

## Targeted stakeholder consultation on the implementation of an EU system for traceability and security features pursuant to Articles 15 and 16 of the Tobacco Products Directive 2014/40/EU

Fields marked with \* are mandatory.

This is a targeted stakeholder consultation. The purpose of this consultation is to seek comments from stakeholders:

- directly affected by the upcoming implementation of an EU system for traceability and security features pursuant to Articles 15 and 16 of the new Tobacco Products Directive (Directive 2014/40/EU), or
- considering to have special expertise in the relevant areas.

In the Commission's assessment, the following stakeholders, including their respective associations, are expected to be directly affected:

1. manufacturers of finished tobacco products,
2. wholesalers and distributors of finished tobacco products,
3. providers of solutions for operating traceability and security features systems,
4. governmental and non-governmental organisations active in the area of tobacco control and fight against illicit trade.

Not directly affected are retailers and upstream suppliers of tobacco manufacturers (except the solution providers mentioned in point 3 above).

The basis for the consultation is the Final Report to the European Commission's Consumers, Health and Food Executive Agency (CHAFAEA) in response to tender n° EAHC/2013/Health/11 concerning the provision of an analysis and feasibility assessment regarding EU systems for tracking and tracing of tobacco products and for security features (hereafter the Feasibility Study). The Feasibility Study was published on 7 May 2015 and is available at [http://ec.europa.eu/health/tobacco/docs/2015\\_tpd\\_tracking\\_tracing\\_frep\\_en.pdf](http://ec.europa.eu/health/tobacco/docs/2015_tpd_tracking_tracing_frep_en.pdf). The interested stakeholders are advised to review the Feasibility Study before responding to this consultation.

The comments received in the course of this consultation will be an input to the further implementation work on a future EU system for traceability and security features. In particular, the comments will be taken into account in a follow-up study.

Stakeholders are invited to submit their comments on this consultation at the following web-address <https://ec.europa.eu/eusurvey/runner/trace> until 31 July 2015. The web-based survey consists of closed and open questions. For open questions stakeholders will be asked to provide comments up to the limit of characters indicated in the question or to upload (a) separate document(s) in PDF format up to the limit of total number of standard A4 pages (an average of 400 words per page) indicated in the question. Submissions should be - where possible - in English. For a corporate group one single reply should be prepared. For responses from governmental organisations, which are not representing a national position, it should be explained why the responding body is directly affected by the envisaged measures.

The information received will be treated in accordance with Regulation 45/2001 on the protection of individuals with regard to the processing of personal data by the Community (please consult the [privacy statement](#)). Participants in the consultation are asked not to upload personal data of individuals.

The replies to the consultation will be published on the Commission's website. In this light no confidential information should be provided. If there is a need to provide certain information on a confidential basis, contact should be made with the Commission at the following email address: [SANTE-D4-SOHO-and-TOBACCO-CONTROL@ec.europa.eu](mailto:SANTE-D4-SOHO-and-TOBACCO-CONTROL@ec.europa.eu) with a reference in the email title: "Confidential information concerning targeted stakeholder consultation on the implementation of an EU system for traceability and security features". A meaningful non-confidential version of the confidential information should be submitted at the web-address.

Answers that do not comply with the specifications cannot be considered.

## A. Respondent details

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\*A.1. Stakeholder's main activity:

- a) Manufacturer of tobacco products destined for consumers (finished tobacco products)
- b) Operator involved in the supply chain of finished tobacco products (excluding retail)
- c) Provider of solutions
- d) Governmental organisation
- e) NGO
- f) Other

\*A.1.e. Please specify:

- i) NGO active in the area of fight against illicit trade of tobacco products
- ii) Other

**\*A.1.e.ii. If other, please specify**

*Text of 1 to 800 characters will be accepted*

Cigar Rights of America serves as the sole voice of premium cigar consumers in the United States of America on matters of legislative and regulatory concern, with a membership that spans all 50 states. In addition, CRA members include professional retail tobacconists and dot "Main Street America," and serve as an historic and social component of the community fabric for those who enjoy premium cigars. CRA also represents over 60 diverse artisan producers of hand-made premium cigars. This part of the CRA coalition ranges from those that conduct business on an international scale, to the single proprietorship craftsman. The coalition also includes the entire spectrum of the supply chain, including distributors, growers, mail-order

