1. Approve the attached:
   Concept of creation of a public policy on combating tobacco consumption from 2010-2015;
   action plan to implement the concept of creation of a public policy to combat tobacco consumption from 2010-2015.

2. Recommend to the executive agencies on constituent entities of the Russian Federation to consider in their activities the provisions of the Concept confirmed by this order.

Prime Minister
of the Russian Federation                     V. Putin
CONCEPT
of creation of a public policy on combating
tobacco consumption from 2010-2015

I. Introduction

The Concept of creation of a public policy on combating tobacco consumption from 2010-2015 (hereinafter- Concept) developed in accordance with article 5 of the World Health Organization Framework Convention on Tobacco Control (hereinafter- Convention).

The consumption of tobacco, including in the form of tobacco products, is a significant threat to the health of citizens of the Russian Federation. Associated with the consumption of tobacco and exposure to tobacco smoke are a number of social, economic, and ecological consequences, and damage to the health from the consumption of tobacco places a heavy burden on society and the state.

In the Russian Federation each year 350 thousand to 500 thousand citizens die from diseases associated with the consumption of tobacco.

Prevalence of the consumption of tobacco among the adult population of the Russian Federation in various regions of the country is 53-80 percent among men and 13-47 percent among women.

Prevalence of the consumption of tobacco among boys and girls is respectively 28-67 percent and 15-55 percent.

The most growth in the consumption of tobacco for the past 5 years (3 times) is noted among women, children, and adolescents. During pregnancy more than 40 percent of smoking women continue to smoke, which leads to an increase in the number of children born sick, premature birth and early termination of pregnancy.

Around 80 percent of the population of the Russian Federation is exposed daily to second hand tobacco smoke. Substances contained in tobacco smoke possess toxic, mutagenic and carcinogenic properties.

The promotion of tobacco products on the market of the Russian Federation and a further increase in the number of its consumers contribute to low taxes and prices for tobacco products, active tobacco advertising, lower public awareness of the harm from consumption of tobacco and the impact of tobacco smoke on people and inadequate organization of preventative work and health care aimed at phasing out the consumption of tobacco.

II Goal of the Concept

The goal of the Concept is the creation of the conditions for the protection of the health of Russians from the effects of the consumption of tobacco and the impact of tobacco smoke by implementing measures aimed at reducing the consumption of tobacco and reducing its impact...
on people.

Achieving this goal means the formation of a society, in which citizens will be protected from the loss of many years of productive life, reduction in labor productivity and expenditures for the treatment of serious diseases associated with the consumption of tobacco.

The result of implementation of the Concept is the creation of the conditions for further permanent reduction in the prevalence of the consumption of tobacco among the population, which will allow in the long-term reduction of the level of the prevalence of the consumption of tobacco among the population of the Russian Federation up to 25 percent, and also achievement of an annual decline in incidence rates for morbidity and death from diseases related to the consumption of tobacco.

III. Main milestones

The main milestones in the implementation of activities to reduce the consumption of tobacco in the Russian Federation in the medium term by 2015 should be:

- a reduction of the prevalence of the consumption of tobacco among the population of the Russian Federation by 10-15 percent, prevention its consumption by children, adolescents and pregnant women;
- a reduction of the proportion of citizens exposed to the effects of tobacco smoke, by 50 percent with achievement of full protection from the effects of tobacco smoke on territories of educational institutions, medical, fitness and sports organizations, cultural organizations and in all enclosed spaces;
- an increase in public awareness about health risks associated with the consumption of tobacco, and coverage of anti-tobacco propaganda directed to 90 percent of the population;
- a gradual increase in tax on tobacco products, the establishment of an equal excise rate for filter cigarettes and non-filter cigarettes, including an increase in ad valorem and specific excise tax rates, bringing them to the average level in the countries of the European region of the World Health Organization.

