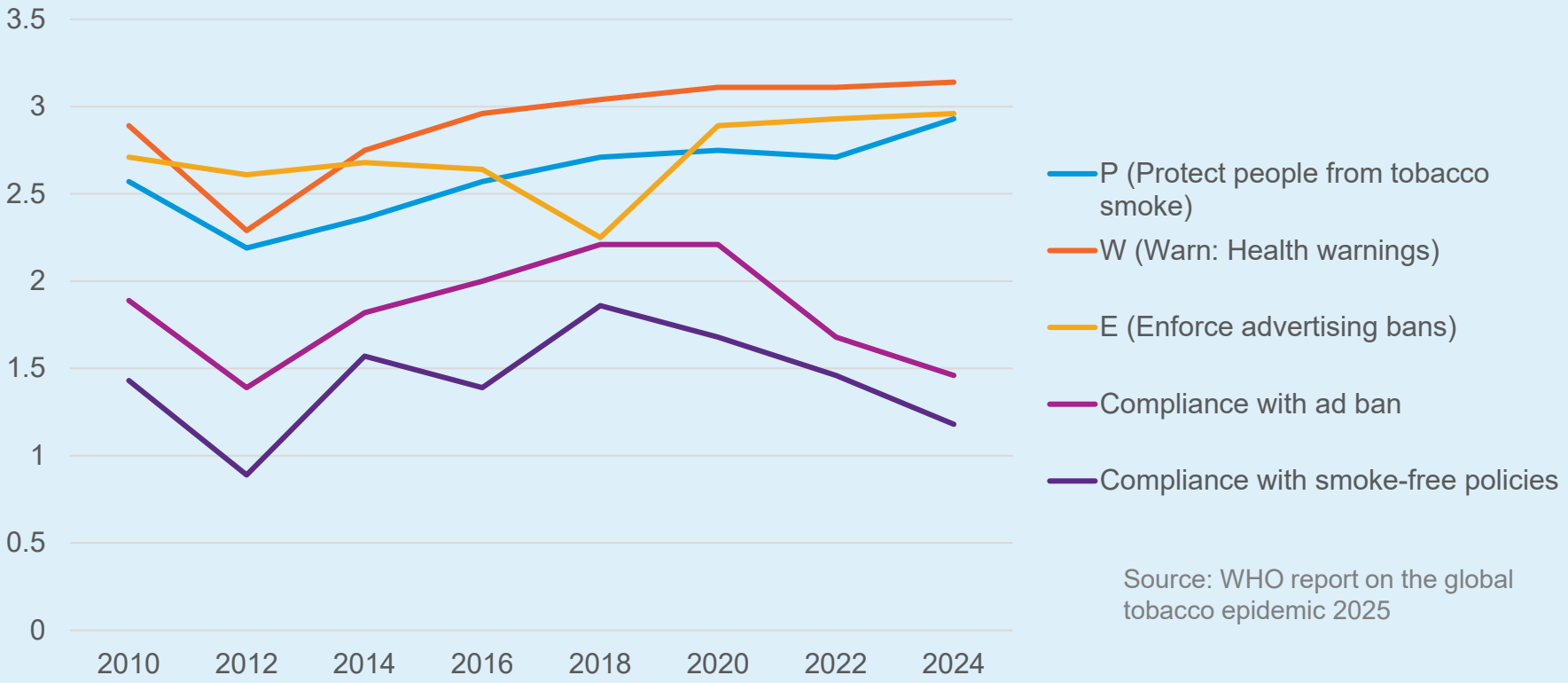


Good laws alone are not enough

- Adopting a law is an essential step—but does not automatically deliver compliance
- Strong policies need functioning implementation and enforcement mechanisms to deliver impact

Example: Tobacco control laws and compliance

Progress in policy adoption (P, W, E) but reduction/stagnation in compliance



Source: WHO report on the global tobacco epidemic 2025

From policy adoption to public health impact

1

Policy adoption

The policy or law is approved

2

Implementation

The policy is put into practice through systems, resources, coordination, communication, monitoring and enforcement

3

Enforcement

Compliance is monitored and violations are addressed through inspections, investigations and appropriate sanctions

4

Compliance

People and organizations follow the policy in practice

5

Public health impact

Behaviours, environments and health outcomes improve

Adoption is the decision. Implementation is the process. Enforcement supports compliance and impact.

