

EXTERNAL AFFAIRS  
November 2025



# POSITIVE QUOTES

On Nicotine Pouches

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# GLOBAL

## Derek Yach

Former Executive Director for Noncommunicable Diseases and Mental Health:

**WHO should embrace tobacco harm reduction to save lives (*The Lancet*, April 2024)**

- “Tobacco harm reduction is integral to the FCTC definition of tobacco control, but it instead emphasises bans, prohibitions, and regulations that undermine access for millions of people to **safer alternative products**, such as electronic nicotine delivery devices and **nicotine pouches**. Some of these alternatives have marketing authorisations from the US Food and Drug Administration and the support of governments. Crucially, well over 120 million people use such alternatives and **they seem to improve quit attempts** compared with nicotine-replacement therapy.”

## Lynn T. Kozlowski

Professor of community health and health behavior and former dean for the School of Public Health and Health Professions, University at Buffalo:

**Nicotine Pouch Use Is on the Rise (*Think Global Health*, initiative by the Council on Foreign Relations in collaboration with the Institute for Health Metrics and Evaluation (IHME) at the University of Washington, financed by Bloomberg Philanthropies, July 2022)**

- “Circling back to nicotine pouches—they do not contain the toxic products from tobacco leaf or its combustion, and they do not involve inhalation into the lungs. While not “safe,” **nicotine pouches are one of the least harmful ways to ingest nicotine**. If cigarette smokers use the nicotine in pouches as a complete substitute for the nicotine in cigarettes to stop smoking, this would **greatly reduce the risks to their health from smoking**.”
- “Understanding that no tobacco or nicotine product is safe is appropriate. Consumers also need to understand that **inhaled smoke from cigarettes is much more dangerous than non-combusted products, including nicotine pouches**.”

Azzopardi et al. :

**Chemical characterization of tobacco-free “modern” oral nicotine pouches and their position on the toxicant and risk continuums (*Drugs and Chemical Toxicology*, May 2021)**

- “Across the product categories, NPs and NRTs had the lowest toxicant profiles and estimations of relative toxicant exposure. Based on the present chemical analysis and estimated exposure, use of NPs appears likely to expose users to lower levels of toxic compounds than Swedish snus, which is recognized to offer **reduced levels of harm than associated with tobacco smoking**. We conclude that NPs should be placed close to NRTs on the tobacco/nicotine product toxicant delivery continuum, although further studies will be needed to confirm this.”

# REGION 1

## East Asia and Australia

### New Zealand



#### Casey Castello

New Zealand Associate Health Minister

**Govt anti-smoking but 'not necessarily anti-nicotine' - associate minister (1News, September 2024)**

- "We want to stop the harm from smoking and achieve our Smokefree 2025 target. To do this we have to be anti-smoking, not necessarily anti-nicotine."
- "For a long time, we've accepted that using a safer form of **nicotine is an important tool in getting people on the pathway to stop smoking tobacco**. This is from nicotine patches through to vaping."

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### Australia



#### Alex Wodak

Director of the Australian Tobacco Harm Reduction Association (ATHRA)

**What are nicotine pouches? Are they safe to use, and why has the government banned them? (ABC news, February 2024)**

- "Why on earth is the most deadly option — cigarettes — available from 40,000 outlets, and [for] the safer options, smokers have to jump through hoops to get them? It should be the other way around,"
- "We should be nudging people who smoke to move from high risk to lowest risk, and we should also be nudging the producers and suppliers to move from high risk to low risk — it's absolutely insane that we're doing the opposite."

## REGION 2

### SSEA, CIS & MEA

#### Philippines



Harm reduction advocates in the Philippines celebrate US FDA marketing authorizations for Zyn nicotine pouches (*24 Share Update, February 2025*)

##### Adolph Ilas

Chairman of Consumer Choice Philippines

- “The U.S. FDA authorizing ZYN nicotine pouches is an encouraging development. It reinforces the **global recognition of smoke-free alternatives as viable harm reduction tools** that can provide Filipino smokers with better options to reduce health risks,” said Adolph Ilas, chairman of Consumer Choice Philippines.

##### Antonio Israel

President of the Nicotine Consumers Union of the Philippines

- “It’s a huge step in the right direction not just in the U.S. but globally. In the Philippines, this complements our Vape Law and builds on our existing harm reduction efforts, **giving adult smokers even more options to switch to something less harmful**,” said Antonio Israel, president of the Nicotine Consumers Union of the Philippines.”