IV. Main principles of the realization of the Concept

The realization of the Concept is based on the following main principles:

- the primacy of the rights of citizens to the highest standard of health, recognition of the right of citizens to air free of tobacco smoke air and protection from the harmful effects of tobacco smoke;
- the priority of the protection of citizens’ health over the interests of the tobacco industry;
- a systematic approach to the formation of measures aimed at reducing the consumption of tobacco;
- international cooperation and interaction of public authorities, NGOs, representatives of business and citizens not associated with tobacco companies;
- information transparency and independent estimates of the result of the realization of the Conception (in this case involving representatives of NGOs and international organizations);
- continuity and sequence in the realization of events aimed at reducing the consumption of tobacco, taking into account the results achieved.
V. Measures, directed at the reduction of the consumption of tobacco

Price and tax measures to reduce the demand for tobacco

A price increase on cigarettes and other tobacco products leads to a reduction in the number of citizens consuming tobacco and to a reduction in the amount of tobacco consumed by those continuing to use it.

A price increase on tobacco products is an especially effective way to prevent or reduce the consumption of tobacco among children, adolescents, and needy citizens.

The step-by-step increase of excise on tobacco products should provide in the Russian Federation the average level of taxation of tobacco products among countries in the European region of the World Health Organization.

The main price and tax measures for the reduction of the demand for tobacco are:
- coordination of a tax policy in regards to tobacco products within a single economic area of the Customs union;
- an increase in excise on tobacco products, providing improvement and maintaining high prices for tobacco products;
- an increase in tax rates, mainly due to tax collection at the producer level and their continued regular upward revision, keeping ahead of inflation while taking into account the purchasing power of consumers;
- a uniform tax increase on all kinds of tobacco products (smoking and smokeless);
- a ban on all types of tax-free and duty-free sales of tobacco products.

Protection from the effects of tobacco smoke

Secondhand tobacco smoke causes heart disease, lung cancer and other serious illnesses. Citizens of the Russian Federation are frequently exposed to tobacco smoke in educational institutions, in work places, in restaurants, bars, cafes, entertainment clubs, airport terminals, train stations, shopping centers and hotels, and even on suburban public transport and long distance transport systems.

The organization of tobacco smoke-free zones guarantees the rights of citizens to a wholesome environment and motivates people who consume tobacco to abandon their consumption.

The main measures to protect against exposure to tobacco smoke are:
- introduction of a total ban on smoking tobacco:
  - on the territory and premises of educational premises;
  - on all types of urban and suburban transportation, including urban and suburban water transportation, and even air transportation, in rail infrastructure facility stations, bus stations, terminals and other stations, places and other transport points;
  - on the territory and premises of health care organizations;
  - on the territory and premises of cultural organizations, fitness and sports organizations and at sporting facilities;
  - in public holiday places and crowded events, at sports and entertainment events;
  - in public dining organization premises, in organizations carrying out activities to provide services to the public, including entertainment organizations;
  - in premises occupied by state executive agencies, local self-government agencies;
in indoor work places and zones;
introduction for a transitional period of requirements and standards for the organization of places (separate premises) for smoking tobacco in restaurants, bars, cafes, entertainment clubs, airport terminals, hotels and long-range transport, equipping them with effective ventilation systems;
conducting informational and educational campaigns on the harmful effects of smoking tobacco and tobacco smoke on the human body;
improving the hygienic regulation of substances, entering the air and the air of enclosed premises with tobacco smoke;
exercising proper control (supervision) over the observance of the requirements, required by law of the Russian Federation limiting the consumption of tobacco.

Measures to reduce the amount of harmful substances in tobacco products and inform the consumers of tobacco

Currently there are more than four thousand carcinogenic, toxic substances and addictive substances identified in the composition of tobacco smoke. In addition to this, the consumption of hookah, cigars and pipes, the composition of which is not regulated, is growing in the Russian Federation.

The main measures to reduce the number of hazardous substances in tobacco products and inform consumers of tobacco are:

- the development and adoption of standards for toxic compounds in tobacco products and methods of their control;
- the establishment of principles and methods for testing tobacco products, measurements of their composition and substances emitted by in accordance with the recommendations of the World Health Organization;
- the establishment of a list of substances, with respect to which information must be provided on the results of tests on the analysis of the composition of tobacco products;
- the implementation of laboratory control and monitoring of ingredients and substances, emitted by tobacco products in the process of their consumption;
- the provision by manufacturers and importers of tobacco products to the Ministry of Health and Social Development in the Russian Federation of reports on the composition of tobacco products, the amount and composition of substances, emissions of tobacco products in the process of their consumption, the content of the raw materials used, pesticide residue, pollutants, flavorings and other substances, used during the processing of tobacco;
- the introduction of a total ban on the classification of tobacco products by the contents of toxic substances, the impact on health or health risks and the use of false information and information misleading consumers, including the use of descriptions, trademarks, other signs, which directly or indirectly create a false impression that a certain tobacco product is less harmful than other tobacco products and which cause an association of the tobacco product with food products or drugs, including medicinal herbs, in this case tobacco products having the taste of food products or drugs, including medicinal herbs, by the use of such words and phrases as for example, “cherry”, “strawberry”, “apple”, “chocolate”, “mint”, or words with similar roots, analogues of such words and foreign languages, transliterations of foreign words into the Russian language analogues of such words, and also the use of words and phrases as “with low tar content”, “light”, “ultra-light”, “mild”, and other analogous misleading words and phrases;
an increase the effectiveness of mandatory warnings on packs and packages about the
danger to health from the consumption of tobacco, including by the placement of graphic and
photographic images;
a reduction in the level of concentration of the toxic components of tobacco smoke
measured in standardized conditions, as well as substances emitted by smokeless tobacco
products;
a ban on the sale of tobacco products, whose composition does not meet the regulatory
requirements.

Educating and informing people on the dangers of tobacco consumption

Most people who smoke know about the dangers of consuming tobacco in general, but
they do not know about the wide range of specific diseases caused by the consumption of
tobacco, the likelihood of disability and premature death from long-term consumption of
tobacco, the rates and degree of addiction to nicotine.
Media education conducted to inform citizens about the risks and dangers to the health
associated with the consumption of tobacco, may influence a person’s decisions to begin or
continue smoking or stop consuming tobacco.
Raising the awareness of citizens about the health risks associated with tobacco
consumption motivates them to give it up.
The main measures for making the public aware of the dangers of tobacco consumption
are:
raising awareness of the risk of developing severe chronic diseases, as well as the
development of tobacco dependence in humans as a result of the consumption of tobacco,
including second hand smoke;
explanation of the peculiarities of the effect of tobacco on the development of the child’s
body, the physiologically-related causes of the increased need for organizations to protect
children, adolescents and pregnant women from consuming tobacco;
destruction of the image of tobacco as a contemporary and fashionable attribute of life,
recognition of the consumption of tobacco as unacceptable to society;
creation of a positive example of a non-smoking family, as well as an explanation of the
influence of the consumption of tobacco by parents on encouraging children and adolescents
towards the consumption of tobacco;
development and establishment of a mechanism coordinating information and training
programs and campaigns for the formation of a healthy life among different categories of the
population, especially children, adolescents and pregnant women;
training workers of health, education, social spheres, and mass media in the
implementation of advocacy of the harmful effects of tobacco on health;
increase in the responsibility of employers for smoking employees at work places;
making the public aware of methods used by tobacco companies for the attraction of
different groups of the population to the consumption of tobacco and keeping them committed to
this habit;
strengthening the infrastructure and potential of organizations responsible for health
education, improving the methods of their work and training programs;
development and realization of special media projects, directed at different groups of the
population (children, pregnant women, educators, health and culture), with the use of
communication tools (mail, press, telephone, radio, transit anti-advertising, the Internet, open advisory telephone lines);

development and accommodation of public service announcements, preparation and publication of popular science literature, aimed at anti-tobacco propaganda, their distribution through the mass media, medical, education and trade organizations, libraries;

development and introduction of mechanisms for review of information projects, training, educational and game software of anti-tobacco orientation;

involvement of NGOs in informing the public about the harmful effects of tobacco and the development of incentives to give up the consumption of tobacco among the adult population.

Step-by-step ban on advertising, sponsorship and promotion of the sale of tobacco products

Currently in the Russian Federation outreach programs are implemented, supporting the tobacco industry, aimed at weakening the population’s perception of information about the harmful effects of consuming tobacco on the health.

Television programs, performances and films contain scenes demonstrating smoking tobacco and facilitating the spread of a positive image of tobacco smoking.

A step-by-step ban on advertising, sponsorship and promotion of the sale of tobacco products should apply to any form of the transfer of commercial information, recommendations or actions and to any type of contribution to an event or function with a purpose, result or likely result, either of a direct or indirect incentive for the sale of tobacco products or the use of tobacco.