**\*A.2. Contact details (organisation's name, address, email, telephone number, if applicable name of the ultimate parent company or organisation) - if possible, please do not include personal data**

*Text of 1 to 800 characters will be accepted*

Cigar Rights of America  
300 New Jersey Avenue, N.W.  
Suite 900  
Washington, DC 20001  
202-469-3444

**\*A.3. Please indicate if your organisation is registered in the Transparency Register of the European Commission (unless 1d):**

Yes  No

**\*A.4. Extract from the trade or other relevant registry confirming the activity listed under 1 and where necessary an English translation thereof.**

• [77b5bd8b-d351-4886-826d-c61ecbabf3a/CRA - VA Cert of Good Standing.pdf](#)

## **B. Options proposed in the Feasibility Study**

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B.1. Please rate the appropriateness of each option for tracking and tracing system set out in the Feasibility Study in terms of the criteria listed in the tables below

B.1.1. Option 1: an industry-operated solution, with direct marking on the production lines carried out by tobacco manufacturers (for further details on this option, please consult section 8.2 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

B.1.2. Option 2: a third party operated solution, with direct marking on the production lines carried out by a solution or service provider (for further details on this option, please consult section 8.3 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

B.1.3. Option 3: each Member State decides between Option 1 and 2 as to an entity responsible for direct marking (manufacture or third party) (for further details on this option, please consult section 8.4 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

B.1.4. Option 4: a unique identifier is integrated into the security feature and affixed in the same production process (for further details on this option, please consult section 8.5 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

B.1.5. Please upload any additional comments on the options referred to in question B.1 (max. 5 pages)

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B.2. Please rate the appropriateness of each option for security features set out in the Feasibility Study in terms of the criteria listed in the tables below



B.2.1. Option 1: a security feature using authentication technologies similar to a modern tax stamp  
 (for further details on this option, please consult section 9.2 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

B.2.2. Option 2: reduced semi-covert elements as compared to Option 1 (for further details on this option, please consult section 9.3 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
* Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
* Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>

B.2.3. Option 3: the fingerprinting technology is used for the semi-covert and covert levels of protection (for further details on this option, please consult section 9.4 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
* Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
* Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>

B.2.4. Option 4: security feature is integrated with unique identifier (see Option 4 for traceability)  
 (for further details on this option, please consult section 9.5 of the Feasibility Study)

	Appropriate	Somewhat appropriate	Neutral	Somewhat inappropriate	Inappropriate	No opinion
*Technical feasibility	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Interoperability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Ease of operation for users	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
*System integrity (e.g. low risk of manipulation)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Potential of reducing illicit trade	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for economic operators	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*Administrative/financial burden for public authorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>

B.2.5. Please upload any additional comments on the options referred to in question B.2 (max. 5 pages)

- **c82b743a-d6d6-4849-803b-f889b5361d42/B.2.5.docx**

## C. Cost-benefit analysis

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C.1. Do you agree with?

	Agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Disagree	No opinion
*The benefit analysis presented in section 11.3.1 of the Feasibility Study	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
*The cost analysis presented in section 11.3.2 of the Feasibility Study	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>

\*C.1.1. If you selected option "Disagree" or "Somewhat disagree" in the previous question, please upload your main reasons for disagreement (max. 5 pages)

• 1b8a8395-fe93-4857-8740-65246f24afe1/C.1.1.docx

## D. Additional questions

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**The questions in this section relate to different possible building blocks and modalities of the envisaged system (questions D.1, D.3, D.4, D.6, D.8, D.10, D.12, D.14 and D.16). When replying please take into account the overall appropriateness of individual solutions in terms of the criteria of technical feasibility, interoperability, ease of operation, system integrity, potential of reducing illicit trade, administrative/financial burden for economic stakeholders and administrative/financial burden for public authorities.**

\*D.1. Regarding the generation of a serialized unique identifier (for definition of a unique identifier, see Glossary in the Feasibility Study), which of the following solutions do you consider as appropriate (multiple answers possible)?