Common challenges in implementing and enforcing smoke-free policies

Policy and legal gaps

Unclear provisions, narrow definitions, exceptions

No implementation strategy

Unclear roles and responsibilities, weak coordination

Limited capacity and resources

Insufficient staff and funding, limited or no training

Weak operational systems

Limited guidance, SOPs and tools; low use of complaint systems

Low public awareness

Weak support and compliance

No enforcement mechanism

Absence of compliance monitoring, violations go unpenalized



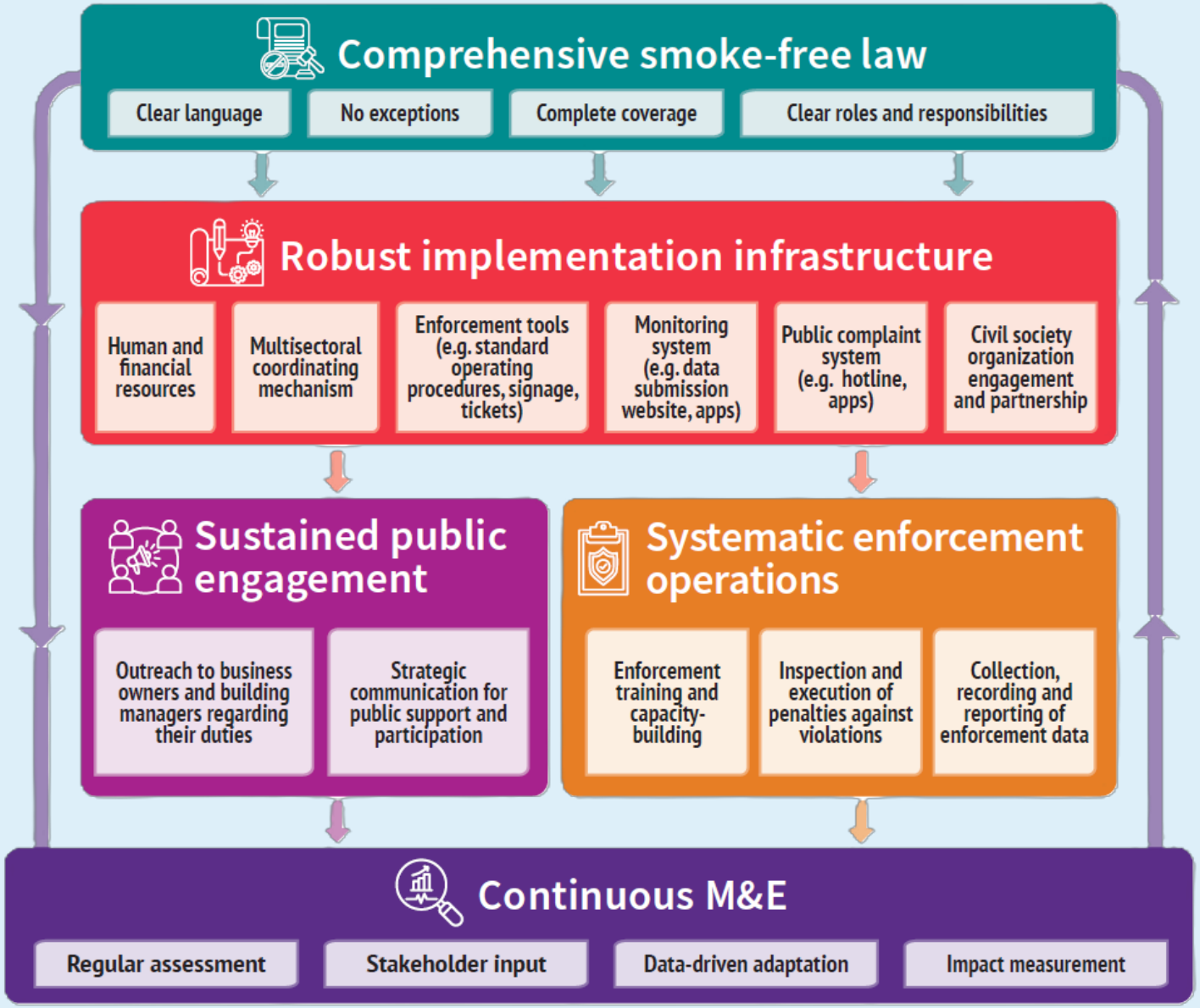
Smoke-free laws in action: a guide for effective implementation and enforcement in the Western Pacific Region

A practical resource to help countries plan, implement, enforce and monitor smoke-free laws.

