MAKING THE CASE
A PARLIAMENT MAGAZINE SPECIAL SUPPLEMENT ON SWEDISH SMOKELESS TOBACCO
“There is little question that, in general, smokeless tobacco products are less harmful than combusted tobacco products such as cigarettes” World Health Organisation (WHO) study group on tobacco product regulation

“For every snus user who takes up smoking, four smokers quit smoking by using snus” Swedish national public health survey (Folkhälsorapporten), 2005

“The risk of adverse effects associated with snus use is lower than that associated with smoking, overall by an estimated 90 per cent” J. Britton, R. Edwards, The Lancet, 2008

“Snus is not a gateway to smoking” European commission’s scientific committee on emerging and newly identified health risks, 2008

“The conclusion that people who use only smokeless tobacco products have lower overall risks for disease and premature mortality than cigarette smokers can be reached with a high degree of confidence.” WHO
Making the case

Removing the EU’s ban on snus could have many positive health and economic benefits for Europe and its citizens

The Swedish Food Federation and Swedish Food Workers’ Union are usually antagonists, arguing against one another on most topics. This supplement from the Parliament Magazine is a unique collaboration between organisations that rarely see eye-to-eye. It covers an issue of great importance to us, our members, policymakers and most Swedes. It is about snus. You may be aware that snus is banned for sale in the EU, except for Sweden, and it is the tobacco products directive that governs this ban. The key question is whether there are sufficient arguments in favour of maintaining the ban on snus when revising the directive. A ban that excludes one product from being sold on the internal market, while at the same time keeping all other products in its category unregulated is clearly discriminatory, and violates the internal market.

What makes even less sense is that this product is recognised by the scientific community as a contributing factor to Sweden’s record low smoking rates among men, the highest consuming group, and the record low incidence of tobacco related morbidity and mortality. A raft of scientific studies suggests that the use of snus brings no more than a fraction of the dangers associated with cigarettes. That alone should be enough to interest those in favour of reducing tobacco dangers associated with cigarettes. That alone should be enough to interest those in favour of reducing tobacco

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From seed to pouch

Skyler Speed explains the process of snus manufacture, from tobacco leaves to finished product

1. Snus is a moist powder tobacco product that is placed in the mouth. Typically a small pouch filled with snus is placed under the upper lip. The nicotine is then absorbed by the gum similar to chewing tobacco.

2. Snus production starts with the tobacco leaves. During the growing process, the farmers are restricted in their use of pesticides, and the snus tobacco can only be grown in soil which has a favourable chemical composition in order to decrease levels of unwanted substances. After harvest, the tobacco is air cured. Air curing the leaves, instead of using fire or smoke, provides a raw material which is low in bacteria and toxicants. When the air dried tobacco arrives in the factory, it is ground into fine grains.

3. The grains are blended and stored in a silo. After weighing the tobacco it is mixed with water and salt. The snus mix is heat treated to eliminate impurities, also known as ‘sweating’, cooled and then additional ingredients, such as flavours are added.
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Behind the Process | Snus

Henrik Jakobsson and Cecilia Kindstrand propose an alternative to the EU’s snus ban

Snus is a very serious issue to the Swedes. Without the exemption of snus that was granted to Sweden in the accession treaty, it is likely we would not have joined the EU. The ban is to many Swedes a clear violation of internal market principles. It is inexplicable to them that a Swedish traditional product considered by many as one of the least harmful tobacco products in the world is subject to the ultimate restriction on the internal market. This view is supported by the Swedish government, a majority in the Swedish parliament and numerous citizens and representatives of civil society.

The Swedish solution to the current situation is actually very straightforward. The proposal is to replace the current ban on snus with product regulation for smokeless tobacco based on consumer safety and solid science. Today, there is no EU regulation for smoke-free products, leaving consumers unclear as to what exactly they put in their mouth.

All snus producers, big and small, Swedish and Danish, are supportive of the Swedish government’s approach. We know that we can bring a low-level nitrosamine quality tobacco product to the EU market manufactured with premium tobacco and superior ingredients, sourced from many different parts of the EU and the world. We believe that our own industry standard can serve as inspiration for how to regulate smokeless products in Europe.

We look forward to the legislative proposal and expect that it will be based on scientific evidence and an understanding of how the current situation distorts the internal market. That is the role of the regulator.

Henrik Jakobsson is CEO and founder of Gotlandssnus
Cecilia Kindstrand is director of public affairs for Swedish Match

The packaged snus is then stored in a refrigerated area for several days before being sent to stores. The refrigeration is important for the snus to ripen further for optimal flavouring and to keep unwanted toxicants at a minimum.

Snus pouches on the other hand are more difficult to package and requires more complex equipment. Each portion is measured and poured into a long cylinder of the pouch material before the ends are clamped, sealed and cut. The portions are packed into plastic cans, sealed, weighed, labelled and packed in rolls. Portion snus is packaged in plastic food approved cans.

Once the snus is quality checked, it is ready to be packaged. The right weight amount of loose snus is placed into cans by machines, and then sealed. The sealed cans are then labelled and packed into rolls and wrapped in plastic. Loose snus is packaged in paraffin coated paperboard cans and the lids are made of polypropylene plastic. The packaging material is food approved.

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means of pleasure have differentiated throughout time. In the Nordic society, pleasure was limited to food, alcohol and sex up until the end of the middle ages. With the birth of the modern man during the renaissance starts the individual era that brings with it another form of indulgence. Pleasure now becomes a private affair bringing new customs to the Nordic countries. Among these, tobacco, cocoa, tea and coffee were introduced to the wider society. These new habits were quickly absorbed in large parts of society, indifferent to culture, social class or gender.

Tobacco has been present in the Nordic countries since the early 17th century. At this time, Finland was part of the kingdom of Sweden and had been since the 14th century. Tobacco use spread so quickly that the Swedish governor general in Finland Per Brahe, complained in a letter to Queen Christina’s regency in 1638 that “There is hardly a woman or man to be found who does not both snuff and smoke tobacco morning, noon and night.”

Initially, tobacco was smoked, chewed or inhaled through the nose. Oral snus, in a form similar to today's product and so not chewed, was introduced during the 19th century. The pasteurisation process, used to manufacture snus today, was introduced around 1820. This process was necessary to keep the product fresh when delivered from the manufacturers to consumers in remote parts of the country. It was during the 18th century that the tobacco industry got a foothold in Nordic society and that snus became a natural part of production, alongside smoking and chewing tobacco products.