- a) A single standard provided by a relevant standardization body
- b) A public accreditation or similar system based on the minimum technical and interoperability requirements that allow for the parallel use of several standards;
- c) Another solution
- d) No opinion

\*D.1.c. Please explain your other solution

*Text of 1 to 800 characters will be accepted*

We do not believe that a unique identifier is necessary or justified at this time.

D.2. Please upload any additional comments relating to the rules for generation of a serialized unique identifier referred to in question D.1. above (max. 2 pages)

\*D.3. Regarding (a) data carrier(s) for a serialized unique identifier, which of the following solutions do you consider as appropriate (multiple answers possible)?

- a) Solution based on a single data carrier (e.g. 1D or 2D data carriers)
- b) Solution based on the minimum technical requirements that allow for the use of multiple data carriers;
- c) Another solution;
- d) No opinion

**\*D.3.c. Please explain your other solution**

*Text of 1 to 800 characters will be accepted*

We do not believe that a unique identifier is necessary, but if one is adopted, it should permit maximum flexibility.

**\*D.4. Regarding (a) data carrier(s) for a serialized unique identifier, which of the following solutions do you consider as appropriate (multiple answers possible)?**

- a) System only operating with machine readable codes;
- b) System operating both with machine and human readable codes;
- c) No opinion

**D.5. Please upload any additional comments relating to the options for (a) data carrier(s) for a serialized unique identifier referred to in questions D.3 and D.4 above (max. 2 pages)**

• **6cba5cb8-116a-499a-99b1-7a7aedf90a98/D 5. .docx**

**\*D.6. Regarding the physical placement of a serialized unique identifier, when should it happen (multiple answers possible)?**

- a) Before a pack/tin/pouch/item is folded/assembled and filled with products;
- b) After a pack/tin/pouch/item is folded/assembled and filled with products;
- c) No opinion

**D.7. Please upload any additional comments relating to the placement of a serialized unique identifier referred to in question D.6. above (max. 2 pages)**

• **cb461201-6763-4fc7-8bd5-517bc6311738/D.7.docx**



D.8. Which entity should be responsible for?

	Economic operator involved in the tobacco trade without specific supervision	Economic operator involved in the tobacco trade supervised by the third party auditor	Economic operator involved in the tobacco trade supervised by the authorities	Independent third party	No opinion
*Generating serialized unique identifiers	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Marking products with serialized unique identifiers on the production line	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Verifying if products are properly marked on the production line	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Scanning products upon dispatch from manufacturer's/importer's warehouse	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Scanning products upon receipt at distributor's/wholesaler's premises	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

*Scanning products upon dispatch from distributor's/wholesaler's premises	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
*Aggregation of products	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

D.9. In relation to question D.8. above, please specify any other measures that your organisation considers relevant

*Text of 1 to 1200 characters will be accepted*

\*D.10. Regarding the method of putting the security feature on the pack/tin/pouch/item, which of the following solutions do you consider as appropriate (multiple answers possible)?

- a) A security feature is affixed;
- b) A security feature is affixed and integrated with the tax stamps or national identification marks;
- c) A security feature is printed;
- d) A security feature is put on the pack/tin/pouch/item through a different method;
- e) No opinion

D.11. Please upload any additional comments relating to the method of putting the security feature on the pack referred to in question D.10 above (max. 2 pages)

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\*D.12. Regarding the independent data storage as envisaged in Article 15(8) of the TPD, which of the following solutions do you consider as appropriate (multiple answers possible)?

- a) A single centralised storage for all operators;
- b) An accreditation or similar system for multiple interoperable storages (e.g. organised per manufacturer or territory);
- c) Another solution
- d) No opinion

D.13. Please upload any additional comments relating to the independent data storage referred to in question D.12. above (max. 2 pages)

\*D.14. In your opinion which entity(ies) is/are well placed to develop reporting and query tools (multiple answers possible)?

