

**TAXES AND "SOCIAL COSTS" 1**

---

**SCIENTIFIC AFFAIRS 2**

---

**PUBLIC SMOKING 3**

---

**ADVERTISING & YOUTH ISSUES 4**

---

**FIRE SAFETY 5**

---

**COALITIONS 6**

---

**MEDIA RELATIONS 7**

---

**8**

---

*Early  
1993*

51320 5575

**9**

---

**10**

---

51320 5576

## TAXES AND "SOCIAL COSTS"

### I. Background and Assumptions

Through 1992, the public affairs tax program aggressively maintained the anti-consumer excise tax environment among tobacco family members and those with whom we have formed alliances. Existing and new relationships were strengthened and expanded. The argument that excises are regressive and unfair to low- and middle-income families was our primary message.

Government's need to raise revenue remains the primary reason for proposing consumer excise tax increases. "Social costs" arguments, emanating from a misapplication of cost/benefit analysis in economic theory, are further used to justify such proposals and are increasingly being advanced by anti-smoking groups as a rationale for earmarking tobacco excises to fund health care reform and for many other anti-tobacco measures.

At the federal level, the dynamics of election-year politics (with record numbers of open and hotly contested seats), provided the impetus for a new push for a "balanced-budget" amendment to the Constitution.<sup>1</sup> A persistent recession and the "pay-as-you-

---

<sup>1</sup> Note: Items footnoted with a "1" indicate items that have been added since last year's plan; items footnoted with a "2" indicate items that have been significantly expanded from last year's plan.

go" system added to the pressure for deficit reduction. With the cold war won, Congress turned to the domestic front where health care reform assumed center stage. On both the deficit reduction and health care reform fronts, tobacco excise increases were viewed as potentially part of the financing puzzle.

Public affairs expanded its efforts to counter attempts (based largely on "social costs" arguments) to dedicate or earmark excise taxes<sup>2</sup> and created new opportunities to bring the "fair taxes" messages to candidates for federal office.<sup>1</sup> Public affairs also initiated new efforts to promote broad-based and/or progressive financing of comprehensive health care reform as a means of heading off the earmarking of new tobacco excise taxes.<sup>2</sup>

In the states, the trend toward proposing excise hikes to finance state deficits, health care reform and other programs mounted. Major anti-smoking ballot initiatives, based on "social costs" arguments and calling for "Proposition 99-type" programs, were proposed. Public affairs launched new coalition-building efforts to counter these initiatives and to frame future efforts to reform state initiative and referendum systems.<sup>1</sup>

The anathema of raising taxes in an election year resulted in postponing many decisions and set the stage for fierce federal and state fiscal battles in 1993. Tobacco excises are expected

to be a part of most of the proposed solutions for these problems.

o Imposed on consumers regardless of their ability to pay, excise taxes are regressive, whether the revenue goes into the general fund or is earmarked for a specific program. A 1987 Congressional Budget Office study, along with other published research,<sup>1</sup> reports tobacco excises are the most regressive of all excise taxes.

o Independent published research reports that almost all state and local tax systems are regressive,<sup>2</sup> and many state tax systems have actually become more regressive since 1986.<sup>1</sup>

o Labor/liberal, tax reform, minority, business and industry groups embrace the regressivity issue and can effectively lobby against proposals to increase excise taxes.<sup>2</sup> However, while generally business and industry oppose most other taxes as well as excises, labor/liberal and minority groups support programs funded with progressive alternatives to excises. Further, LMC allies representing minority<sup>1</sup> and female constituencies have commissioned research which demonstrates that excise taxes have a disproportionately negative impact on their memberships. This research bolsters their willingness to take anti-excise tax positions.

o Tobacco excises receive overwhelming public support when subjected to an up or down vote. However, the Consumer Tax Alliance (CTA) has demonstrated that when people are reminded that it is the consumer who pays the cigarette excise tax, they are more likely to oppose this regressive form of taxation.