When the industrial period started around the 1870s, it coincided with a vast growth of population and years of crop failure resulting in people moving to cities in search of a better life. Many people moved to cities, but many northerners also immigrated to the US, taking with them few belongings but a baggage of transitions and culture, including their tobacco habits. At this time,

“...The pasteurisation process, used to manufacture snus today, was introduced around 1820...

the production of Swedish snus grew in all the Nordic countries and along with it the consumption of snus. Other tobacco products such as chewing tobacco and the popular smoking tobacco declined in Denmark, Norway, Sweden and Finland until the early to mid-20th century. The increase in consumption then peaked in the early 20th century. After world war two, the snus habit had declined in favour of cigarette use. At this point, the cigarette was the synonym for modern times and a new society, while snus was looked upon as a rural tradition for old men.

It was only when the first reports on the hazards of cigarette smoking reached the general population that the interest for snus grew again. The improvements that were later made to the product such as pouches and white products started a change in snus consumption. Snus became more socially accepted as a substitute for smoking. The fact that having the tobacco in pouches under the upper lip did not represent a need to spit has in Sweden proven a successful substitute to smoking.

Jeanette Danielsson is museum director of the tobacco and Match museum, Stockholm

Guy Björklund is museum director of Jakobstad’s museum
Science versus sense
The resignation of, and allegations against, John Dalli have helped to ensure that the snus ban will remain upheld, writes Christopher Snowdon

The resignation of John Dalli from his post as EU health commissioner is only the latest strange episode in the tangled story of the Swedish smokeless tobacco product, snus. A little background information is required. In the 1980s, a health scare about ‘Skoal Bandits’ saw anti-smoking groups in the UK and Ireland campaign to close a loophole which allowed oral tobacco to be sold to children. With action against cigarettes hitherto limited to gradual tax rises and advertising restrictions, campaigners seized the opportunity to flex their regulatory muscles and it soon became a crusade to ban the product entirely. The UK did so in 1989, at which point the European economic community (as it was then) complained about the lack of market harmonisation and introduced its own ban three years later, which it justified on the basis that such products were assumed to increase the risk of mouth cancer.

Skoal Bandits consisted of tobacco in a small, teabag-like pouch which was placed under the top lip. In Scandinavia such products are known as ‘snus’. There was little resistance to the ban on this form of tobacco because the existing customer base was extremely small. As one anti-tobacco campaigner said at the time, “Prohibition is only feasible if relatively few people use a product.” However, when Sweden joined the EU in 1995, it was granted an exemption from the ban because Swedes have been using snus for centuries.

Subsequent research has shown that snus does not cause mouth cancer, and in 1999 the EU took the unprecedented step of removing the ‘causes cancer’ warning from snus packaging because “scientific opinion no longer supports a strong warning”. The Swedish exemption makes a mockery of the original ‘market harmonisation’ argument and the scientific evidence undermines the health argument. There is no doubt that some forms of oral tobacco, such as chewing tobacco, increase the risk of mouth cancer, but these remain legal while snus is banned. In what Britain’s royal college of physicians calls a “perverse regulatory imbalance”, the most dangerous tobacco products – including, of course, cigarettes – are readily available, but it is a crime to sell snus in the EU except in Sweden.

Not only is snus vastly less hazardous than cigarettes, but it is also an effective stop-smoking aid which has helped Sweden achieve a smoking rate that is less than half.
Given €60m. A subsequent European anti-fraud office investigation concluded that there was sufficient evidence that Dalli was aware of the approach to justify his dismissal.

Events took a still more peculiar turn when the Smokefree partnership, an anti-smoking umbrella group, claimed to have had its Brussels office broken into and strongly implied—without a shred of evidence—that the hand of ‘big tobacco’ was behind the burglary. Meanwhile, Dalli has claimed to be the victim of some sort of conspiracy, an argument which cuts no ice with commission president José Manuel Barroso, who dismissed his accusations as “incomprehensible” and asked his former charge to “behave with integrity”.

The chances of the European commission orchestrating a pro-tobacco conspiracy are about as small as a Swedish snus company orchestrating a Watergate-style burglary, but the hysteria in Brussels has made a repeal of the snus ban still less likely. Anti-smoking groups have taken a considerable risk in rallying around a man who has been sacked on corruption charges. Time will tell whether they have ended up supporting a criminal enterprise. Meanwhile, as the Smokefree partnership continues its perverse support of a product that creates no smoke, Sweden enjoys the lowest rate of lung cancer—and, as it happens, one of the lowest rates of mouth cancer—in Europe. Strange days indeed.

“Sweden enjoys the lowest rate of lung cancer—and, as it happens, one of the lowest rates of mouth cancer—in Europe”

Christopher Snowdon is author of The art of suppression—Pleasure, panic and prohibition since 1800

The EU average. Britain’s royal college of physicians, Action on smoking and health, the American association of public health physicians and various other health groups have called for the EU ban to be overturned. Even some of those who campaigned for the ban on Skoal Bandits have since changed their mind in the light of new evidence, but they have faced resistance from hard-liners in the anti-smoking movement who are anxious to maintain one of the world’s few prohibitions of a tobacco product. The manufacturers of nicotine gums and patches are also keen to maintain their monopoly on the smoking cessation market and have lobbied for the ban to be not only upheld, but extended to all smokeless tobacco.

Former health commissioner John Dalli’s portfolio included a new tobacco products directive which allowed scope for lifting the snus ban. It is alleged that Dalli met with the snus company Swedish Match and said that, regardless of the scientific evidence, it would be “political suicide” to re-legalise the product. He then allegedly left the room and an associate offered to repeal the snus ban if...
Looking at the evidence

The first task of the new commissioner should be to get to the bottom of what happened in DG Sanco, argues Christian Engström

The resignation of European health commissioner John Dalli after allegations of corruption, has put the spotlight on the handling of the tobacco products directive, which the commission’s DG Sanco was about to present.

Although the directive is not yet public, it is widely known that it will contain a continued ban on the Swedish smoke free tobacco product snus, and possibly even technical rules that in practice would ban snus in Sweden as well, despite the fact that Sweden got a permanent exception from the ban on snus as a precondition for joining the EU at all. This is an issue that Swedish citizens care passionately about.