- a) Provider of solutions to collect the data from the manufacturing and distribution chain;
- b) Provider of data storage services;
- c) Another entity
- d) No opinion

D.15. Please upload any additional comments relating to the development of reporting and query tools referred to in question D.14. above (max. 2 pages)

\*D.16. Do you consider that the overall integrity of a system for tracking and tracing would be improved if individual consumers were empowered to decode and verify a serialized unique identifier with mobile devices (e.g. smartphones)?

- a) Yes
- b) No
- c) No opinion

D.16.b. If no, please explain your considerations

*Text of 1 to 800 characters will be accepted*

This would be of little utility.

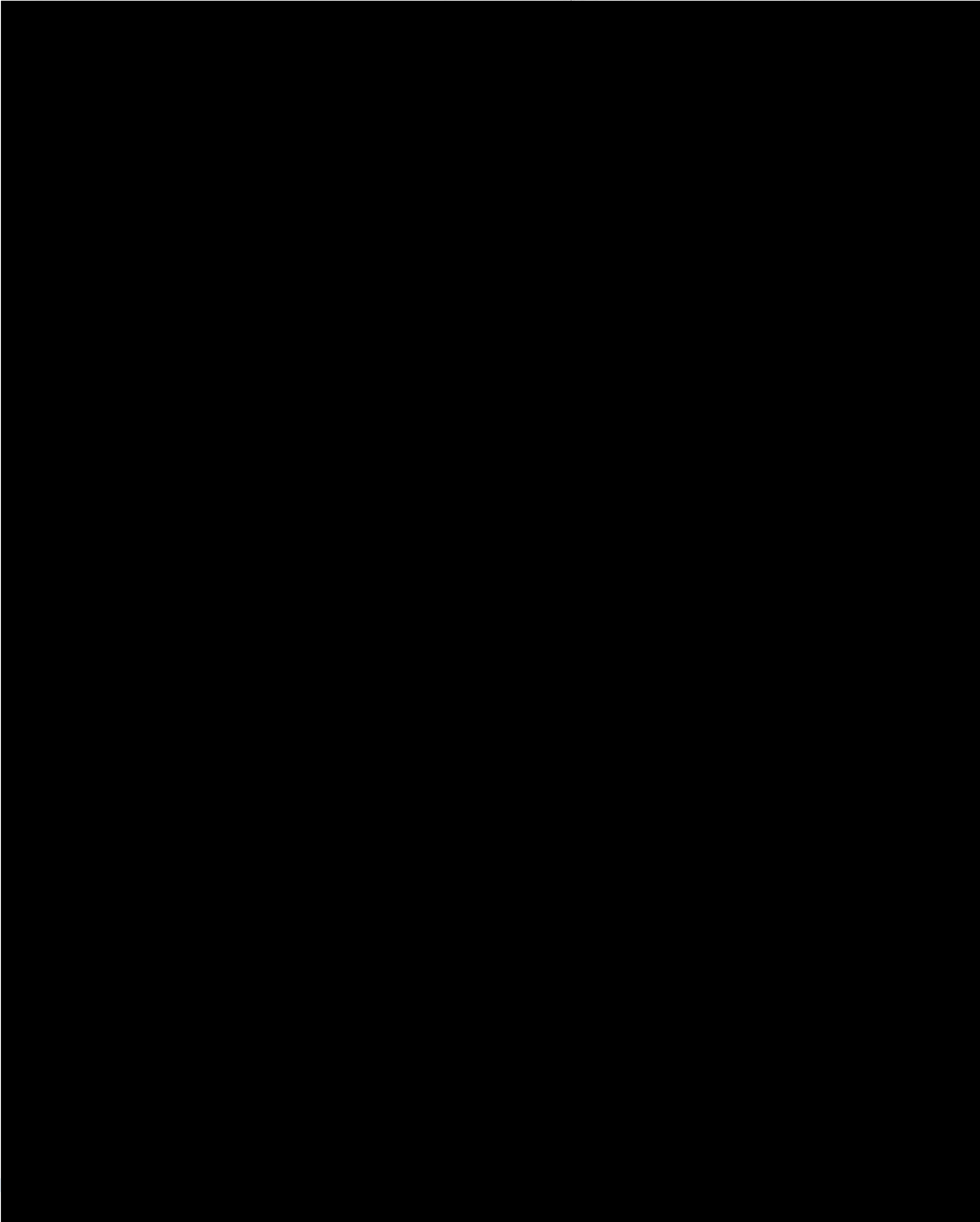
D.17. Please upload any additional comments on the subject of this consultation (max. 10 pages)