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#### Bangladesh



##### Tim Andrews

Director of Consumer Issues at the Tholos Foundation

**Tholos Urges Bangladesh To Embrace Science and Harm Reduction (*Tholos Foundation, February 2025*)**

- “Bangladesh suffers over 100,000 preventable deaths due to smoking annually,” said Tim Andrews, Director of Consumer Issues at the Tholos Foundation. “Rather than reduce smoking mortality, any ban on smoking alternatives will exacerbate it... Over the past two decades, technological advancements have led to the development of lifesaving, reduced-risk alternatives. Studies have consistently shown that **[they] are significantly safer than traditional cigarettes and will save lives.**”
- “Providing smokers with a range of safer alternatives is critical to reducing smoking prevalence and its associated health risks. E-cigarettes, heated tobacco products, and **nicotine pouches offer unique benefits tailored to different user preferences maximizing the likelihood that smokers will find a solution that works for them, thereby increasing overall quit rates.**”
- “The proposed ban on non-cigarette nicotine products in Bangladesh is a well-intentioned but misguided public policy that risks doing more harm than good. By removing safer alternatives to combustible cigarettes, the ban would likely **drive smokers back to more harmful products, increase health disparities, and create**

a thriving black market. A more effective approach would be to embrace harm reduction strategies, regulate non-cigarette nicotine products responsibly, and educate the public about their relative risks.”

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## South Africa



### Kgosi Letlape

Co-founder of the Africa Harm Reduction Alliance

#### Kgosi Letlape Advocates for Harm Reduction (*Tobacco Reporter*, April 2024)

- “The problem with cigarettes lies in combustion, not nicotine itself. Non-combustible nicotine delivery methods significantly reduce harm. By choosing non-combustible options, individuals can mitigate risks associated with tobacco use.”

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## Ghana



### Prof. Michael J. Russell

#### Ghana’s roadmap to a safer future through Tobacco Harm Reduction: Reflections on the Lives Saved Report, Nigeria and Kenya (*Modern Ghana*, June 2025)

- As Prof. Michael J. Russell aptly put it, “People smoke for the nicotine but die from the tar.” The goal should not be to criminalise nicotine use, but to **provide scientifically substantiated safer alternatives that eliminate combustion**—the primary source of tobacco-related harm. Products such as **nicotine pouches**, heated tobacco products, and e-cigarettes (considered reduced-risk products) offer this opportunity and are already transforming public health landscapes in countries like Sweden, the United Kingdom, Japan and New Zealand.

# REGION 3

## Europe

### Austria/EU



#### Univ.-Prof. Dr. Bernhard-Michael Mayer

Professor of Pharmacology and Toxicology at the University of Graz

**Response to the consultation on the ban of nicotine pouches in the Netherlands (Consultatie Nicotineproducten zonder tabak) (*EUMonitor*, January 2022)**

- “The best option for smokers is quitting all nicotine products, but **smokers who are unable or unwilling to quit benefit from switching to alternative nicotine products**, which do not burn tobacco and expose users to substantially lower levels of toxicants than cigarette smoke.”
- “According to the concept of tobacco harm reduction, alternative nicotine products with reduced risk should be available to adult smokers who would otherwise continue to smoke. Youth use of nicotine pouches is non-existent in the Netherlands.
- “The **health risk of nicotine pouches is comparable to that of medicinal nicotine products.**”
- “Indeed, several recently published studies demonstrate that the health risks of nicotine pouches are by orders of magnitude lower than those posed by smoking and even lower than the minimal health risks posed by snus, a product that is widely accepted as a reduced risk product compared to continued smoking.
- “Nicotine contributes to the cigarette dependence of smokers via release of dopamine in the brain. The addictive potential of nicotine is strongly enhanced by other constituents of tobacco and tobacco smoke, which inhibit the breakdown of dopamine, resulting in a sustained increase of dopamine levels. This combined action of nicotine and other tobacco-related substances is absent when using nicotine pouches, **confirming the much lower addictive potential of tobacco-free nicotine products.**”
- “Moreover, the **morbidity and mortality of smokers are caused by inhalation of toxic combustion products but not by their dependence.** Therefore, discouraging smokers from using nicotine pouches by warning about nicotine addiction is unwarranted and misleading. The addictive potential of nicotine pouches does not justify the de facto ban on these products as proposed by the Dutch government”
- “Nicotine pouches **help adult smokers to transition from harmful smoking to a low-risk alternative to nicotine consumption.**”

## Germany



### **BfR, Germany: Health risk assessment of nicotine pouches (Updated BfR Opinion no. 023/2022, October 2022)**

- “For people who have not previously smoked or otherwise consumed nicotine, any form of nicotine consumption represents an increased risk to their health. Keeping this model of risk minimisation in mind, **switching from cigarettes to nicotine pouches could represent a reduction in health risks** for a person who smokes. However, measures should be taken to avoid that use of nicotine pouches leads to a higher nicotine intake compared with other products on the market.”