Snus is a traditional product that has been manufactured and sold in Sweden for 200 years. It has helped many Swedes to either stop smoking completely, or at least reduce their smoking significantly (including myself). Snus is almost certainly a contributing factor to the fact that smoking prevalence in Sweden among men is the lowest in the EU. Nobody claims that snus is healthy in itself, but it is undisputed that it is very much less dangerous than the cigarettes it replaces.

The information that the draft directive contains the snus ban has raised the question of what scientific data this (and other) recommendations are based on. The allegation is that Dalli, or somebody close to him, was offering to change the recommendation on snus for a €60m bribe.

If the commission can demonstrate clearly that whatever recommendations are in the draft directive are indeed based on facts and solid scientific data, then this will obviously weaken the allegation that the outcome was meant to be decided by bribes. If this is the case, more transparency by the commission will help Dalli in his efforts to clear his name, while at the same time acting to restore confidence in the commission as a whole after the Dalli affair.

But if DG Sanco cannot produce solid scientific studies to back up their recommendations, this will put a very dark cloud over the entire health and consumers directorate general that Dalli was in charge of until he resigned.

If this is the case, European commission president José Manuel Barroso must do a reshuffle and appoint one of the senior commissioners as the head of the health and consumer directorate general.

The first task of the new commissioner would then be to get to the bottom of what has happened in DG Sanco under Dalli, and whether the draft tobacco products directive needs to be revised before the draft can be formally presented to the parliament.

“If DG Sanco cannot produce solid scientific studies to back up their recommendations, this will put a very dark cloud over the entire health and consumers directorate general”

The new commissioner would have to be somebody senior within the commission to demonstrate that the executive body is taking its reputation seriously, and that Barroso can act decisively to straighten out any question marks that may hang over his commission.

As a member of the European parliament, I have submitted a written question to DG Sanco asking what scientific evidence they are basing the ban on snus on. If DG Sanco turns out to be unable or unwilling to answer that question, it will be an indication that it is time for Barroso to act decisively.

Christian Engström is a member of the European parliament’s internal market and consumer protection committee.
The issue of snus points out the absurdities of some of the policies of this union. It is the least harmful tobacco product on the market today, but it is the only one completely banned in the EU. No irrefutable link between snus and cancer has been established. Snus is the most common – and most successful – method for quitting smoking in Sweden. Furthermore, it should be obvious that smoking something releases much more amounts of toxins than keeping it resting in your mouth, because of the higher temperature and the fact that you inhale it into your lungs. And of course, there is no such thing as passive snusing.

Swedes consume the same amount of tobacco as any other EU country, but because we’re snusing instead of smoking, we have the lowest lung cancer rate in all of the union. Back home, it is more or less impossible to explain why snus is banned. Snus may be a small political issue, but in Sweden it has become a symbol, a kind of caricature of how Brussels works. People see the grand speeches of treaties and visions, and at the same time they see fingers pointed at themselves. At their different lifestyles and at their choices, be those virtues or vices.

But why is snus banned? It is a complicated question, loaded with stakeholders, ignorance and tradition. A few years back, cigarette companies were the loudest antagonists of snus. Today, it is the pharmaceutical industry, which view snus as competition, since it is a more effective smoking cessation product than their chewing gums and patches. By many politicians, it is viewed as a possible gateway product to cigarettes, despite most studies supporting the opposite conclusion.

And in the end it comes down to a technicality. In Brussels, you can buy products almost identical to snus, such as traditional Makla or Gutka, consumed mostly among immigrant communities. Identical, except for their high levels of dangerous nitrosamines and, subjectively I might add, their bad taste. But those are classed as chewing tobacco, even though it should be clear, when you see those products, that no one chews it. You stick it under your lip, just as you do with snus. Internal market problem, anyone? All smokeless tobacco products should be treated equally in the single market. That is how we do things, this is the foundation of the European Union. So this is clearly an irregularity in conflict with the spirit of the treaty.

But why introduce a new tobacco product to the market, you might ask? We have our hands full with the legal ones as it is. The answer is obvious: if people switched over to snus, we would have a sharp reduction in tobacco-related injuries, including lung cancer and respiratory diseases. Therefore, I am convinced that snus should be considered as a realistic and effective way to reduce both smoking rates and smoking-related injuries and deaths. At least, Europeans should be given this choice. Even if people don’t switch, even if such an attempt doesn’t deliver any results in the end, it doesn’t hurt anyone.

Christofer Fjellner is a member of the European parliament’s international trade committee
Market forces?

Banning snus in the EU, while allowing more harmful tobacco products to be sold undermines the working of the internal market, argues Jarosław Leszek Wałęsa

A well-functioning internal market is paramount for the success of the European Union and only when we have fully achieved that can we compete in an ever more globalised world. We can all agree that it is the principle of free movement of goods, services, people and capital which is the foundation for past, present and future economic growth. Europe needs more of the internal market, not less. But, as you may be aware, too often the principles of an internal market are set aside due to national interests or political prejudice.

“The current ban is arbitrary, disproportionate, unjustified and violates the principles of the internal market”

Oral tobacco has been banned in the EU since 1992. According to current legislation, European citizens are allowed to smoke or chew tobacco, but they are not allowed to place it in their mouths. There is one exception to this rule on the internal market, and that is Sweden, which was given a permanent derogation when they joined the EU in 1995 for their traditional product snus, referred to as oral tobacco in EU law and terminology.

The European commission is currently reviewing this directive and is expected to present a new proposal for European tobacco legislation towards the end of the year. There is no science supporting the idea that snus is so detrimental to health that a ban on the product is justified. On the contrary, snus has had significant benefits to Swedish public health. The fact that tobacco consumers have had a choice to consume a significantly less dangerous tobacco product has led to Sweden having the lowest rate of tobacco-related diseases in the entire EU. But with this fact in mind, the mere idea of banning a product on the internal market when other more dangerous ones are available does not make any sense, and it undermines the core concept of having an internal market.

The ban is likely to be aimed at avoiding new groups from entering into this category of tobacco. But the current regulation is clearly very discriminatory; the most hazardous form of tobacco is widely available, and the most dangerous forms of smoke free tobacco, which are Asian and African products, remain freely available on the EU market. The ban also removes the free choice of the European citizens to select a significantly less dangerous tobacco product than those available today.