o Focus group research conducted for the Consumer Tax Alliance shows that middle-class, likely voters believe that the nation's health care system doesn't work and that health care costs are out of control, both of which can be largely attributed to government's failure to act and excessive profiteering by the insurance industry, the legal profession and organized medicine. Moreover, incremental changes in the health care system are seen by many as primarily designed to protect large institutional interests, while comprehensive reform is viewed as more likely to benefit consumers over the long run.<sup>1</sup>

o Many labor/liberal groups, state fair tax coalitions, business organizations and public finance experts recognize that cigarette excise taxes are not "user fees," but regressive taxes, and an inadequate revenue source over time to finance meaningful health care reform and other major social programs. They oppose attempts to increase or earmark excises for these reasons.

o The battle against consumer excise taxes is more challenging when the proposed excise tax is dedicated to a program which is

perceived as "good." The misapplication of "social costs" theory to the use of tobacco compounds this challenge.

o Several economists who have analyzed the HHS program developed to estimate the alleged "social costs" of smoking at the national and state levels have reported that this model contains major flaws in methodology and logic, many by the program authors' own admission, and cannot produce meaningful data, whether or not one disputes that the cost estimates generated are "social" or public in nature.<sup>1</sup>

o The Surgeon General's assertions and the Environmental Protection Agency's likely conclusion that environmental tobacco smoke is a "Group A" carcinogen can be expected to escalate future "social costs" estimates.

o Important to the mission of the Division on the taxes and "social costs" front is its ability to mobilize allies, opinion leaders and experts who can create and sustain a climate conducive to the Federal Relations and State Activities divisions accomplishing their objectives.

## II. Objectives

To discourage and reduce reliance on tobacco excise taxes to meet social and economic objectives by demonstrating that consumer excise taxes are regressive, inconsistent with fair taxation and detrimental to the economy.

To respond to anti-smokers' "social costs" arguments.

## III. Strategies, Goals and Tactics

**Strategy I:** Demonstrate that consumer excise taxes are regressive and an unacceptable solution to the problem of financing government and reducing deficits.

### **Goals and Tactics:**

#### At the federal level:

1. Working through the economists' network and academic research centers, encourage op-ed pieces and letters to the editor in 1993 from consulting economists as a part of a targeted media campaign in 6 to 10 congressional districts and/or states to oppose excise hikes.<sup>1</sup> Also, encourage presentations on the excise tax issue before congressional committees, national and regional tax policy conferences, and business organizations.



Promote published materials and appearances to the general and specialized media as appropriate. Provide articles, testimony and other published materials to Federal Relations staff and other tobacco family members.

2. Working through the Tobacco Industry Labor Management Committee (TILMC), support labor/liberal and tax reform organizations and their efforts to promote tax fairness and oppose consumer excise taxes. Strengthen and expand existing relationships by encouraging research on fair tax issues, dissemination of research findings, provision of expert testimony to key congressional committees and direct lobbying activities. Specifically, continue to support:

- o Fair tax and progressive economic policy research organizations that conduct analyses of the distributional impact of tax and other governmental policies.

As needed, encourage specific research which examines the economic and distributional impact of proposed excise tax increases and, where appropriate, identifies alternative, more broad-based revenue sources which are deemed "fairer" in nature.

- o Organizations representing the interests of senior citizens, women, Blacks, Hispanics and other labor/liberal groups, and their efforts to oppose any excise tax increase through membership education campaigns, media efforts and grassroots efforts.
  - o Agriculture/farm groups, and their efforts to oppose any excise tax increase through targeted media and public education campaigns, as well as grassroots efforts.
3. Working through the TILMC, encourage labor/liberal groups to participate in briefing(s) for new Members of Congress and their staffs, as well as new members of the House Ways and Means and Senate Finance Committees, utilizing allied group studies demonstrating the impact of consumer excise taxes on working women, African Americans, Hispanics, senior citizens and rural Americans.

Support efforts of the coalition of labor/liberal groups to participate in expanded briefings, membership education campaigns, grassroots and other organized efforts to oppose adoption of a Constitutional amendment to balance the federal budget.