• **2a65a5bd-9f77-4257-8681-e219d4592921/D.17.docx**

## Contact

✉ [SANTE-D4-SOHO-and-TOBACCO-CONTROL@ec.europa.eu](mailto:SANTE-D4-SOHO-and-TOBACCO-CONTROL@ec.europa.eu)

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## **B.1.5 Response**

### ***There are no identified benefits to regulation***

This traceability regulation is being proposed to mitigate the illicit trade in cigars; however, there is no evidence that there is any significant illicit trade in these products. In June 2013 the European Commission published 'Stepping up the fight against cigarette smuggling and other forms of illicit trade in tobacco products: A comprehensive EU Strategy' (COM(2013) 324 final). Regarding illicit trade in tobacco products other than cigarettes, the Commission noted that, "The seizures reported by the Member States confirm that cigarettes constitute by far the biggest part of seizures of tobacco products, although some significant seizures of Hand Rolling Tobacco (HRT) were also recorded. Other tobacco product types do not appear in significant numbers." (paragraph 2.2). Also other, more recent publications such as the 'Fight against Fraud Annual Report 2013 (July 2014)', the 'Evaluation of the Hercule II Programme' by Ramboll Management Consulting A/S (May 2015) and the OLAF report 2014 (June 2015) do not contain any references to the existence of illicit trade in cigars.

Due to the fact that illicit trade in cigars is negligible /non-existent, we consider the 'potential of reducing illicit trade' in cigars in all four options to be 'inappropriate'. While there may be illicit trade in other tobacco products, this problem does not exist with respect to premium cigars. Thus, we believe that premium cigars should be exempted from this regulation. Without an identified problem, there are unlikely to be benefits from regulation.

### ***Costs to premium cigar manufacturers would be significant***

While we are not able to estimate the exact costs of the proposed rule, we believe them to be significant. The vast majority of premium cigar manufacturers are small businesses. While larger, more tobacco manufacturers might be able to easily absorb the proposed provisions' costs, premium manufacturers have lower revenues and are much less able to do so. Thus, we consider the 'administrative/financial' burden for cigar manufacturers to be 'inappropriate' in all four options. In its September 2010 final report, 'Assessing the Impacts of Revising the Tobacco Products Directive', RAND Europe calculated the labelling costs for the tobacco industry and concluded: 'It is important to note that whereas total costs accruing to cigarette manufacturers are much larger than those accruing to cigar manufacturers, the relative burden of compliance (e.g. costs per revenue) is much higher for cigar manufacturers as cigar manufacturers' brands are typically of much smaller quantities. Costs therefore fall on a much smaller number of units sold'. The same is true for the administrative/financial burden for cigar manufacturers in the case of the traceability and security feature pursuant to Article 15 and 16 of the tobacco products directive

All of the proposed alternatives involve significant costs without benefits.

For premium cigars packed by hand in wooden or cardboard boxes, it is absolutely necessary that there also exists the possibility to apply the unique code via label. It will not be possible to print a code on wooden boxes.

### ***There is almost no youth access to premium products***

We believe that there may be a desire to limit the smoking of tobacco products, particularly in youth. We wish to emphasize that there is almost no youth usage of

premium cigar products. In crafting its regulatory policy, the EU should take facts into account and provide an exemption for our products.