Furthermore, the regulation of tobacco products on the European level must, as its key objective, assist the functioning of the internal market. If the EU’s main focus is the completion of the internal market, it is difficult to understand how banning one product from the market will advance this objective.

Another important issue in this context is that EU measures need to be proportionate. No EU action shall exceed what is necessary to achieve an objective, in this case to complete the internal market. Treating different products in the same category cannot be seen as proportionate under any circumstances.

Any proposal that suggests a new or sustained ban on a product needs to have a clear rationalisation for it that demonstrates beyond any doubts that this is a justified approach. I cannot see any sense in this kind of regulation and my conclusion is that the current ban is arbitrary, disproportionate, unjustified and violates the principles of the internal market. And even worse, it erodes the foundation of our future growth.

Jarosław Leszek Wałęsa is a substitute member of the European parliament’s international trade committee
Missing the mark

Bendt Bendtsen says the EU’s ban on snus is weakening the internal market, damaging proportionality, and compromising the health of European citizens

Bendt Bendtsen

snus MEP comment

Missing the mark

Bendt Bendtsen says the EU’s ban on snus is weakening the internal market, damaging proportionality, and compromising the health of European citizens

Formed health commissioner John Dalli’s exit may not be indicative of formal wrongdoing. It does, however, reveal some of the desperation caused by Dalli’s prohibition-like crusade on smokeless tobacco, which is bound to do greater damage than good to the principle of proportionality, the internal market and the health of ordinary Europeans.

A given policy should never exceed the bounds of a specific problem. This is the essence of the principle of proportionality in EU law-making. The proposed ban on all smokeless tobacco is not proportional to the health risks attached to the use of tobacco for at least two reasons.

First, there is a huge difference in the chemical composition of smokeless tobacco products. Some products have very low levels of nitrosamines, like Swedish snus. Other smokeless tobacco products from Asia and Africa have levels approaching those of cigarettes. A WHO report from 2008 concluded that “it would be scientifically inappropriate to consider smokeless tobacco as a single product for the purposes of estimating risk or setting policies”. Instead of banning an entire category, EU regulations should set standards for toxin levels and rules for compliance.

Second, the use of products like Swedish snus poses substantially lower health risks compared to the risks of smoking cigarettes. With an estimated 107 million smokers in the EU, any alternative and incitement to quitting cigarettes should be encouraged, not banned. An examination from 2009 on the smoking cessation of Norwegian men shows that approximately 25 per cent of the smokers who used snus as a remedy to quit smoking succeeded. Only 10 per cent of those who used the pharmaceutical nicotine gum were able to quit, and even fewer with plasters. Upholding a ban on smokeless tobacco is also disproportionate to the provisions of the internal market, allowing for increased competition and specialisation. Banning smokeless tobacco in 26 member states while allowing the production and retail of snus in Sweden, which has a treaty-based exception, is contrary to market logic. In Denmark, upholding the ban would at best mean that Danish producers, among the biggest in Europe, simply sell their snus elsewhere. Increased black market trade is also to be expected. At worst, a ban combined with trade restrictions could close down small, local producers, eliminating up to 100 jobs immediately and preventing many more from being created in future.

Former commissioner Dalli’s ultimate vision was a smoke-free EU by 2050. This goal remains commendable. Many suggested amendments to the current regulation are positive steps in the right direction, including requirements for cigarette packaging and appearance. In reviewing the tobacco products directive, however, the commission would do both potential ex-smokers and the internal market a favour by relying on facts rather than ideology when it comes to smokeless tobacco. The current review simply misses the mark.

Swedish snus, and similar smokeless tobacco products, should be subject to tight regulation, not a ban. Use of smokeless tobacco does not expose others to health hazards like passive smoking and may ultimately have a positive effect on the commission’s goal of a smoke-free Europe. Finally, the EU cannot afford to kill more jobs and SMEs. Let us hope that the new health commissioner assumes a less dogmatic, more pragmatic approach to the review of the tobacco products directive.

Bendt Bendtsen is a member of the European parliament’s industry, research and energy committee.

“With an estimated 107 million smokers in the EU, any alternative and incitement to quitting cigarettes should be encouraged, not banned”
The replacement of cigarettes by snus has been the most typical pattern of use in Norway, and the availability of snus may have been beneficial to public health. In Norway, snus has always been allowed to compete with cigarettes for market share and this country represents an interesting case in which to study transitions between the two products. The Norwegian institute of alcohol and drug research, a government entity answerable to the ministry of health and care services, has published a series of studies illustrating the “Norwegian experience”.

At the moment, close to 30 per cent of the nicotine in Norway is sold as snus, a market share increasing from below five per cent in 1985. In the same period, the prevalence of smokers among men has decreased from close to half to approximately 30 per cent, while the prevalence of snus users has increased from five per cent to 20 per cent. Snus has played a significant role in smoking cessation among established smokers, and has probably also reduced smoking initiation among the youth. Snus is reported by ever-smokers to be the most preferred method for quitting, and former smokers make up the largest segment of Norwegian snus users. The quit rate for smoking is consistently observed to be higher for snus users than for smokers who have no experience of the use of snus. Moreover, those using snus are more likely to have quit smoking completely, or considerably reduced their cigarette smoking, than users of medicinal smoking cessation products. The superiority of snus as a smoking cessation aid occurs despite the fact that users of medicinal nicotine products have a greater tendency to use additional methods for quitting smoking, which would normally increase the probability of a positive result. Snus is a more ‘solitary’ method, and appears convenient for Norwegian smokers, who for some reason do not want to make use of the nicotine gum or patch. The combination of usage and efficacy suggests a higher efficiency for snus than medicinal nicotine as a smoking cessation aid.

However, use of snus as a method for quitting smoking has for many resulted in continued use after the attempt to quit. Such prolonged use of snus has not only occurred among those who quit smoking, but also among smokers who have only managed to reduce their cigarette consumption – dual use. Information on the prevalence and complexity of dual use of snus and cigarettes is an essential input into simulation models designed to estimate net effects on public health resulting from the availability of snus. The increase in snus use among men in Norway has not been matched by an increase in dual use – below seven per cent. The typical pattern of dual use is a daily use of one product paired with occasional use of the other. Cigarette consumption among dual users is 40 per cent lower compared to exclusive smokers, and there is no evidence that dual use lessens plans to quit smoking. Smoking cessation is a widespread motive for additional snus use, suggesting that dual use might be regarded as a transient phenomenon – leading to exclusive use of snus or freedom from tobacco altogether. Availability of snus may lead to use among people who would not otherwise have used a tobacco product, or lead to snus use by ex-smokers who quit using other means. Any public health impact from this is likely to have been offset by the substantial numbers of Norwegian smokers who have switched from cigarettes to snus.