4. Working through the TILMC, and following up on education efforts conducted during the 1992 election, support as appropriate and subject to the availability of funds a Consumer Tax Alliance coordinated media/audience response campaign (radio/tv/print ads in combination with an 800 number) in six to 12 Congressional Districts/media markets.<sup>1</sup> The campaign would be designed to remind voters of Members' statements during the 1992 election and to increase the number of Members taking the "no excise tax"/"I'm for the working man and woman" pledge.
5. Working through the TILMC, continue to conduct briefings on economic policy with labor and/or liberal audiences, using video and print materials developed by the TILMC expressly for this program; wherever possible integrate with 3. above.
6. Working through the TILMC, develop a program which identifies key congressional districts and/or states for the purpose of assuring that one or more local affiliates of LMC allies are positioned to communicate an anti-excise tax message on a timely basis, either directly or through an effective intermediary.<sup>1</sup> Key members of the leadership and tax-writing and budget committees, as well as selected first-term members identified in the "open seats" project will be among those identified.

7. As a major trade association in the United States, work with and support:

- o Business organizations; e.g., the U.S. Chamber of Commerce and the National Association of Manufacturers, and their efforts to oppose any tax increase;
- o Industry groups; e.g., the Coalition Against Regressive Taxation (CART), and their efforts to oppose all excise taxes. Explore potential within CART for developing a coordinated lobbying strategy for affected industries (or "mutual assistance pact").

8. Reinforce the argument that tobacco excise taxes have a negative impact on the tobacco economy and the economy as a whole among the tobacco industry family and with federal policy makers. Continue to make available the 1992 edition of the Price Waterhouse study, "The Economic Impact of the Tobacco Industry on the United States Economy." Further maintain up-to-date information on the economic impact of tobacco on the nation's economy and the potential effect of excise tax increases and other anti-tobacco proposals. As appropriate, provide to Federal Relations staff for distribution to Members of Congress.

9. Develop and provide targeted excise tax information kits upon request to Federal Relations Division for distribution to new Members of Congress and Congressional staff. Working through National Tobacco Council, distribute to tobacco family. Support and strengthen efforts of tobacco family groups (e.g., National Tobacco Council) in communicating opposition to consumer excise taxes and other anti-tobacco and economically detrimental regulations.

In the states:

1. Working through the economists' network and as requested by State Activities, encourage op-ed pieces and letters-to-the-editor in 1993 from consulting economists as a part of a targeted media campaign in selected states to oppose excise hikes and support rollbacks. Similarly, encourage presentations by consulting economists on the excise tax issue before state legislative committees, editorial boards and other suitable forums.

Provide articles, testimony and other published materials to State Activities staff for promotion to appropriate policy makers. Call on TAN and field staff network to support distribution efforts. Promote appearances and presentations to the general and specialized media as appropriate.

2. Working through the Tobacco Industry Labor Management Committee (TILMC), support labor/liberal and tax reform organizations and their efforts to promote tax fairness and oppose excise taxes in targeted states. Strengthen and expand existing relationships, including the continued promotion of fair tax studies released in 1992 in IL, IN, MA, OH and RI;<sup>2</sup> support new fair tax studies in 4 additional states as requested by State Activities. Specifically, continue to support and/or encourage:

- o State fair tax coalitions and their member organizations in selected states.<sup>2</sup> Provide technical assistance and state specific research on tax fairness and revenue alternatives.<sup>2</sup>
- o Organizations representing the interests of senior citizens, women, Blacks, Hispanics and other minority groups in the states. Wherever possible, integrate their efforts with those of state fair tax coalitions and media/public education campaigns.<sup>2</sup>
- o Agriculture/farm groups, and their efforts to oppose any state excise tax increase through targeted media and public education campaigns.