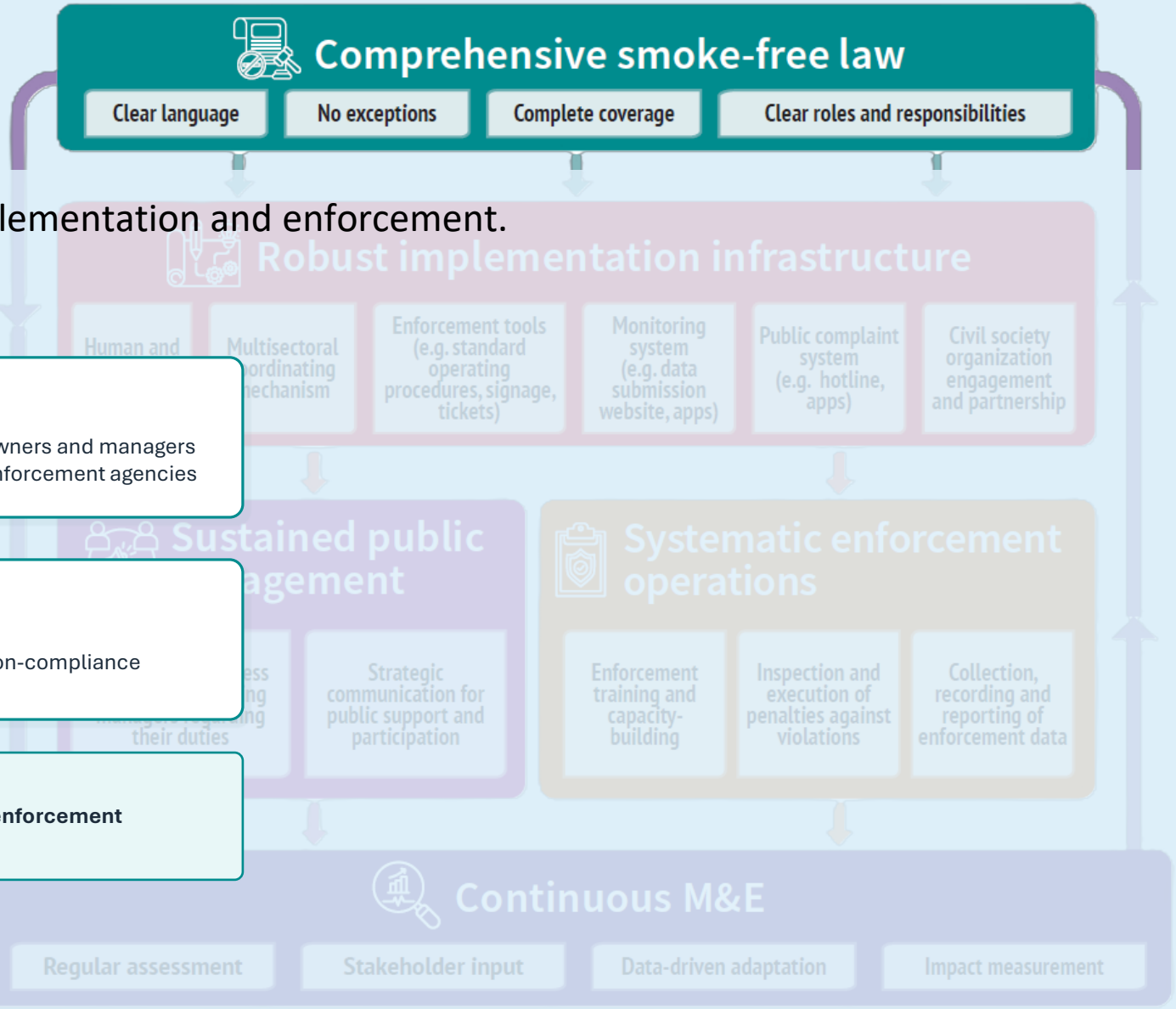
Access the guide:

Smoke-free law implementation framework

Five interconnected elements for turning smoke-free laws into real-world compliance



Comprehensive smoke-free law



Role in the system

- Provides the legal foundation that enables implementation and enforcement.