The main measures, aimed at a step-by-step ban on advertising, sponsorship and promotion of the sale of tobacco products, are:

introduction of a total ban on internal and cross-border advertising, sales promotion and sponsoring of tobacco products, as well as monitoring and measures for administrative responsibility for its violation;

introduction of a ban on the use of tobacco trademarks on products not related to tobacco;

establishment of a mechanism for keeping distributors of advertising constantly informed of the impact of advertising on the increase in the spread of the consumption of tobacco products, especially children, young people and women, and prompting distributors of advertising to replace tobacco advertising with other types of advertising;

creation of a mechanism to prevent the spread of social advertising of all forms of tobacco advertising or anti-tobacco oriented advertisements, developed with the participation or support of tobacco companies.

Organization of health care for the population, aimed at phasing out consumption of tobacco, and treatment of tobacco dependence

Most consumers of tobacco suffer from tobacco dependence, in connection with which it is extremely difficult for them to stop using tobacco.

The organization of available medical help, aimed at phasing out the consumption of tobacco, lowers the prevalence of the consumption of tobacco among the population.

Measures for the organization of health care for the population, aimed at phasing out consumption of tobacco, and the treatment of tobacco dependence are:
providing health care, aimed at phasing out the consumption of tobacco, to different categories of the population, including children, adolescents and pregnant women;
creation of free available telephone consultation lines to provide assistance, aimed at phasing out the consumption of tobacco;
 inclusion of methods of phasing out the consumption of tobacco in standards and protocols for treatment of diseases, for which tobacco is a risk factor;
development and introduction of programs and technology to motivate people towards phasing out the consumption of tobacco;
ensuring the availability of modern pharmacological drugs, used for the treatment of tobacco dependence;
informing the population about effective methods of phasing out the consumption of tobacco and about medical organizations providing the appropriate help;
development and inclusion in educational standards and medical programs at special and higher educational institutions of sections including information on the impact of the consumption of tobacco on people’s health, the development and course of diseases, the diagnosis and prevention of diseases, caused by the consumption of tobacco, as well as rendering health care, directed at phasing out the consumption of tobacco;
organization of permanent post-graduate training of medical workers in modern methods of providing health care, directed towards phasing out the consumption of tobacco;
conducting scientific research in the area of study of the impact on tobacco on the human body and an increase in the effectiveness of treatment and prevention programs, providing for the phase-out of the consumption of tobacco, an assessment of their effectiveness.

Preventing illegal trade in tobacco products

The main methods of illegal trade in tobacco and tobacco products are the sale of counterfeit (produced illegally) tobacco products with the use of counterfeit excise and special marks through the official trade networks and illegal sales of counterfeit tobacco products with the use of counterfeit excise and special marks or without them.
The measures for the prevention of illegal trade in tobacco products are:
 elimination of all forms of illegal trade in tobacco products, including contraband, illegal production and forgery;
security labeling of tobacco products in accordance with the established requirements (with the location and date of their production and other information);
determination and establishment of measures to eliminate the import of tobacco products, their production, transport, storage, wholesale and retail trade of tobacco products;
increase of responsibility for the illegal production of tobacco products, their contraband and illegal trade of tobacco products;
destruction of confiscated produced equipment, counterfeit and contraband tobacco products, in accordance with legislation of the Russian Federation;
organization of an interdepartmental expert group for illegal trade, illegal production and contraband of tobacco products;
implementation of interdepartmental, regional and international collaboration, necessary for the prevention of illegal trade of tobacco products;
implementation of an international collaboration in the monitoring and collecting of data on cross-border trade of tobacco products, including illegal trade, as well as the exchange of
information between customs, tax and other agencies, in accordance with national legislation and international agreements;
evaluation of the effectiveness of measures to interdict the illegal trade of tobacco products, the continuous improvement of these measures.

Preventing the sale of tobacco products to minors and by minors

Minor citizens of the Russian Federation are a special category of citizens, whose protection from the impact of tobacco should be a priority.

The emergence of new tobacco products, attractive to adolescents, such as hookah, snus, and snuff tobacco, requires the introduction of additional measures, prohibiting their sale to persons who are under 18.