3. Working through the TILMC and in coordination with State Activities, encourage efforts in selected states by fair tax coalitions and other labor/liberal groups to reform state initiative and referendum systems. Wherever specific initiative and referendum threats arise, mobilize existing or new coalition partners to oppose such measures in cooperation with State Activities.<sup>2</sup>
4. Working through the TILMC and in cooperation with State Activities, continue to aggressively promote allied group studies (and updates) on the excise tax issue through briefings for allies and elected officials in targeted states. Demonstrate the impact of consumer excises on working women, Blacks, Hispanics, senior citizens and rural Americans; wherever possible, integrate with 2. above.<sup>2</sup>
5. Working through the TILMC and in cooperation with State Activities, continue to conduct briefings on economic policy with labor and/or liberal audiences in targeted states, using video and print materials developed by the TILMC expressly for this program; wherever possible integrate with 2. above.
6. Continue to promote findings in selected state legislative districts of studies on potential retail sales and job losses which would result from given levels of consumer

excise increases.<sup>2</sup> Make findings available to SAD staff and consultants.

7. Reinforce the negative effect of tobacco excise taxes on the tobacco economy and the economy as a whole among the tobacco industry family and with state and local policy makers at the request of SAD. Continue to make available the 1992 edition of the Price Waterhouse study, "The Economic Impact of the Tobacco Industry on the United States Economy." Further maintain up-to-date information on the economic impact of tobacco on states' economies and the potential effect of excise tax increases and other anti-tobacco proposals. As appropriate, provide to State Activities staff for distribution to state policy makers, field staffs and allies. As requested by SAD, prepare and promote economic impact studies on specific states.

**Strategy II:** Demonstrate that the inadequacies, complexity and skyrocketing costs of the American health care system require comprehensive, long-term reforms, and that incremental "band-aid" approaches to funding of health care reform are both bad public policy and deceptive to health care consumers and providers.<sup>2</sup> Demonstrate the availability of cost containment measures and alternative, broad-based revenue sources to fund health care.<sup>2</sup>



Wherever appropriate and based on published research, refute "social costs" arguments being used to justify tobacco excise tax increases to finance health care.

**Goals and Tactics:**

At the federal level:

1. Working with the Tobacco Industry Labor Management Committee (TILMC), support efforts by allies (e.g. Citizen Action and the National Council of Senior Citizens) to enact comprehensive health care reform as opposed to incremental efforts to address the issue.<sup>2</sup>
  
2. Promote media and public attention to health care reform in the Congress and the Administration by encouraging allies to convene and promote a national strategy conference.<sup>1</sup> Use this conference as a vehicle to further promote research and other public education materials developed during the 1992 election season and to develop financing strategies for health care reform that are tailored to the dynamics of the new Administration and the new Congress. Support the issuance and dissemination of a conference report to selected Members of Congress and key officials in the new Administration, as well as to the media and the memberships of the participating organizations.

3. Encourage TILMC allies to testify at appropriate congressional hearings to support both comprehensive health care reform and a combination of universal cost containment measures and broad-based revenue sources as financing mechanisms.<sup>2</sup> Promote appearances to the media and encourage wide dissemination of testimony, along with follow-up visits to selected Members and their staffs.
  
4. Support as appropriate research by the Committee for a Responsible Federal Budget which documents the potential of cost containment, tax incentive and efficiency measures as the principal means for increasing access to the health care system.<sup>2</sup> Monitor opportunities for legislative compromise on the health care reform front which rely on cost containment/"global budget" strategies; as appropriate, mobilize support for such approaches among TILMC allies.<sup>1</sup>
  
5. Encourage identification and analyses of broad-based and politically viable alternative Federal revenue sources, such as different forms of provider taxes, and strong cost containment measures (to hold provider charges down) as the primary means to fund government health care reform. Encourage allies to support both cost containment and broad-based revenue options and to oppose earmarked consumer excise increases.<sup>1</sup>

6. Working through the economists' network and in consultation with Federal Relations staff, encourage economists to develop and place op-eds and letters-to-the-editor which refute "social costs" arguments in selected congressional districts, where Members of Congress are advancing such arguments to support tobacco excise hikes as part of the solution to financing health care reform.<sup>2</sup>

Where appropriate, also encourage consulting economists to provide expert testimony before Congressional committees on such matters. In each instance, economists can be expected to draw on the updated "social costs" book, The Economics of Smoking, and the in-depth critique of the software model for estimating the alleged "costs" of smoking, "The Political Element in Science: SAMMEC II and the Anti-Smoking Lobby," to be published in 1992.