## United Kingdom



### **UK Committee on the Toxicity of Chemicals in Food, Consumer Products and the Environment: Statement on the bioavailability of nicotine from the use of oral nicotine pouches and assessment of the potential toxicological risk to users – First Draft (UK Gov, 2022)**

- “The use of oral nicotine pouches, as recommended by the manufacturer, as a replacement for CC smoking is likely to be associated with a **reduction in overall risk of adverse health effects**, although the magnitude of the decrease will depend on the effect in question. Use of oral nicotine pouches by nicotine-naïve users is likely to be associated with some adverse health effects to which the user would not otherwise have been subject, as a pharmacologically active dose is delivered. Concurrent use of oral nicotine pouches with CC smoking or other nicotine-containing products could increase and prolong nicotine exposure compared to a single source.”

### **ASH UK: ASH calls for swift legislation on nicotine pouches as new data shows surge in youth awareness (ASH UK, June 2025)**

#### **Hazel Cheeseman**

CEO of Action on Smoking and Health

- “**Nicotine pouches are very likely to be less harmful than smoking.** However, they must be properly regulated.”
- “While **nicotine pouches are less harmful than smoking**, there are currently no limits on the strength of nicotine contained in these products. Additionally, few controls on marketing and advertising exist. No age restrictions on sale mean that anyone can purchase nicotine pouches.”

### **UK Parliamentary Debate: COP10: WHO Framework Convention on Tobacco Control (UK Parliament, January 2024)**

#### **Andrew Lewer**

MP Conservative

- “What we do know is that the WHO takes a highly sceptical view of tobacco harm reduction products, including vapes, heated tobacco and **oral nicotine pouches**, arguing that they pose a risk to health. As I have mentioned, that is in **direct contrast to the UK’s world-leading approach to tobacco control**. It really is world leading, and we should be proud of what we have accomplished in recent years in driving down smoking rates and saving lives.”



- “Nicotine vapes, **oral nicotine pouches**, and indeed heated tobacco products—which are sometimes known as “heat not burn”, given that there is no combustion involved—are all essential in **giving adult smokers a range of solutions for their smoking cessation journey**. For the avoidance of doubt, I quote Cancer Research UK, which says that nicotine “is not responsible for the harmful effects of smoking, and nicotine does not cause cancer.”
- “The WHO opposes reduced-risk products, including vapes, heated tobacco and **oral nicotine pouches**, arguing that there is insufficient data to understand their effects. The WHO, to be entirely blunt, is being stubbornly backward. It does not accept any harm-reduction approach to smoking. It does not accept that smokers switching to vapes is a better choice.”

### Mr Jones

MP Conservative

- “If we are to meet our goal of being smoke-free by 2030, the Government, working with devolved Administrations, must ensure that adult smokers are provided with a wide range of reduced-risk products to help them to quit, such as vapes, including single-use vapes; heat-not-burn and heated tobacco products; and **oral nicotine pouches**. **Different solutions will work better for different people**. Japan, with heated tobacco, and Sweden, with snus, the organic form of nicotine pouches, have had even more success in reducing smoking than the UK, so vapes should not be the only solution. Indeed, these products have been even more successful in their home markets than vapes have been here. We should be learning from other countries’ experiences.”

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## Sweden



### The EU's New Tax Plan – A Threat to Nicotine Pouches and White Snus (*Pouch Patrol*, May 2025)

- “Nicotine pouches are not a health product – that’s why we’ve regulated them in Sweden. But as long as cigarettes are legal, less harmful alternatives like nicotine pouches should be as well,” says Benjamin Dousa, Sweden’s Minister for International Development Cooperation and Foreign Trade.

### Swedish Ministry of Trade raising objections (Detailed Opinion) to France’s proposed ban on P5 on behalf of the Swedish Government

- “The proposal risks having negative public health consequences. Cigarettes and smoking tobacco pose a greater health risk than smokeless tobacco and nicotine products such as snus...To the extent that snus replaces the consumption of cigarettes, the Swedish government assesses that this is a positive development from a public health perspective.”