In connection with this, the introduction of additional measures for the reduction of the availability of tobacco products for adolescents is required, taking into account the appearance of new methods of trade, including internet-magazines, mail catalogues and other methods of remote trade.

Measures for the prevention of the sale of tobacco products to minors and by minors are:

- organization of the sale of tobacco products in specially designated trade places, precluding direct access to minors;
- strengthening control over the placement of signs on the ban of sales of tobacco products to minors;
- introduction of a ban on the manufacture, sale and distribution of sweets, chewing gum, toys and other products and minor trade in the form of tobacco products or with the use of logos or colors of tobacco brands and tobacco companies;
- introduction of a ban on the sale of all types of tobacco products in cafes, internet-cafes, dancing and entertainment clubs, during public cultural events and in other places, where mostly people who are under the age of 18 bather;
- allotting sellers of tobacco products the right to require a document that confirms the age of the buyer, in the case of doubt about their age, as well as greater responsibility for the sale of tobacco products to minors;
- greater responsibility for a violation of the rules for the trade in tobacco products, including the sale of cigarettes by the piece or in small packages, as well as the use of vending machines;
- an increase in responsibility for the retail sale of tobacco products through internet-magazines, mail order catalogues and other methods of long-distance trade, as well as the introduction of a control mechanism;
- introduction of a ban on the distribution of free tobacco products;
- introduction of a ban on involving people who are under 18 in the sale, distribution and advertisement of tobacco products;
- raising awareness of the responsibility of trade workers, distributors, advertising agents for the sale and distribution of tobacco products among people who are under 18;
- improvement of a control mechanism for the execution of a ban of sale of tobacco products to minors and strengthening responsibility for their violation.
VI. Monitoring and evaluation of the effectiveness of the realization of the Concept

For the adoption of effective management decisions, aimed at the reduction of the consumption of tobacco, as well as justifying the needed resources, systems for the monitoring and evaluation of the effectiveness of the realization of the Concept (hereinafter- monitoring systems) should be created.

A monitoring system allows evaluation of the dynamic of the consumption of tobacco for the introduction of the appropriate adjustments to the Concept and plan for its realization.

Formation of a modern monitoring system stipulates:
- the conduct of scientific health-preventative and socio-economic studies, aimed at studying the causes and consequences of the consumption of tobacco, as well as the impact of tobacco smoke;
- establishment of the factors and indicators, including data on the spread and level of consumption of all forms of tobacco by different groups of the population, introducing measures, marketing efforts to promote trade and lobbying by tobacco companies, as well as about other socio-economic indicators and health indicators;
- organization of activities for the collection and analysis of data on the consumption of tobacco;
- mandatory reflection in medical document records about the patient’s relationship to the consumption of tobacco and relevant data in the form of statistical accounting and reporting.

VII. Mechanisms of the realization of the Concept

To achieve the goal of the Concept a system is formed for managing its realization, which proposes:
- formation of an action plan for the realization of the Concept and an effective organizational model for its implementation;
- concentration of available resources for the achievement of the milestone markers with respect to the consumption of tobacco;
- development of a mechanism for monitoring, evaluating and minimizing the risks of realization of the Concept.

Responsible for coordinating activities for the realization of the Concept is the Ministry of Health and Social Development of the Russian Federation. The realization of the Concept is carried out by state authorities in accordance with their authority in the specified area of activity. For the realization of the Concept the relevant bodies of state powers present to the Ministry of Health and Social Development in the Russian Federation interim reporting on the actually achieved milestone markers with respect to the consumption of tobacco in the Russian Federation, problems and risks, as well as measures taken to overcome them.

For the implementation of effective management and monitoring of implementation of the action plan for the realization of the Concept at the federal level in every relevant federal agency of executive power the responsible persons and corresponding units should be determined.

At the regional level, the management, coordination and control of the progress of the implementation of activities for the realization of the Concept are implemented by health authorities in the regions of the Russian Federation, for which regional coordination councils for
tobacco control are created, in accordance with the legislation of the constituent entities of the Russian Federation.

VIII. Amount and sources of financial activities for the realization of the Concept

The financial activities for the realization of the Concept, conducted by federal executive agencies, are carried out within the resources, provided for these purposes in the federal budget, as well as the resources, provided in the content of the corresponding executive federal agencies.