7. Identify a consulting actuary and commission a study (or identify an independent sponsor who is willing to do so) to assess the impact of small employer health insurance reform legislation and the actuarial justification of insurance industry practices which discriminate against smokers based on "costs" arguments.<sup>1</sup>

8. Continue to support and seek opportunities to strengthen and promote the National Chamber Foundation's "social costs" program. Encourage the Foundation to commission, publish and promote findings of economic research. Encourage economic consultants to conduct issue briefings on the misapplication of "social costs" theory as a means for justifying governmental intervention in the market place and for advancing ill-begotten notions of "social engineering" for and with relevant staff of business organizations such as the National Chamber Foundation.<sup>1</sup>

In the states:

1. Working through the TILMC, and in consultation with State Activities staff, encourage the state-based affiliates of national allies committed to comprehensive health care reform and fair financing for same to oppose incremental and piecemeal efforts at the state level which rely in whole or part on regressive excise taxes as a financing mechanism. Efforts in states identified by State Activities will include analyses of proposed legislation, identification of alternative revenue sources and dissemination of materials from parent organizations at the national level, in addition to aggressive coalition-building efforts and direct lobbying.

2. Continue to aggressively promote "Earmarked Taxes and Health Care: A Fiscal Mismatch," newly published research which demonstrates that excise taxes are inadequate and unreliable sources of revenue over time for financing health care, particularly in states where the current cigarette excise tax is near or exceeds the national average for such taxes.

Working through the economists' network and in consultation with State Activities, conduct two media tours promoting the study to specialized audiences of state finance experts and business leaders, in addition to developing 6 to 8 op-eds and/or letters-to-the-editor in selected states where the financing of health care reform through excise tax increases is under consideration.<sup>2</sup>

3. Encourage identification and analysis of broad-based and politically viable alternative revenue sources, such as different forms of provider taxes, and strong cost containment measures (to hold provider charges down) as the primary means to fund government health care reform at the state level. Encourage allies to support both cost containment and broad-based revenue options and to oppose earmarked consumer excise increases.<sup>1</sup>
4. Working through the economists' network and in consultation with State Activities staff, encourage economists to develop

and place op-eds and letters-to-the-editor which refute "social costs" arguments in four selected states in which such arguments are being advanced to support tobacco excise hikes as part of the solution to financing health care reform measures.<sup>2</sup>

Where appropriate, also encourage consulting economists to provide expert testimony before legislative committees on such matters. In each instance, economists can be expected to draw on the updated "social costs" book, The Economics of Smoking, and the in-depth critique of the software model for estimating the alleged "costs" of smoking, "The Political Element in Science: SAMMEC II and the Anti-Smoking Lobby," to be published in 1992.

5. Encourage consulting economists to disseminate "social costs" research findings to economic and academic peers to increase skepticism of applying "social costs" theory to smoking by making presentations at economic conferences such as American Economic Association, Southern Economic Association, Western Economic Association and Atlantic Economic Association, as appropriate.

Coordinate with State Activities economic consultant "social costs" briefings of economic and policy staffs of organizations such as American Legislative Exchange Council,

National Conference of State Legislators, Council of State Governments and National Governors Association; encourage these groups to address the issue as a serious public policy concern. Seek publication and speaking/seminar opportunities.

IV. Resources

A. Staff

1. Management:

George

2. Division staff:

Issues staff, Production Services, Media Relations, Information Center.

3. Other staff:

Federal Relations and State Activities headquarters and appropriate field staff.