## Czech Republic



### Tobacco Industry Interference Index 2023 (*Global Tobacco Index report, July 2023*)

- “According to Jindrich Voboril, the National Anti-Drug Coordinator, the goal of the government is to regulate addictive substances according to the degree of their harmfulness:
- “Nevertheless, I certainly propose that, in the event that we proceed with tax adjustments, **excise taxes on nicotine pouches or heated tobacco should be significantly lower than on cigarettes, as their health impact is markedly smaller.**”

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## Romania



### Romanian Ministry of Economy raising objections (Detailed Opinion) to France’s proposed ban on P5 on behalf of the Romanian Government

- Detailed Opinion “nicotine pouches represent a lower-risk alternative to traditional cigarettes and can contribute to smoking reduction.”

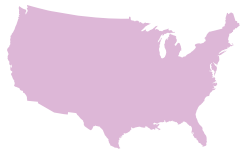
# REGION 4

## Americas

### Himmelfarb et al: Impact of Smokeless Oral Nicotine Products on Cardiovascular Disease: Implications for Policy, Prevention, and Treatment: A Policy Statement From the American Heart Association (*AHA Journal*, December 2024)

- “The safety and effectiveness of oral nicotine pouches as a harm reduction approach or quit therapy have not been established, but on the basis of the FDA authorization of reduced risk for certain snus products, it is **likely that nicotine pouches that contain fewer toxicants have the potential to reduce tobacco-related harm if someone who smokes switches completely.**”
- “Clinicians might **support the use of smokeless oral nicotine products** for those patients who are unable or unwilling to use FDA-approved smoking cessation treatments to stop the use of combustible products but need to stress the importance of a complete transition and emphasize that the goal is cessation of all nicotine products.”

## United States



### FDA Authorizes Marketing of 20 ZYN Nicotine Pouch Products after Extensive Scientific Review (*FDA*, January 2025)

- “Among several key considerations, the agency’s evaluation showed that, due to **substantially lower amounts of harmful constituents than cigarettes and most smokeless tobacco products**, such as moist snuff and snus, the authorized products pose **lower risk of cancer and other serious health conditions than such products.**”
- “The applicant also provided evidence from a study showing that a substantial proportion of adults who use cigarette and/or smokeless tobacco products **completely switched to the newly authorized nicotine pouch products.**”
- “To receive marketing authorizations, the FDA must have sufficient evidence that the new products offer greater benefits to population health than risks,” said Matthew Farrelly, Ph.D., director of the Office of Science in the FDA’s Center for Tobacco Products. “In this case, the **data show that these nicotine pouch products meet that bar by benefiting adults who use cigarettes and/or smokeless tobacco products and completely switch to these products.**”

### FDA: The Relative Risk of Tobacco Products (*US FDA*, last updated January 2025)

- “While nicotine pouches can generally be a lower-risk alternative for adults who smoke cigarettes, the use of nicotine pouches is not risk free.”

- “For adults who smoke, switching completely from cigarettes to nicotine pouches may reduce exposure to many harmful chemicals found in cigarettes. However, it is important that they **switch completely from cigarettes to nicotine pouches** to get the full health benefit.”
- “To date, FDA has authorized 20 nicotine pouch products. These products have undergone rigorous scientific review, including toxicologic assessments, and have been found by FDA to meet the statutory public health standards.”

**Fucito et al. from the Yale University School of Medicine: Effects of oral nicotine pouches on cigarette smoking behaviour and tobacco harm exposure: a randomised pilot trial in adults (*Pub Med*, June 2025)**

- **Results:** Nearly all participants completed the trial (29/30). Participants in both groups significantly reduced their cigarettes smoked per day (log-transformed) over time ( $F_{3, 74.4}=3.8, p=0.01$ ). The 6 mg group reported numerically greater, but non-significant, reductions in smoking than the 3 mg group (least-square mean difference (LSMD) at week 1=0.008; 95% CI -0.42-0.44; LSMD at week 4=0.38; 95% CI -0.06-0.81). The 6 mg group also reported numerically higher, but non-significant, likelihood of complete smoking abstinence (13% vs 0%) and willingness to continue pouch use (67% vs 40%). There were no differences by group or time for NNAL.
- **Conclusions:** Results provide preliminary support for nicotine pouches for cigarette substitution. Compared with lower nicotine strength pouches, higher nicotine strength pouches may have a greater impact on smoking behaviour and adults who smoke may be more willing to use them.