Our experience lies mostly within the United States, but we believe that the profile of smokers is similar in the EU. In the US, CDC data shows that youth access to cigars is already in statistically significant decline, and premium cigar products are likely to represent an almost totally insignificant portion of those figures. The overwhelming majority of cigars sold in the United States are mass-market products. For instance, in 2011, 281 million handmade cigars were imported into the US, as compared to nearly 3 billion that were machine made. That implies that, if minors smoked premium products at the same rate that they smoked mass-market products, youth usage in 2014 would be less than 1% of that 8.2%. In other words, if the CDC data broke out premium cigars as a category, we would expect that no more than 0.08% of high school students to have used premium products. But CRA believes that this would actually represent a dramatic overestimate because teens are not equally likely to select both products. For reasons that we will expound on, we believe that nearly all of the youth use in the cigar category is of mass-market brands.

Premium products are also not designed to appeal to youth. Premium cigars typically do not have a characterizing flavor, other than natural tobacco, and their packaging, sale, and marketing is not directed to minors. Other products are much more likely to have flavorings, which may be more attractive to youth, and some products have flavorings that seem clearly designed to target children and teens: cotton candy, grape, and similar sweet tastes. Often, these products have packaging and marketing that may also appeal more strongly to children: bright colors and fonts, et cetera. In addition, many some other tobacco products imitate cigarettes by using similar construction, size, and packaging. Youth smoke cigarettes at significantly higher rates than cigars, so these imitation-style products are also more likely to appeal to them.

While we strongly oppose youth use of tobacco products, as a practical matter, there is nearly no youth smoking problem than can be linked to premium cigars. On a proportional basis, the new data demonstrate that no more than 0.08% of high school students smoke premium cigars, and that figure is likely to be an overestimate, because premiums are less likely to appeal to this demographic than mass-market cigars. Further, these rates have been in significant decline since 2011. If the EU chooses to impose traceability requirements on tobacco products, the fact that youth access to premium cigars is nearly insignificant should be taken into account and weighted before any regulatory action is taken. Given these extremely low rates, premium cigars merit exemption from the rule.





### **B.1.5 Response**

#### ***There are no identified benefits to regulation***

This traceability regulation is being proposed to mitigate the illicit trade in cigars; however, there is no evidence that there is any significant illicit trade in these products. In June 2013 the European Commission published 'Stepping up the fight against cigarette smuggling and other forms of illicit trade in tobacco products: A comprehensive EU Strategy' (COM(2013) 324 final). Regarding illicit trade in tobacco products other than cigarettes, the Commission noted that, "The seizures reported by the Member States confirm that cigarettes constitute by far the biggest part of seizures of tobacco products, although some significant seizures of Hand Rolling Tobacco (HRT) were also recorded. Other tobacco product types do not appear in significant numbers." (paragraph 2.2). Also other, more recent publications such as the 'Fight against Fraud Annual Report 2013 (July 2014), the 'Evaluation of the Hercule II Programme' by Ramboll Management Consulting A/S (May 2015) and the OLAF report 2014 (June 2015) do not contain any references to the existence of illicit trade in cigars.

Due to the fact that illicit trade in cigars is negligible /non-existent, we consider the 'potential of reducing illicit trade' in cigars in all four options to be 'inappropriate'. While there may be illicit trade in other tobacco products, this problem does not exist with respect to premium cigars. Thus, we believe that premium cigars should be exempted from this regulation. Without an identified problem, there are unlikely to be benefits from regulation.

#### ***Costs to premium cigar manufacturers would be significant***

While we are not able to estimate the exact costs of the proposed rule, we believe them to be significant. The vast majority of premium cigar manufacturers are small businesses. While larger, more tobacco manufacturers might be able to easily absorb the proposed provisions' costs, premium manufacturers have lower revenues and are much less able to do so. Thus, we consider the 'administrative/financial' burden for cigar manufacturers to be 'inappropriate' in all four options. In its September 2010 final report, 'Assessing the Impacts of Revising the Tobacco Products Directive', RAND Europe calculated the labelling costs for the tobacco industry and concluded: 'It is important to note that whereas total costs accruing to cigarette manufacturers are much larger than those accruing to cigar manufacturers, the relative burden of compliance (e.g. costs per revenue) is much higher for cigar manufacturers as cigar manufacturers' brands are typically of much smaller quantities. Costs therefore fall on a much smaller number of units sold'. The same is true for the administrative/financial burden for cigar manufacturers in the case of the traceability and security feature pursuant to Article 15 and 16 of the tobacco products directive

All of the proposed alternatives involve significant costs without benefits.