B. Consultants

1. Economists

2. Public Relations Counsel

3. Legislative Counsel

4. Private research firms

5. Insurance consultant

C. Allies

1. Tobacco Industry Labor Management Committee and labor/liberal, women's, seniors', minority and other groups.

2. Coalition Against Regressive Taxation (CART)

3. National Chamber Foundation (NCF)



1 D. Materials

1. Videos
2. Data Cards
3. Economists' tax and "social costs" research  
(twelve papers)
4. Topic Brochures
5. Print materials from coalitions and third party  
organizations.
6. Earmarking/"user fee" book
7. "Social costs"/The Economics of Smoking book
8. TI-generated publications and studies
9. Journal of Regulation and Social Costs

51320 5600

## SCIENTIFIC AFFAIRS

### I. Background and Assumptions

- o The ETS risk assessment and workplace policy guide prepared by the Environmental Protection Agency (EPA), due for final release late in 1992, are likely to continue influencing scientific, media and public opinion concerning ETS issues and to become catalysts for federal, state, local and private smoking restrictions and legislation.
  
- o Publication of the final ETS risk assessment also may increase pressure on the Occupational Safety and Health Administration (OSHA) to address workplace smoking in developing a draft standard governing indoor air quality in the workplace.<sup>1</sup> In the meantime, however, OSHA's efforts to develop such a standard may continue to provide opportunities for the industry to discourage hasty adoption of unwarranted smoking restriction legislation pending issuance of a final Agency rule.

---

Note: Items footnoted with a "1" indicate items that have been added since last year's plan; items footnoted with a "2" indicate items that have been significantly expanded from last year's plan.

- o Legislation in Congress may determine federal agency jurisdiction over the indoor air quality and ETS issues. Legislation proposed in the 102nd Congress would have authorized EPA to research, issue health advisories on and develop product labelling requirements for components of indoor air, and to implement a ventilation standard for the workplace. Other proposals would have directed OSHA to develop and issue a workplace air quality regulation. These proposals are likely to be reintroduced in the 103rd Congress.
  
- o Some progress has been made in recent years in encouraging objective scientific analysis of the ETS literature. However, it remains difficult for scientists with alternative viewpoints on ETS science, and especially for those who question the motivation and objectivity of some anti-smoking researchers, to express themselves within the scientific community. Publication of research on anti-smoking attitudes among the scientific community may provide an opportunity to highlight this situation and generate public discussion.
  
- o Although in previous years anti-smokers within the scientific community and the public have focused on claims regarding ETS and risk of lung cancer, future efforts may focus

increasingly on more recent claims regarding cardiovascular disease and purported effects in children. <sup>1</sup>

- o Media coverage of ETS continues to shift away from portraying ETS as a controversial scientific issue and toward portraying it as an "established hazard." This shift is due in part to the media's lack of objectivity regarding ETS and in part to the scientific complexities of the ETS debate. Efforts to alleviate both situations are likely to remain extremely difficult. <sup>2</sup>
  
- o Although the broader issue of indoor air quality has received increased public attention, ETS continues to be viewed as a separate and distinct issue.
  
- o Continued efforts to utilize reforms currently being promoted with respect to risk assessment and policy driven science on a variety of issues apart from ETS and indoor air are necessary to promote scientific objectivity with respect to ETS.
  
- o While allies can be helpful on indoor air quality issues, it remains The Institute's role to serve as advocate for the industry perspective on ETS.

## II. Objectives

The overall objectives of The Institute's scientific affairs programs are:

To objectively discuss the issue of ETS and disease in nonsmokers within the scientific community.

To explain to legislative and regulatory authorities, the media and the public that claims regarding chronic health effects of ETS are not supported by the totality of the scientific data.

To increase awareness among the scientific community, legislative and regulatory authorities, the media and the general public that breakdowns in the scientific process -- encompassing bias, error, scientific limitations of risk assessment and misuse of risk assessment in policy formulation -- are leading to distorted perceptions of risk and flawed policies.

## III. Strategies, Goals & Tactics

**Strategy I:** Continue efforts to focus attention on the inconclusive nature of the scientific data regarding the alleged chronic health effects of ETS. Increase awareness of the need for

more and better research on the reported relationship between ETS and disease.