What this component entails

1 Scope

Where smoking is prohibited
Products covered

2 Responsibilities

Duties of business owners and managers
Responsibilities of enforcement agencies

3 Authority

Power to inspect, investigate and enforce

4 Penalties

Consequences for non-compliance

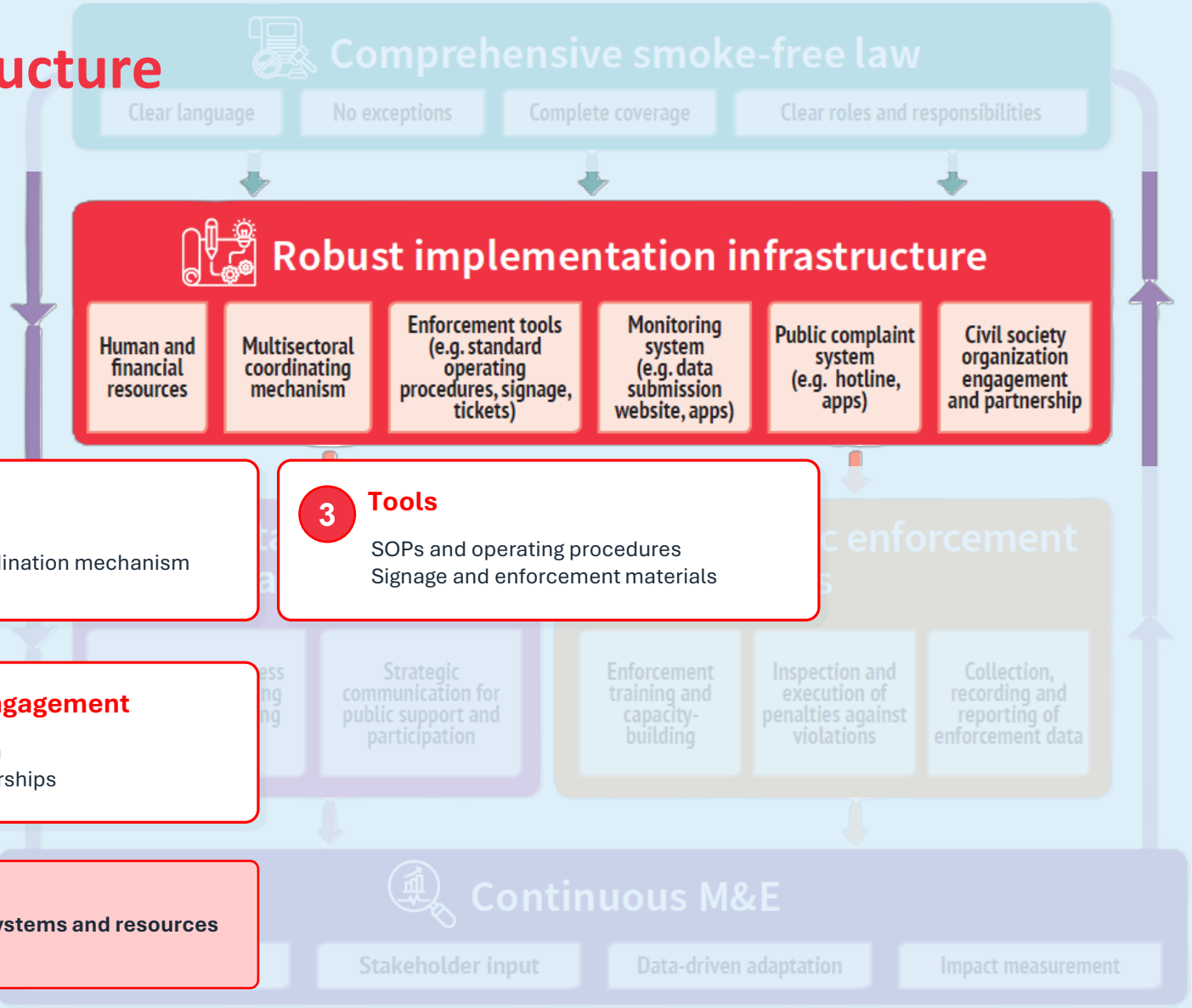
Takeaway

A clear and enforceable law provides the foundation for all implementation and enforcement activities.

Robust implementation infrastructure

Role in the implementation system

- Establishes the systems, resources and structures that enable consistent and scalable implementation over time.



What this component entails

1 Resources

Human resources
Financing

2 Coordination

Multisectoral coordination mechanism

3 Tools

SOPs and operating procedures
Signage and enforcement materials

4 Monitoring systems

Inspection monitoring
Compliance tracking

5 Stakeholder engagement

Public participation
Civil society partnerships

Takeaway

Strong implementation requires more than a good law; it requires the people, systems and resources to put the law into practice.

Sustained public engagement

Role in the implementation system

- Ensures widespread awareness support and active participation from stakeholders and communities.

What this component entails

1. **Stakeholder guidance**
   Guidance for business owners and managers

2. **Communication**
   Campaigns for public support and participation



Takeaway

Compliance depends not only on enforcement agencies, but also on informed and engaged stakeholders and communities.

Systematic enforcement operations

Role in the implementation system

- Encompasses the day-to-day processes and activities that support the practical application of the law.

What this component entails

1 Capacity building

Enforcement officer training

2 Inspections and penalties

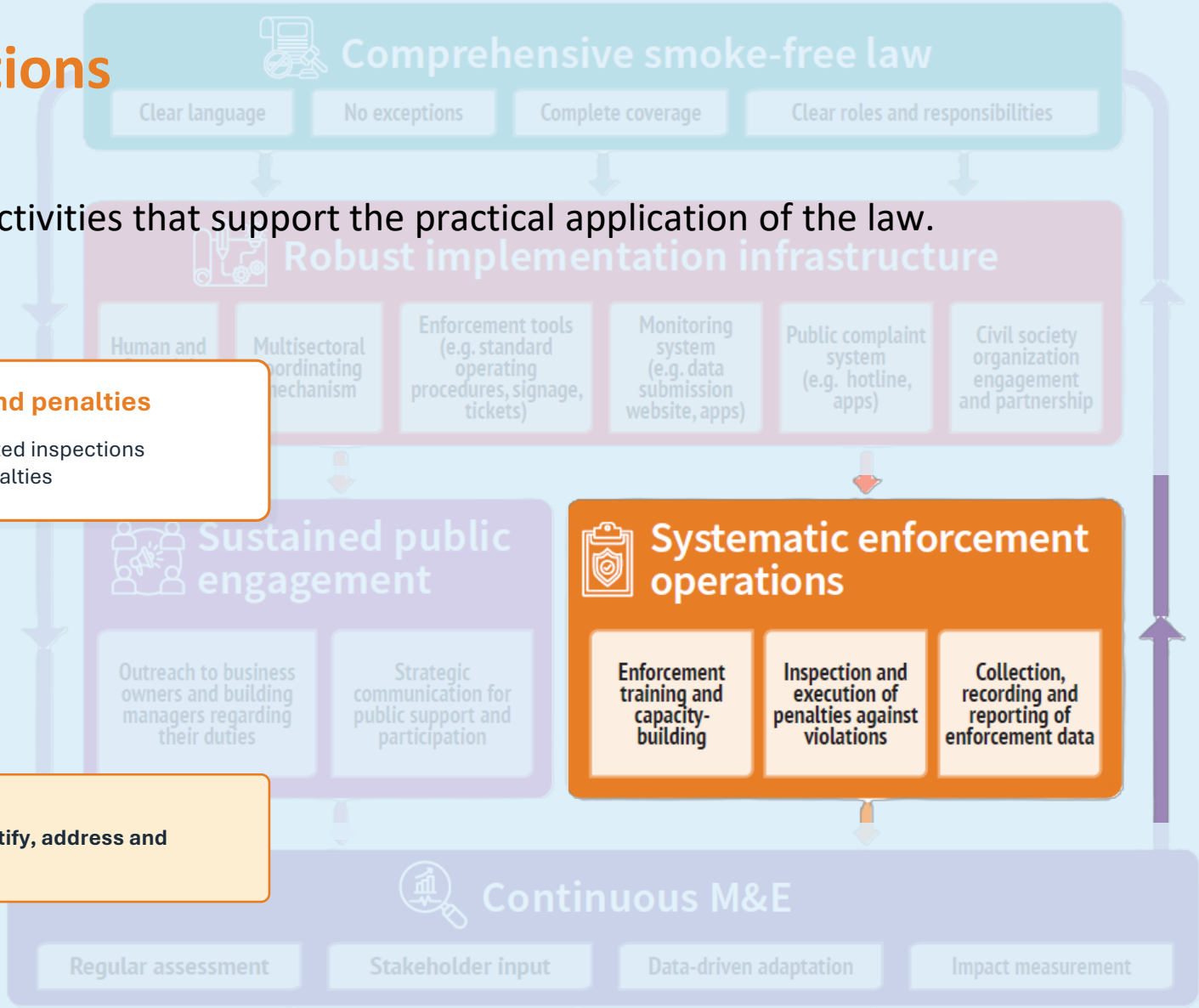
Routine and targeted inspections
Application of penalties

3 Reporting

Enforcement data collection and reporting

Takeaway

Effective enforcement depends on consistent operational processes that identify, address and document non-compliance.