**Scott Gottlieb**

M.D., Commissioner of Food and Drug Administration

**Protecting American Families: Comprehensive Approach to Nicotine and Tobacco (*FDA*, July 2017)**

- “But the nicotine in cigarettes is not directly responsible for the cancer, lung disease, and heart disease that kill hundreds of thousands of Americans each year”
- “But it’s the other chemical compounds in tobacco, and in the smoke created by setting tobacco on fire, that directly and primarily cause the illness and death, **not the nicotine.**”

**Raymond Niaura**

Chair of the Department of Epidemiology at New York University

**The new office ritual? Zyn nicotine pouches (*Business Insider*, March 2024)**

- “Raymond Niaura Chair of the Department of Epidemiology at New York University and an expert on tobacco dependence, told BI that there is risk of addiction with any product containing nicotine. (The FDA has issued a similar warning.) Niaura added that **pouches tend to deliver less nicotine than cigarettes**, which he said are more addictive. Instead, the **pouches are more akin to nicotine replacement therapy.**”

- “Niaura said, in general, a **nicotine pouch is a “pretty clean product”** yet still could carry risks.”

### **NY lawmakers want to add Zyn flavors to ban on flavored nicotine (*Times Union, February 2025*)**

- “The latest data that we have show that youth use rates are pretty low,” said Raymond Niaura, a professor at New York University who studies tobacco dependence and treatment. “My opinion is that bans are kind of an overreaction.”
- Niaura said that a ban could create an illicit market for flavored nicotine pouches in New York, making it harder to regulate the pouches’ contents or keep them out of the hands of minors. In places where vape flavor bans are imposed, the market is “flooded” by illicit products, he said — and cigarette smoking rates often go up in the absence of alternatives.

### **Good Intentions, Bad Outcomes: The Flawed Logic of Washington’s Nicotine Tax (*NWDailyMarker, April 2025*)**

- “Dr. Ray Niaura is a Professor of Social and Behavioral Sciences at NYU, where Maglalang also teaches and researches. In an emailed statement, he told us that “**Sales bans on flavored nicotine products**, such as **nicotine pouches** and e-cigarettes, can result in undesirable consequences, [such as leading] current users of these products (both adolescents and adults) back to smoking cigarettes.”
- “Niaura adds that “**Taxing reduced risk tobacco products, such as nicotine pouches and vapes**, at high levels will discourage their use, but will also drive people back to smoking cheaper cigarettes.” He suggests instead **differentiated rates of tax that incentivize smokers “to switch to safer, lower risk products**, quit smoking, and end up costing taxpayers less in health care costs.”

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## Canada



### **The Innovation, Nicotine and Tobacco, Research, Education Programming, Implementation and Digital Health Lab (INTREPID Lab): Canada’s Lower Risk Nicotine Use Guidelines – An Update (*Intrepid Lab, March 2025*)**

- “Regulated and approved NPs are a **lower-risk alternative for individuals looking to quit smoking** combustible tobacco.”
- “Nicotine Replacement Therapy (Updated): Nicotine replacement therapy (NRT), including patches, gum, lozenges, inhalers, oral sprays, and regulated and approved nicotine pouches are tools to help individuals quit smoking. Unlike tobacco, NRT **delivers nicotine without the harmful chemicals found in tobacco smoke.**”
- “However, the **dependence potential is lower for NPs** compared to traditional cigarettes.”

- “For women who have not been able to stop smoking with existing support, including NRT, NPs can be considered.”
- “Studies suggest that 2 and 4mg NPs have a similar nicotine bioequivalence to nicotine replacement therapy (gum and lozenge), and therefore **2 and 4mg NPs may be an effective quit aid among individuals looking to reduce or quit combustible tobacco use.**”
- “For those looking to **lower their risk from combustible tobacco products**, individuals should consider NRT or regulated NPs\*.”
- “Recommend your clients switch completely from commercial tobacco cigarettes to the least **harmful form of nicotine they can use (i.e., NRT, nicotine pouches, e-cigarettes)** to reduce their exposure to products of combustion.”
- “Using both tobacco and e-cigarettes, (i.e., “dual use”), increases their exposure to harmful and cancer-causing chemicals. **If your client is going to use nicotine products, advise them to switch completely from commercial tobacco cigarettes to NRT** or e-cigarettes to reduce their exposure and increase their chances of staying cigarette-free.”
- “Explain to your client that NRT products, such as patches, gum, lozenges, oral mist, inhalers, and **nicotine pouches authorized for sale in Canada are the safest way to use nicotine.** These products can be used to manage your client’s nicotine cravings without exposing them to the negative health effects such as cancers, lung or heart disease, caused by cigarettes and other forms of commercial tobacco.”
- “**Suggest switching to nicotine products that do not burn, or that do not contain tobacco.** Using tobacco in forms that don’t burn, like smokeless tobacco or heat-not-burn products, will reduce your clients exposure to harmful combusted chemicals, including carbon monoxide. Your client can further reduce their risk by switching to products that don’t have tobacco like NRT, e-cigarettes, or **nicotine pouches.**”