**Goals and Tactics:**

At the federal level:

1. Continue to maintain a group of consulting academic scientists able to review the ETS literature for scientific journals, respond to ETS research published in the scientific media, and conduct briefings and present testimony before Congress as well as federal and state regulatory agencies. Attempt to encourage additional scientists to review the ETS science and publish analyses in the scientific literature, focusing particularly on researchers with expertise in cardiovascular health, respiratory health and epidemiology in general. <sup>1</sup>
  
2. With assistance from academic and other scientific consultants, review and submit comments on proposed federal government research and regulatory activities on ETS. Focus particularly during 1993 on research relevant to a possible OSHA effort to address ETS in its Notice of Proposed Rulemaking (NPR) on indoor air quality, encouraging analyses anticipating such an effort and responding aggressively when the NPR is published. Encourage at a minimum development of:

- A. Analyses of epidemiologic studies of ETS exposure in the workplace.
  - B. Additional analyses of data on ETS levels in the office workplace.
3. Encourage during 1993 publication in scientific journals of major analyses of the reported relationship between ETS and disease, including those prepared in response to federal agency initiatives. Encourage at a minimum publication of:
- A. Approach-oriented analyses of the EPA ETS risk assessment, focusing particularly on its discrepancy with the guidelines for carcinogen risk assessment and its failure to adhere to principles outlined in the EPA critique Credible Science, Credible Decisions, and comparing EPA's treatment of ETS with its approach to less controversial issues. <sup>2</sup>
  - B. Critiques of EPA's treatment of the epidemiology on ETS and lung cancer in the final draft of its ETS risk assessment. <sup>1</sup>
  - C. Analyses of epidemiologic studies of ETS exposure in the workplace.



D. Additional analyses of data on ETS levels in the office workplace.

4. Through Federal Relations Division staff, continue to encourage Congressional appropriations and oversight committees to raise questions about the procedural and scientific validity of current federal research programs on ETS.

In the states:

1. Continue to maintain an up-to-date scientific consultant team, capable of conducting briefings on ETS research with state and local public policymakers, of testifying before state and local legislative bodies, and of conducting media tours and preparing commentaries on scientific issues.
2. As appropriate, update "white papers" on ETS research, reflecting new studies and critiques and providing updates on federal ETS activities. Distribute to and brief legislators and other public and private decision makers. As additional information on and critiques of shortcomings regarding ETS research become available, incorporate into briefings to legislators and other public and private decision makers.

General:

1. As appropriate and subject to availability of funds, continue conducting detailed analyses of ETS research and aggressively criticizing -- via briefings, publications, letters-to-editors -- any significant shortcomings and failures.
  
2. Focus particularly during 1993 on claims regarding ETS and cardiovascular disease in nonsmokers.
  - A. Encourage publication in the scientific literature of a comprehensive review of research on cardiovascular disease, encompassing the relevant epidemiologic research and studies of acute cardiovascular effects, and addressing claims regarding "biological plausibility."
  
  - B. As appropriate, encourage development of commentaries based on the research for submission to the popular media.
  
  - C. Review and critique any significant shortcomings in research on ETS and cardiovascular disease published in the scientific literature.

- D. Utilize research and critiques in briefings for legislators and other public and private decision makers. <sup>1</sup>
3. As appropriate and subject to availability of funds, continue to encourage participation of Institute scientific consultants in national and international symposia on ETS and indoor air quality.

**Strategy II:** Continue efforts to ensure that ETS is assessed objectively in the context of all indoor air quality factors. Focus greater attention on the need for improved ventilation systems or more efficient use of existing systems. Illustrate that improved ventilation is technologically and economically feasible.