Continuous monitoring and evaluation (M&E)

Role in the implementation system

- Ensures the system remains responsive, effective and aligned with the policy goal.

What this component entails

1 Assessment

Systematic performance assessment

2 Feedback

Stakeholder input
Feedback mechanisms

3 Adaptation

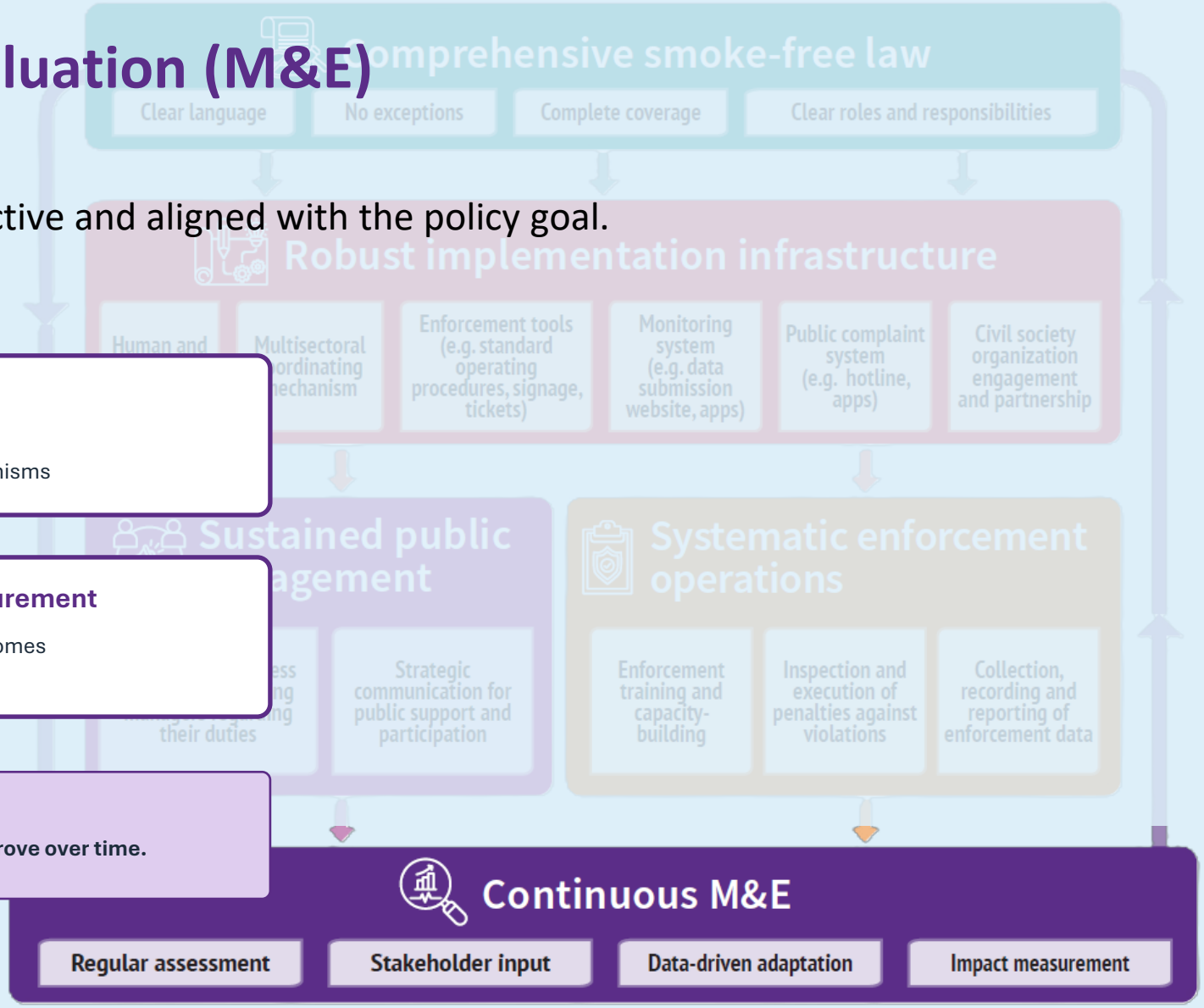
Data-driven decision making
Continuous improvement

4 Impact measurement

Compliance outcomes
Policy impact

Takeaway

Monitoring and evaluation help implementation systems learn, adapt and improve over time.



Three tools designed for direct use by enforcement officers and programme managers

ANNEX 1
Smoke-free law implementation checklist

WHAT IT IS

A structured checklist covering all five framework elements.

HOW TO USE

Use for: self-assessment, readiness reviews, periodic audits of implementation status.