Karl E. Lund is research director at the Norwegian institute for alcohol and drug research.

“Snus is reported by ever-smokers to be the most preferred method for quitting”
No smoke without fire?

The EU’s ban on snus doesn’t just affect Sweden, but also has knock on effects for many countries along the Baltic Sea, argues Elisabeth Nauclér

The use of the tobacco product snus has longstanding traditions in Sweden, the Åland Islands, as well as in some parts of Finland. Why this tobacco product is viewed differently from other tobacco products is difficult to understand, but it is a fact that snus was banned in an EU directive in 1992. It was therefore quite obvious that Sweden would seek for a derogation from the directive in the accession negotiations. Why all the areas where snus is traditionally used were not covered by the derogation in the accession process is also difficult to understand.

What is most difficult to understand, however, is that this system is allowed to have severe implications on the economy in the area, as well as discriminatory effects on the shipping business without any measures been taken to remedy the situation. As the shipping companies on the Baltic Sea are employing workers from different countries adjoining this section of water – who are paying taxes not only to different states, but also to the municipalities where they are benefiting from the local services – the effects are felt not only by the shipping industry, but by local authorities and individual employees. It is perceived as very unfair that the EU has put in place a ban on selling snus that has led to such huge consequences, and it is hard to believe that this was the intention when the directive was introduced or when Sweden was granted an exemption.

A cornerstone of Europe’s single market is free and non-discriminatory competition. The commission should, where appropriate, take into account regional and local aspects. In the case of purchasing snus on vessels commuting in the Baltic Sea, the way the commission has acted can only be viewed as completely the opposite.

The legal interpretation of the European commission in 2008 that only Swedish vessels in Swedish territorial waters are allowed to purchase snus made no sense to the shipping industry, and consequently two vessels sailing under Åland’s flag shifted to the Swedish flag, with disproportionate consequences for the municipalities in question, and for the workers, leading to knock on effects for the whole of the Åland islands’ society. The so-called territorial water principles, where the same rule applies to all vessels in Swedish territorial waters, and the same rule applies to all vessels outside Swedish territorial water seems to be the only correct principle from a legal point of view. The present interpretation is simply unacceptable as there is no reasoning behind it, and it definitely does not foster sound and fair competition. It is of utmost importance that the commission clarifies the tobacco products directive in a way that can be justified to all affected parties. Deeply viewed as being very unfair, people do not understand why a tobacco product traditionally only used in this area is viewed as different from a health perspective as tobacco products used in other areas. It simply makes no sense to the person on the street, and results in citizens losing their respect for the legislation and is damaging for the overall image of the European Union.

When Finland acceded to the EU, a special protocol was agreed for the accession of the Åland islands. According to an article in the protocol the aim of the derogation is to maintain a viable local economy in the islands. The way the ban of purchasing snus has been interpreted and carried out has had consequences for the Åland islands’ fragile economy in direct opposition to the intention of this protocol. It is time for the commission to rectify these mistakes before further damage is done to the current Nobel peace prize laureate, the EU.

Elisabeth Nauclér is a member of the Finnish parliament representing the Åland islands.
You snus, you lose?

Many snus users face difficulties of high dispatch costs, overzealous customs authorities and a lack of easily accessible information, writes Gernot Reichert

It is very difficult to buy snus in German-speaking areas because of the EU ban. As well as the high costs of searching for reliable vendors there is also the problem of high dispatch costs and the added difficulty of the complicated legal situation surrounding this product. As a blogger, I know that many "snusers" have problems buying snus. In fact it would be impossible to buy without the internet. It would be very expensive to fly to Sweden every month to buy tobacco. The online shops help with this, or at least most of them do. There are more of these shops online than I can count. The price range of the same brands of snus vary from €3 to €6. A boring search through the shops is unavoidable. When you do at last find a reliable and cheap supplier most shops still add on dispatch costs of between €6 and €15. The dispatch costs are only charged shortly before dispatch of the payment. On average it is true to say that a box of snus comes to about €7 including dispatch costs.

"Who wants to be branded a criminal just for using snus?"

Many “snusers”, particularly in Germany, are more likely to have problems with customs. Customs confiscate snus deliveries again and again although the quantity ordered is within the law. The legal position is a problem for many “snusers” as the sale of snus can incur a penalty. Therefore, this rules out making a collective order to save on dispatch costs. Another problem is that people do not know about snus and think it is a drug. Who wants to be branded a criminal just for using snus? There are many internet forums which give differing advice about obtaining snus. Many members are well informed, whether about tobacco and its consequences on health or the law. People exchange views about new shops and new types of snus are recommended. It might seem unbelievable to many people in Sweden but users posting images of new types of snus are met with huge waves of enthusiasm. Immediately people want to know where the user bought this type. If the answer is “I bought it in Sweden”, there is a feeling of anticlimax when people realise therefore that this new type will not be obtainable so quickly.

In the German-speaking media, snus is often considered to be a doping agent which causes cancer. The Swiss ice hockey team is currently running a campaign “No snus in ice hockey”. The campaign is something of a witch hunt and, like many medical reports, is out of date. There is little information to be found about snus unless you speak English. A high affinity with the internet is a prerequisite in order to experience anything about snus at all. In fact, we could go so far as to say that without the internet, there would be no snus in central Europe. Most users obtain their information from Swedish acquaintances and English books. Social media platforms make the obtaining of information easier. It saves long hours of reading in snus forums.

The buying conditions for snus differ between Sweden and the anti-sinus countries. One prefers moist snus and the other white snus, it is just a question of taste. However, the price is the most decisive factor as the choice is still quite small at the moment. Snus has featured a lot in the media in the last few months. Currently we are very optimistic that snus will soon be obtainable legally. As the motto goes, ‘hope springs eternal’.

Gernot Reichert is an independent blogger for www.snuseuropa.com and user of snus.