Financial activities for the realization of the Concept, conducted in constituent entities of the Russian Federation, are carried out in accordance with the legislation of the constituent entities of the Russian Federation.
ACTION PLAN
for the realization of the Concept of implementation of a public policy against the consumption of tobacco from 2010-2015

<table>
<thead>
<tr>
<th>Activities</th>
<th>Type of Document</th>
<th>Responsible Executives</th>
<th>Deadline</th>
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<tbody>
<tr>
<td>I. Preparation of proposals for the introduction of changes to the legislation of the Russian Federation in connection with the accession of the Russian Federation to the World Health Organization Framework Convention on Tobacco Control</td>
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### II. Realization of a set of measures, directed at reduction of the consumption of tobacco

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<tr>
<td>3. Gradual uniform increase in the excise taxes on all types of tobacco products to the average level of taxation of these products among the countries of the European region of the World Health Organization</td>
<td>Federal Law</td>
<td>Ministry of Finance, Ministry Health, Federal Customs Service</td>
<td>2010-2015</td>
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<td>8. Establishment of reporting requirements of manufacturers and importers of tobacco products, providing information: on the composition of tobacco products (substances contained in tobacco and tobacco additives, and also contained in non-tobacco materials); on the amount and composition of substances emitted by tobacco products in the process of their consumption; the content of raw material used, pesticide residue; of contaminants, food additives and other substances, used in the production of tobacco products</td>
<td>Federal Law</td>
<td>Ministry of Health, Ministry of Agriculture</td>
<td>2011</td>
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<tr>
<td>9. Increase in the effectiveness of mandatory health warnings, describing the harmful effects of the consumption of tobacco, on every packet and package of tobacco products, including the use of graphic images</td>
<td>Federal Law</td>
<td>Ministry of Health, Ministry of Agriculture</td>
<td>2011-2012</td>
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<td>11. Introduction of a full ban on the advertisement, sponsorship and promotion of the sale of tobacco products</td>
<td>Federal Law</td>
<td>Ministry of Health, Federal Antimonopoly Service</td>
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<td>15. Introduction of a ban on all types of tax-free and duty-free sales of tobacco products</td>
<td>decision of a Committee of the Customs Union</td>
<td>Federal Customs Service, Ministry of Industry, Ministry of Health, Ministry of Economic Development, Ministry of Finance</td>
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<td>17. Organization of information and analytical support with respect to the consumption of tobacco; collection, analysis and actualization of data; preparation and conduct of surveys of the population on the subject of the prevalence of the consumption of tobacco in accordance with the methods of the World Health Organization</td>
<td>departmental regulatory legal act</td>
<td>Ministry of Health, Federal Service of State Statistics, Ministry of Finance</td>
<td>2011-2013</td>
</tr>
<tr>
<td>18. Establishment of benchmarks and indicators, including data about the prevalence and level of consumption of all forms of tobacco for different groups of the population, about introduced measures, marketing activities to promote trade and lobbying by tobacco companies, as well as other socio-economic indicators and health indicators</td>
<td>report to the Secretariat of the World Health Organization Framework Convention on Tobacco Control</td>
<td>Ministry of Health, Ministry of Industry, Federal Service of State Statistics, Ministry of Agriculture, Federal Antimonopoly Service</td>
<td>2010</td>
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**III. Monitoring, evaluating the effectiveness and mechanism of the realization of the Concept**

17. Organization of information and analytical support with respect to the consumption of tobacco; collection, analysis and actualization of data; preparation and conduct of surveys of the population on the subject of the prevalence of the consumption of tobacco in accordance with the methods of the World Health Organization

18. Establishment of benchmarks and indicators, including data about the prevalence and level of consumption of all forms of tobacco for different groups of the population, about introduced measures, marketing activities to promote trade and lobbying by tobacco companies, as well as other socio-economic indicators and health indicators
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<td>council for tobacco control in the Health Ministry</td>
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<td>for compliance with the requirements of current legislation of the</td>
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<td>and Consumer Rights, Federal Customs Service</td>
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<td>Russian Federation in regard to the consumption of tobacco</td>
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