For premium cigars packed by hand in wooden or cardboard boxes, it is absolutely necessary that there also exists the possibility to apply the unique code via label. It will not be possible to print a code on wooden boxes.

#### ***There is almost no youth access to premium products***

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premium cigar products. In crafting its regulatory policy, the EU should take facts into account and provide an exemption for our products.

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### **C.1.1 Response**

We disagree with the 'benefit analysis' presented in section 11.3.1 of the Feasibility Study. According to this paragraph, 'the four solution options for both traceability and security features are designed to address most of the issues identified in the problem statement'. As stated above, illicit trade in cigars is negligible / non-existent, i.e. no benefits will be achieved by applying an EU system for traceability and security features pursuant to Article 15 and 16 of the tobacco products directive to cigars. The feasibility study fails to adequately present any problem with premium cigars that needs to be solved.

We also disagree with the 'cost analysis' presented in section 11.3.2 of the Feasibility Study. In its September 2010 final report 'Assessing the Impacts of Revising the Tobacco Products Directive', RAND Europe calculated the labelling costs for the tobacco industry and concluded: 'It is important to note that whereas total costs accruing to cigarette manufacturers are much larger than those accruing to cigar manufacturers, the relative burden of compliance (e.g. costs per revenue) is much higher for cigar manufacturers as cigar manufacturers' brands are typically of much smaller quantities. Costs therefore fall on a much smaller number of units sold'. The same is true for the costs for cigar manufacturers in the case of traceability and security feature requirements.

In our view the impact of the traceability and security feature, requirements should be assessed following the Commission's Better Regulation Agenda, on the basis of which impact assessments are conducted throughout the legislative process, not just when the Commission prepares its proposal. An ad hoc and independent technical panel should be set and should analyse whether Articles 15 and 16 are practical to implement and avoid disproportionate costs for the cigar sector.

Until such time, it is not appropriate to impose significant costs on premium cigar manufacturers without any identified benefits.

## **D.5 Response**

For premium cigars packed by hand in wooden or cardboard boxes, it is absolutely necessary that there exists also the possibility to apply the unique code via label. It will not be possible to print a code on wooden boxes.

## **D.7 Response**

For premium cigars packed by hand in wooden or cardboard boxes, it is absolutely necessary that there exists also the possibility to apply the unique code via label. It will not be possible to print a code on wooden boxes.

Cigars are packed in metal tins, cardboard shoulder boxes and wooden boxes unlike at other companies (like STG) cardboard shell & slide packs or plastic packs by hand. Cigars in wooden boxes are packed manually. The packed cigars are put on (a) pallet(s) till the batch is finished. The pallet(s) may be stored in the warehouse for a couple of days, weeks or months, until it is known to which country the cigars will be sold.

The packed cigars are manually taken from the pallet and manually finished.

It is proposed to define the date and place of manufacturing as the moment when the consumer packs are finished with the health warning labels, tax stamp and EAN-code label, and also physically place the unique identifier at that moment in time.

### **D.11 Response**

For premium cigars packed by hand in wooden or cardboard boxes, it is absolutely necessary that there exists also the possibility to apply the unique code via label. It will not be possible to print a code on wooden boxes.

### **D.17 Response**

As stated above, there is no evidence that there is significant illicit trade in premium cigars. Therefore, we do not believe that setting standards allowing individual consumers to decode tracking information would provide additional benefits. Even if there were significant illicit trade in these products, it is not clear that there are any scenarios under which individual consumers would find this information useful.