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Directive action

The revision of the EU’s tobacco products directive must be based on the principles of transparency and scientific fact, write Ewa Bjorling and Maria Larsson

Recently, John Dalli resigned as European commissioner for health and consumer policy following suspicion of corruption in connection with the preparation of the tobacco products directive. Olaf, the EU’s antifraud office, published a report which led European commission president José Manuel Barroso to call for Dalli’s resignation. There are currently numerous rumours in circulation regarding these events.

Because of the closed decision making process within the commission, it is difficult for us to assess the accuracy of various pieces of information. However, we are keen that the EU’s efforts to develop the tobacco products directive do not come to a standstill, but continue according to plan. We are therefore sending a joint letter to the commission requesting that it ensures that the plan is followed through. It is naturally very serious if confidence in the EU is undermined by suspicions of corruption. It is therefore important that work proceeds in a transparent fashion.

The proposed new tobacco products directive should focus on a high level of public health protection, while maintaining the internal market principles of free movement. One way of reconciling these two perspectives is to introduce uniform and responsible product regulation on tobacco at European level. This is a proposal Sweden has repeatedly presented to the commission and the council. We have proposed that the commission should look at the World Health Organisation (WHO) target values for different substances present in tobacco.

From a public health perspective, it would be wise not to allow products that contain harmful substances in excess of the limits established by WHO. Snus manufactured in Sweden does not exceed these limits.

In addition to setting limits for harmful substances, our product regulation proposal includes regulations on hygiene and the prohibition of harmful additives.

It is now time to revisit the work on the revision of the tobacco products directive, taking account of the scientific facts and research findings, and reporting openly on the work.

Consumers across the EU need uniform product regulation and access to information about the content of tobacco products. The proposal for a new tobacco products directive must benefit public health and free trade in the EU.

Ewa Bjorling is Sweden’s trade minister

Maria Larsson is Sweden’s children and the elderly minister
Better than cure

Brad Rodu asks why the EU insists on banning a product that could prevent hundreds of thousands of tobacco related deaths

Imagine this news story: ‘As Sweden celebrates the 53rd anniversary of the seat belt as a standard accessory in Volvos, the European commission restated its support for a seatbelt ban in all other EU countries’. Former EU health commissioner John Dalli said, “All opposition in Sweden is led by the Karolinska Institute (KI), which has documented rare fatalities among those wearing the devices. Automobiles are dangerous; seat belts have not been proven to make cars safer and may promote riskier driving.”

Today, this story is unimaginable. Seat belts are a proven harm reduction measure, preventing deaths and injuries from auto accidents. Why does the commission embrace seat belts and still ban another proven Swedish harm reduction measure, snus?

Snus is a 200-year old tobacco product. When placed in the mouth it delivers nicotine and tobacco satisfaction, like cigarettes, but without the smoke. Nicotine is not the major cause of any disease; it is no more harmful than caffeine, which is also addictive but safely consumed in coffee, tea and cola drinks.

What’s more, smoke kills. In contrast, Swedish studies show that snus has minuscule health risks that are barely measurable with modern epidemiological tools. This applies even to mouth cancer, for which snus poses virtually no risk, in fact the EU removed the cancer warning on snus packages in 2001. For 50 years, men in Sweden have smoked less and used more smokeless tobacco than in any other developed country, resulting in the lowest rates of lung cancer, indeed of all smoking-related deaths. The Swedish snus experience is not only about men, increasing numbers of Swedish women are now using spit-free, socially acceptable snus products too.

The EU ban on vastly safer snus is contributing to smokers’ deaths. In a published study, I found that if EU men smoked at the Swedish rate, 274,000 smoking-attributable deaths would be avoided every year. The EU ban is largely based on health risks identified in KI studies, which have also had a profound impact on tobacco regulation around the globe. These studies have obvious technical problems and contradictions that I have documented in medical journals. The KI refused to respond to or resolve them. Three years ago, I asked the researchers for access to their data so that their findings could be validated. My request was refused, despite the fact that KI had shared research data with other investigators. Scientific results must be open to challenges in order to determine their accuracy and integrity.

It is a tragedy that the ban on snus is based on exaggerated or fictitious health risks that mask the true harm reduction value of this product.

EU tobacco experts wrote in 2003, “Through the [snus] ban, the EU is actively preventing smokers having access to a product at least 90 per cent less dangerous than cigarettes, but that is clearly an effective substitute for at least some people (and for many people in Sweden). It is important to consider where the EU draws its moral (and legal) authority to make such life-or-death choices on behalf of its citizens, especially as, on the basis of Swedish evidence, it appears to be making the wrong choices.”

Almost 10 years later, EU smokers are still facing avoidable deaths. It is inhumane for the commission to continue to deny them the tobacco equivalent of seat belts.

“For 50 years, men in Sweden have smoked less and used more smokeless tobacco than in any other developed country, resulting in the lowest rates of lung cancer, indeed of all smoking-related deaths”

Brad Rodu is holder of the endowed chair in tobacco harm reduction research at the university of Louisville’s James Graham Brown cancer center.
A viable alternative

Swedish snus can make a significant contribution to ensuring a high level of health protection across the rest of Europe, writes Lars Ramström

The revision of the EU’s tobacco products directive raises some issues regarding smokeless tobacco products (STPs). In the directive those oral STPs that are kept in the mouth (snus) are called ‘oral tobacco’, while those oral STPs that are chewed in the mouth are called ‘other STPs’.

Some ‘other STP’ products are very harmful to people’s health and are causing increasing concerns in the UK, but are allowed under the current directive. Snus, is not much more harmful than medicinal nicotine products, substantially less harmful than most ‘other STPs’ and dramatically less harmful than cigarettes, yet this product is banned in the EU outside Sweden.

To reach its goal of ‘a high level of health protection’, the revised directive should meet two objectives with respect to STPs. It must protect citizens from products that carry severe health risks and give them access to all products that can help minimise those risks. Both these objectives can be met by a product regulation based on scientific evidence regarding levels of health risks as suggested by organisations such as the WHO’s TobReg committee and the UK’s royal college of physicians. This would remove some ‘other STPs’ from the market while making Swedish snus available.