ANNEX 2
Guide for developing and M&E plan

WHAT IT IS

A results chain logic model with suggested indicators and data sources.

HOW TO USE

Use for: designing country-level M&E systems, reporting to ministries or public.

ANNEX 3
Timeline for implementation and enforcement

WHAT IT IS

A proposed phased timeline for planning enforcement rollout.

HOW TO USE

Use for: workplan development, coordinating across agencies, tracking milestone progress.

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ANNEX 1

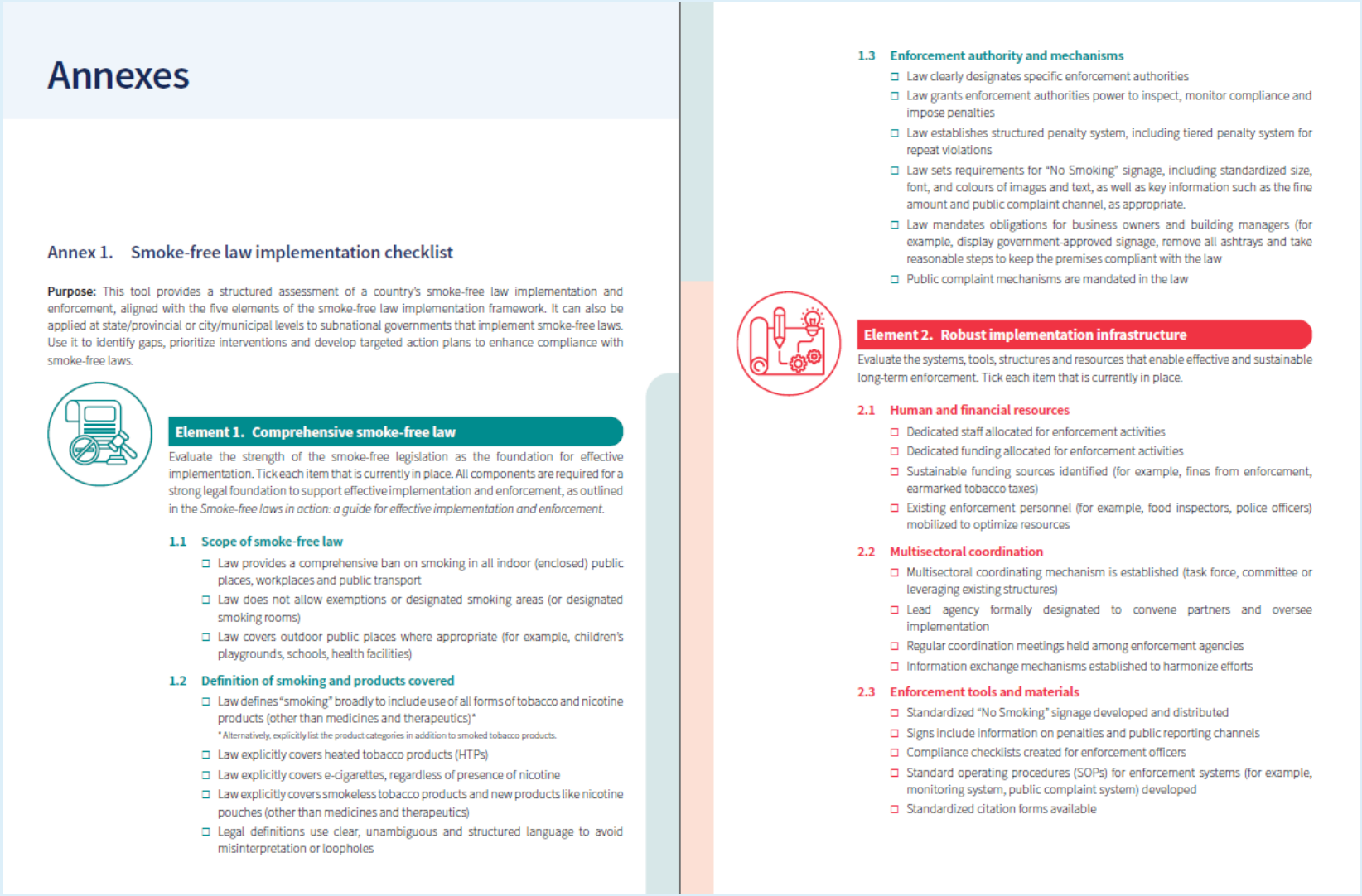
Smoke-free law implementation checklist

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Annexes

Annex 1. Smoke-free law implementation checklist

Purpose: This tool provides a structured assessment of a country's smoke-free law implementation and enforcement, aligned with the five elements of the smoke-free law implementation framework. It can also be applied at state/provincial or city/municipal levels to subnational governments that implement smoke-free laws. Use it to identify gaps, prioritize interventions and develop targeted action plans to enhance compliance with smoke-free laws.