As a product used in the mouth, snus cannot entail any risks for respiratory disease or lung cancer. Studies in Sweden indicate that there is no excess risk of oral cancer either, and these findings are confirmed by the fact that Swedish men, with a record high prevalence of snus use, have Europe’s lowest incidence of oral cancer. As far as cardiovascular disease is concerned, studies in Sweden have compared risks between current ‘snus-users’ and ‘never snus-users’ finding an overall risk ratio of 1.08, which proves neither increased nor decreased risk in snus-users. Snus users’ lower morbidity and mortality is not only a benefit for health per se, it also means that snus users cause substantially fewer social costs in healthcare and loss of productivity than smokers.

Concerns have been raised about the introduction of snus on the market and the negative effects it might have on public health, despite the well recognised benefits for individual health. These concerns are based on more or less plausible assumptions rather than actual evidence. However, solid scientific evidence does exist from research in Sweden and Norway, but many snus opponents have avoided taking notice of that. The research findings indicate that, contrary to occurring concerns, young people who start using snus are less likely than others to start smoking, and the few snus-starters who do start smoking are more likely than average to eventually quit. Daily smokers who take up snus use become substantially more likely to quit daily smoking (86 per cent vs 60 per cent) and almost half of those who have switched from cigarettes to snus eventually quit snus as well. In addition, very few people (1.7 per cent of males, 0.2 per cent of females) pursue daily dual use, which further demonstrates that smokers’ uptake of snus use does not interfere with their incentives to quit smoking. The research also showed that snus users’ nicotine...
Lars Ramström is founder of the Swedish institute for tobacco studies. Snus uptake is similar to that of smokers, while their nicotine dependence is deemed to be weaker due to slower nicotine delivery from snus. Furthermore, among men, snus is the most commonly used smoking cessation aid (used in 51 per cent of all self-help quit attempts, compared to 16 per cent for nicotine chewing gum and 12 per cent for nicotine patches), with those using snus as smoking cessation aids having almost double the success rates as those using medicinal nicotine aids. The above scientific findings indicate that snus use in Sweden has contributed to beneficial effects on public health, and has been recognised by the EU’s scientific committee on emerging and newly identified health risks.

“Snus use in Sweden has contributed to beneficial effects on public health, and has been recognised by the EU’s scientific committee on emerging and newly identified health risks”

Data from 2001/2002 ITS/FSI study (Ramström & Foulds, Tobacco Control, 2006)

Source: FSI/ITS survey 2003-2006

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outcome of latest attempt to quit smoking by type of cessation aid used

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Source: FSI/ITS survey 2003-2006
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Boys in Sweden: Initiation of daily tobacco use

- Snus use
- Smoking
- None

Sweden’s last 50 years’ of increasing initiation of snus use among boys has been accompanied by an increase of the proportion of boys who do not initiate any tobacco use. This, in combination with the predominantly male use of snus as an effective cessation aid, appears to explain why Swedish men have lower tobacco related mortality than men in any other EU member state, while Swedish women, with less snus use, do not hold a similar position.

The last few decades’ development of snus-use in Norway, and the last few years’ development in the US, suggests that widespread use of snus is highly possible in countries other than Sweden.

In the long term, a favourable development like Sweden’s could be possible in other EU member states, provided that the revised directive secures availability and that truthful public information is disseminated on a large scale.

Lars Ramström is founder of the Swedish institute for tobacco studies.
More harm than good?

Swedish health statistics show the EU’s snus ban is limiting Europe’s ability to defend the health of its citizens as well as distorting the internal market.

Skyler Speed reports

The banning of any tobacco product would seem a logical decision to benefit public health, but the real world situation is more complicated than that. According to health statistics in Sweden, the smokeless tobacco snus has actually proved to have health benefits, such as decreasing the incidence of lung cancer mortalities dropping to below 20 per cent – the lowest in Europe – and could potentially do the same for the rest of the EU. A closer look at the ban on snus products can illustrate various reasons why snus is not a problem, but a solution.

According to supporters of lifting the ban, the health facts and science regarding snus are widely overlooked. Snus has been proven to be far less dangerous than smoking when considering various types of diseases, including oral, pancreatic, cardiovascular and respiratory cancer. Sweden, the only country to have accessibility to snus in the EU, has the lowest smoking rate, as well as the lowest lung, lip, oral, and pharynx cancer rates. The product could therefore have positive benefits for decreasing smoking related deaths in the rest of the EU. Supporters and producers of snus ask why a person is denied the use of a harm-reducing product. If someone wants to quit smoking for their own health, they should have the right to purchase a product that will help them achieve this – similar to how nicotine patches are used. The fact that the proportion of male smokers in Sweden fell dramatically from 40 per cent to just 15 per cent in less than three decades is cited as evidence that snus is beneficial to smokers.

The issues of ethics and consumer rights are also topics for debate regarding snus products. For snus supporters and producers, the EU ban is unlawful and violates the EU’s legal principles. First, the ban on snus is discriminatory because it targets one product unfairly. If more dangerous smokeless tobaccos are on the market, such as African and Asian tobaccos, why is snus prohibited from being sold? Statements from the World Health Organisation (WHO) study group on tobacco regulation support this argument, saying, “Among the smokeless tobacco products on the market, products with low levels of nitrosamines, such as Swedish snus, are considerably less hazardous than cigarettes” WHO

Finally, the EU’s internal market is negatively affected and the snus ban is contradictory to the principles of the free market. Revoking the ban on snus would improve the internal market by opening avenues in harm reduction, leading to business opportunities that could create jobs and prove to be beneficial to the fragile eurozone economy.

Supporters, producers, and some tobacco scientists are convinced the evidence is undeniable; the ban on snus does more harm than good to consumers and Europe’s economic possibilities. They call for the lifting of the ban to be achieved immediately, as they believe this will bring many positive results for citizens, businesses and health systems alike.
Today, Swedish snus is the only tobacco product that is not permitted for sale on the EU’s internal market. Should snus be made available like other tobacco products, the market could be significant, not only for the Swedish snus manufacturers, but also for the increased job opportunities and the substantial revenue it would create within the entire value chain. This growth would result in more job opportunities, which when looking at the current economic climate, Europe is in acute need of.

The snus producers in Sweden have for many years worked hard to meet the increasing demand for snus in Sweden, Norway and the US over the past 10 years. The larger EU market however, remains closed to Swedish snus, despite science having cleared the product of the health claims, that at the time were used to ban the product from the internal market. Already in 2001, when the last revision of the tobacco products directive took place, the EU decided to abolish the cancer warning.

“A conservative estimate would be that over a 10-year period, five per cent of today’s smokers would switch to snus, which would allow five million Europeans access to a less harmful alternative”

A conservative estimate would be that over a 10-year period, five per cent of today’s smokers would switch to snus, which would allow five million Europeans access to a less harmful alternative. This can, however, only be a calculated guess based on what a possible snus consumption pattern would look like in the European Union.

A conservative estimate would be that over a 10-year period, five per cent of today’s smokers would switch to snus, which would allow five million Europeans access to a less harmful alternative. These potential new consumers would contribute to a substantial increase in tax revenue for governments, as well as retail income and the creation of new jobs throughout the supply chain. As a result, when looking at the snus retail sector alone, annual taxes would amount to €1.6bn, gross profits for the sector would be an estimated €0.6bn and employment of snus sales would be 20,000 persons, with a majority working in the service store category.

Conservative estimates from the Swedish foodworkers union indicate that should snus be given fair treatment in the EU, over 2000 excellent quality jobs could be created, and that is only taking job growth in the manufacturing industry into account. Additional job opportunities would eventually be created throughout the supply chain, starting from the seed with the tobacco growers, via the suppliers, all the way through to the retail sector. And as is the case in Sweden, snus could possibly be of particular importance to smaller retailers. This would be especially important in view of the small scale of tobacco retailing in many EU countries.

Should the Swedish tobacco consumption pattern be exported to the rest of Europe, then many smokers who otherwise would not be able to quit, will be provided with a proven less harmful alternative, namely Swedish snus. This can, however, only be a calculated guess based on what a possible snus consumption pattern would look like in the European Union.

The conservatively calculated positive benefit to the union’s economy seems to be quite substantial. It would be equally beneficial to evaluate the potential benefits to the EU’s health costs and the health benefits to the population as a whole.

Pauli Kristiansson is national officer for the Swedish foodworkers union.
European citizens, organisations and economic actors must be able to trust that legislation suggested by the European commission, and voted upon by the European parliament and the European council, serves its purpose and is developed according to the highest standards. This must also be the case for the legal framework that will regulate snus in the future.

In 2004, the European Court of Justice ruled that the ban on snus, as outlined in the current directive, was justified. They argued that the scientific evidence at hand in the last review process justified the ban. That was over 10 years ago. The world has moved on, and so has the science on snus. It is clear that science no longer supports the current ban on snus. Swedish snus should be assessed on what is known today, not on outdated information from the last review process.

When Swedish snus stands trial in the tobacco products directive process, it would be wise not to forget the stated objectives of the review: to facilitate the functioning of the internal market and decrease tobacco related morbidity and mortality. The current ban on snus is creating distortions in the internal market. It hampers economic activity, resulting in missed opportunities for many other enterprises and nations than just the snus manufacturers and Sweden. It creates clear distortion in the Baltic Sea between shipping companies from different EU member states, which is frankly unacceptable in the internal market. It creates losses in jobs in Sweden, but also in the entire value chain.

In today’s globalised economy, economic stakeholders are affected, both in the EU and outside. For the sake of showing that the lawmaking process in the EU has integrity, and that the principles of the internal market are honoured, the new directive must address the distortive effects that the current ban has on the internal market.

From a scientific perspective, removing the current ban is an obvious step. There is overwhelming scientific evidence that shows that snus consumption brings much lower risk compared to other available tobacco products on the European internal market.

This evidence is supported by public health statistics from Sweden, where tobacco related morbidity and mortality is at a record low among men. Barring European citizens in other member states from access to a scientifically established low-risk product prompts questions about the ethical merits of the ban. For the sake of showing that the lawmaking process in the EU has integrity and that laws are underpinned by scientific evidence, the new directive must assess all available scientific evidence on snus and regulate the product according to this science.

It is not good lawmaking to ban a product on the internal market just because it is not free from harm. If that would be the guiding principle, there would not be many products left to produce and sell on the internal market. What this revision should put in place is the regulatory framework for all smokeless products that is long overdue. This product regulation should be based on science, with consumer safety as its guiding light. After all, if the new tobacco products directive wants to meet the objectives identified by the European commission at the outset of the review, both the science and the internal market aspects must be addressed, which is what tobacco regulation should be all about. We do not see how replacing the current ban with a comprehensive product regulation contradicts either of these ambitions.

The current ban on snus is creating distortions on the internal market

“Ban the ban”

The EU should replace the snus ban with comprehensive product regulation based on scientific evidence, write Marie Söderqvist and Hans-Olof Nilsson

Marie Söderqvist is director general of the Swedish Food Federation
Hans-Olof Nilsson is chair of the Swedish Worker’s Union
“The consumer who rejects (or cannot achieve) abstinence but will use a product that reduces risk by 90 per cent should not be prevented from making that preferred choice.”

“The Swedish experience with snus among men has been positive, and its results are worth attempting to replicate elsewhere” W. Hall, C. Gartner, Public health, 2009

“Smokeless tobacco is about 99 per cent less harmful than smoking” Carl V Phillips, university of Alberta, school of public health

“If smokers are unaware of the difference in risk between the two products they are obviously unlikely to switch from cigarettes to smokeless tobacco to reduce their risk” Phillips, CV, Wang, C and Guenzel B., BMC public health, 2005

“Use of low-nitrosamine smokeless products is clearly substantially less harmful than tobacco smoking” J. Britton, R. Edwards, The Lancet, 2008
Treat snus fair!

The Swedish Food Federation (Li) is the trade and employers’ federation for the food industry in Sweden. Its role is to foster growth, profitability and competitiveness of its 850 members. Therefore, the federation is involved in Swedish and European industrial policy and in market issues.

The Swedish Food Federation represents all kinds of companies in the food industry, from small, local companies to large, international concerns. The Swedish Food Federation is a member of the Confederation of Swedish Enterprise as well as Food and Drink Europe.

The Swedish Food Federation advocates for fair and evidence based regulation in all areas. In this respect, snus should be granted a fair treatment in line with the principles of the European Internal Market.

Treat snus fair!

We are the bakers and the butchers. We make the sausages and the cheeses. We brew the beers and make the snus.

We are the 30,000 members of the Swedish Food Workers’ Union. We are the people who feed the Swedes and we want to share our products with Europe. Snus is a Swedish traditional smoke free tobacco product.

We demand fair treatment of snus, we want to export it as others are allowed to export their tobacco products.