Element 1. Comprehensive smoke-free law

Evaluate the strength of the smoke-free legislation as the foundation for effective implementation. Tick each item that is currently in place. All components are required for a strong legal foundation to support effective implementation and enforcement, as outlined in the *Smoke-free laws in action: a guide for effective implementation and enforcement.*

1.1 Scope of smoke-free law

- ☐ Law provides a comprehensive ban on smoking in all indoor (enclosed) public places, workplaces and public transport
- ☐ Law does not allow exemptions or designated smoking areas (or designated smoking rooms)
- ☐ Law covers outdoor public places where appropriate (for example, children's playgrounds, schools, health facilities)

1.2 Definition of smoking and products covered

- ☐ Law defines "smoking" broadly to include use of all forms of tobacco and nicotine products (other than medicines and therapeutics)*

  * Alternatively, explicitly list the product categories in addition to smoked tobacco products.
- ☐ Law explicitly covers heated tobacco products (HTPs)
- ☐ Law explicitly covers e-cigarettes, regardless of presence of nicotine
- ☐ Law explicitly covers smokeless tobacco products and new products like nicotine pouches (other than medicines and therapeutics)
- ☐ Legal definitions use clear, unambiguous and structured language to avoid misinterpretation or loopholes

1.3 Enforcement authority and mechanisms

- ☐ Law clearly designates specific enforcement authorities
- ☐ Law grants enforcement authorities power to inspect, monitor compliance and impose penalties
- ☐ Law establishes structured penalty system, including tiered penalty system for repeat violations
- ☐ Law sets requirements for "No Smoking" signage, including standardized size, font, and colours of images and text, as well as key information such as the fine amount and public complaint channel, as appropriate.
- ☐ Law mandates obligations for business owners and building managers (for example, display government-approved signage, remove all ashtrays and take reasonable steps to keep the premises compliant with the law
- ☐ Public complaint mechanisms are mandated in the law

Element 2. Robust implementation infrastructure

Evaluate the systems, tools, structures and resources that enable effective and sustainable long-term enforcement. Tick each item that is currently in place.

2.1 Human and financial resources

- ☐ Dedicated staff allocated for enforcement activities
- ☐ Dedicated funding allocated for enforcement activities
- ☐ Sustainable funding sources identified (for example, fines from enforcement, earmarked tobacco taxes)
- ☐ Existing enforcement personnel (for example, food inspectors, police officers) mobilized to optimize resources

2.2 Multisectoral coordination

- ☐ Multisectoral coordinating mechanism is established (task force, committee or leveraging existing structures)
- ☐ Lead agency formally designated to convene partners and oversee implementation
- ☐ Regular coordination meetings held among enforcement agencies
- ☐ Information exchange mechanisms established to harmonize efforts

2.3 Enforcement tools and materials

- ☐ Standardized "No Smoking" signage developed and distributed
- ☐ Signs include information on penalties and public reporting channels
- ☐ Compliance checklists created for enforcement officers
- ☐ Standard operating procedures (SOPs) for enforcement systems (for example, monitoring system, public complaint system) developed
- ☐ Standardized citation forms available

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ANNEX 2

Guide for developing and M&E plan

WHAT IT IS

A results chain logic model with suggested indicators and data sources.

HOW TO USE

Use for: designing country-level M&E systems, reporting to ministries or public.

Smoke-free law implementation M&E matrix

◉ **Core indicators:** essential for basic monitoring
○ **Additional indicators:** for enhanced assessment as capacity allows

Results level	Element 2. Robust implementation infrastructure	Element 3. Sustained public engagement	Element 4. Systematic enforcement operations
INPUTS Resources and activities	◉ Enforcement officer designation ◉ Standardized enforcement tool distribution ◉ Multisectoral coordination meetings ○ Budget allocation and utilization ○ Monitoring system functionality	◉ Public awareness campaigns conducted ○ Business guidance provision	◉ Officer training completion
OUTPUTS Products and services delivered		◉ Signage installation coverage ◉ Public complaint system utilization ○ Publication of enforcement updates	◉ Inspections conducted with approved tools
OUTCOMES Behaviour and compliance change		◉ Public complaint system responsiveness	◉ Violation detection and enforcement ◉ Repeat violation rate ○ Follow-up inspection rate ○ Targeted inspection effectiveness
	◉ Overall compliance rate ○ Compliance by venue type ○ Stakeholder feedback utilization		
IMPACT Long-term public health effects	◉ Second-hand smoke exposure reduction ○ Social norm change ○ Public support for smoke-free laws		

OUTPUT indicators *("What tangible products and services are being delivered?")*

COMPONENT	INDICATOR: DESCRIPTION ◉ Core ○ Additional	DATA SOURCE	FREQUENCY
Element 3. Sustained public engagement			
Signage installation coverage	◉ Proportion of inspected venues with signage including legal elements (location, visibility, fine amount, hotline, etc.)	Inspection reports	Quarterly
Public complaint system utilization	◉ Number of complaints submitted through public complaint system	Complaint system database	Monthly or quarterly
Publication of enforcement updates	○ Number of publications of enforcement statistics	Public reports	Quarterly
Element 4. Systematic enforcement operations			
Inspection conducted with approved tools	◉ Number of inspections conducted using officially approved inspection forms and following SOPs	Monitoring database (inspection logs, inspection reports)	Monthly

OUTCOME indicators *("What changes in behaviour and compliance are occurring?")*

COMPONENT	INDICATOR: DESCRIPTION ◉ Core ○ Additional	DATA SOURCE	FREQUENCY
Element 3. Sustained public engagement			
Public complaint system responsiveness	◉ Proportion of public complaints responded to within the designated time frame	Complaint system database	Monthly or quarterly
Element 4. Systematic enforcement operations			
Violation detection and enforcement	◉ Percentage of regular inspections that result in violations	Monitoring database (inspection report, fine issuance logs)	Monthly
Repeat violation rate	◉ Percentage of previously cited venues found non-compliant again	Monitoring database (inspection reports, fine issuance logs)	Quarterly
Follow-up inspection rate	○ Percentage of violations receiving follow-up verification	Monitoring database (inspection reports)	Quarterly
Targeted inspection effectiveness	○ Percentage of targeted inspections that result in violations	Monitoring database (inspection reports, fine issuance logs)	Quarterly
Overall:. Elements 2–4			
Overall compliance rate	◉ Proportion of venues found fully compliant (no smoking observed, signage present, no ashtrays, etc.)	Monitoring database (inspection reports)	Quarterly
Compliance by venue type	○ Compliance rates by venue category or location	Monitoring database (inspection reports, fine issuance logs)	Quarterly
Stakeholder feedback utilization	○ Whether systematic consultations with enforcement officers, business owners and civil society are conducted and documented insights are used to inform implementation improvements	Consultation records, meeting reports	Annually

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ANNEX 3

Timeline for implementation and enforcement

WHAT IT IS

A proposed phased timeline for planning enforcement rollout.

HOW TO USE

Use for: workplan development, coordinating across agencies, tracking milestone progress.



Annex 3. Timeline for smoke-free law implementation and enforcement

This suggested timeline provides a simple, phased approach to integrating the smoke-free law implementation framework to a country's implementation and enforcement work. It focuses on essential activities that form the foundation for effective implementation. Action points may be adapted based on the comprehensive framework elements, their specific context, existing infrastructure and resources.

Pre-enforcement phase (3–6 months before enforcement date)

Months 1–2: Assessment and foundation

- Conduct situational analysis using the Smoke-Free Law Implementation Checklist (Annex 1).
- Identify gaps across five elements of the smoke-free law implementation framework and prioritize components for addressing key gaps.
- Develop an implementation plan with clearly defined responsibilities and timelines.
- Secure necessary budget and resources for the implementation plan.
- Build stakeholder support and political commitment for the smoke-free enforcement.
- Collect baseline data on smoking behaviours (prevalence of tobacco use, and e-cigarette use if applicable, and exposure to second-hand smoke) and public attitudes (acceptance of smoking in public places and support for smoke-free laws) to assess the impact of the enforcement (pre-post analysis).

Months 3–4: Infrastructure development

- Develop enforcement tools (signage, inspection forms, standard operating procedures).
- Establish or activate multisectoral coordination mechanism.
- Set up monitoring system and public complaint channels.
- Train enforcement officers on legal requirements and enforcement procedures.
- Prepare educational materials with compliance guidance for businesses and premises owners.

Months 5–6: Public awareness launch

- Launch public awareness campaign explaining the law and its benefits.
- Distribute educational materials to businesses on compliance duties.
- Promote public complaint system and reporting channels.
- Collect baseline data on awareness and compliance.

Enforcement phase (months 1–6 after enforcement date)

Months 1–2: Enforcement launch

- Begin regular inspections focusing on education and warnings.
- Ensure "No Smoking" signs are displayed in all covered venues.
- Activate public complaint system.
- Start tracking core indicators for enforcement operations (inspections, violations, compliance).

Months 3–4: Full enforcement

- Transition from warnings to full penalty issuance for violations.
- Maintain regular inspection schedule with data collection.
- Conduct midterm review and adjust procedures based on experience.
- Continue public awareness activities.

Months 5–6: Targeted approach

- Analyse data from monitoring system on inspections, violations and compliance.
- Identify patterns of non-compliance and high-risk locations and times.
- Assess public complaint system effectiveness.
- Provide additional training where needed.

Sustainability phase (months 7–18)

Ongoing enforcement (beyond 18 months)

- Maintain routine enforcement in line with the enforcement strategy.
- Continue data collection and annual compliance reviews.
- Sustain public complaint system and awareness activities.
- Conduct population surveys on health outcomes and perception changes after smoke-free law implementation.
- Address any new or emerging challenges in smoke-free enforcement.
- Fully integrate smoke-free enforcement into existing regulatory systems.
- Establish sustainable funding mechanisms for enforcement activities.
- Maintain political support through regular reporting on achievements.

Adaptation guidance

This timeline should be customized based on:

- the scope and comprehensiveness of existing smoke-free laws
- available infrastructures and political support
- public awareness levels and cultural factors
- existing enforcement capacity.

In a resource-limited context, time frames may be extended, or the framework can be implemented in phases, prioritizing high-impact components first. Leveraging existing infrastructure or engaging civil society organizations, where appropriate, can help address resource limitations.

Putting the guide into practice

01 Review the **framework** against your current smoke-free law and identify gaps in each of the five elements.

02 Use **Annex 1** (checklist) to conduct a rapid implementation readiness self-assessment.

03 Develop or update your M&E plan using **Annex 2** and the suggested indicators.

04 Map your enforcement planning against the phased timeline in **Annex 3**.

05 Engage your inter-agency coordinating body to assign element leads and agree on enforcement priorities.

Beyond smoke-free laws: a framework for implementation and enforcement

What this framework does:

- Highlights the systems needed to support policy implementation
- Provides a structured way to identify implementation and enforcement gaps
- Supports planning, monitoring and continuous improvement

Potential applicability across NCD prevention policies:

- Other tobacco control laws
  - E-cigarette bans
  - Marketing bans
- Alcohol policies
  - Availability restrictions
  - Marketing restrictions
- Food policies
  - Marketing restrictions
- Other NCD prevention measures

Thank you.

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