**Goals and Tactics:**

At the federal level:

1. Continue monitoring federal agency efforts to implement an indoor air quality standard and legislation affecting federal agency initiatives. <sup>1</sup>
2. Encourage publication in the scientific literature of research that objectively assesses the role of ETS in indoor

air quality, the advantages of improved ventilation and the technological and economic feasibility of improving indoor air quality. As appropriate, encourage submission of the research to federal agencies involved in the indoor air quality debate. <sup>1</sup> Encourage inclusion of:

- A. Additional analyses of data on levels of ETS and other indoor air constituents in the office workplace.
- B. Analyses of the relationship between ventilation and indoor air quality.
- C. A comprehensive analysis of the relationship between indoor air quality and worker productivity. (1)
- D. An analysis of the capability of U.S. building stock to perform to the ASHRAE ventilation standard.
- E. Assessments of the costs of increasing ventilation to meet minimum recommended standards.

In the states:

- 1. Continue to encourage scientific consultants and allies to publish in trade publications and the popular media articles that objectively assess ETS in the context of all indoor air quality factors.

2. Identify and promote in print and at indoor air quality briefings positive case studies where indoor air quality was improved through changes in air handling systems and without restricting smoking.

General:

1. Continue increasing awareness and acceptance of ASHRAE Standard 62-89 as one means of addressing indoor air quality problems, through articles in IAQ trade publications and through Institute publications and presentations to affected groups. Target information to all groups potentially interested in adoption of the standard, including health and environmental groups; employee organizations; building owners, managers and engineers; architects and interior designers. Continue encouraging consultants to participate in conferences, workshops and seminars, to prepare articles for trade publications, and to engage in other educational activities as appropriate.
2. Continue monitoring ongoing ASHRAE review of Standard 62-89. Oppose efforts to effect revisions inappropriately focusing on individual IAQ components.
3. Encourage continued and expanded participation by scientific consultants on committees of organizations studying indoor air quality.

**Strategy III:** Continue promoting public discussion of issues affecting risk assessment and risk communication, including research reporting biases, weaknesses in the risk assessment process, scientific dishonesty and the failure of journalists to cover controversial scientific issues in an accurate and balanced fashion. Examine and promote discussion of the consequences of policy based on faulty science and perception based on flawed reporting.

**Goals and Tactics:**

General:

1. Based on soon-to-be published research by a social science consultant, aggressively promote findings on the hypothesis that the social beliefs, values and ideology of allegedly objective investigators appear to have influenced the results, and the interpretation of the results, they offer about the alleged health effects of ETS.
  - A. Prepare briefing packages outlining highlights of the findings for distribution to editorial board members, science writers and other key media representatives.
  - B. Conduct media tours and pursue specialized media opportunities as appropriate.

- C. Encourage submission of op-eds based on the published findings in the general media.
  - D. Pursue presentation opportunities at meetings of scientific and social scientific professional organizations, and encourage local media coverage of the presentations.
2. Develop additional arguments that highlight the lack of reliable risk assessment data.
  3. Encourage consulting scientists to write and talk about the limitations of science and risk analysis and consulting economists to submit articles on the economic impact of this issue.
  4. Attempt to develop coalitions with groups impacted by quantitative risk analysis.
  5. Distribute materials to staff, consultants and member companies; utilize when working with media and decision makers.
  6. As appropriate, publicize and promote independent research findings illustrating bias in major media coverage of the ETS issue.

- A. Encourage submission of the analysis in social scientific or journalism review publications.
  - B. Encourage op-eds based on the research for more general distribution.
7. Distribute materials to staff and to consulting scientists and economists; utilize when working with the media.

**Strategy IV:** Provide reporters with information and data that will foster a better understanding of the nature and findings of scientific research on ETS, with particular focus on the EPA ETS risk assessment and more recent claims regarding ETS and cardiovascular disease, to encourage more balanced and accurate media coverage of the ETS issue. Rebut and clarify news reports on ETS that are inaccurate or that do not have balanced viewpoints.

**Goals and Tactics:**

General:

1. Continue to provide reporters with up to date information on the scientific literature on ETS.



2. Update reporters as additional studies or reviews are published. As appropriate, place new information in the context of the literature reviewed by EPA.
3. As appropriate and subject to availability of funds, encourage academic consultant briefings of editorial board members and other media representatives in major markets and tobacco producing states, with particular focus on the draft ETS risk assessment and on new studies and reviews as they appear in the scientific literature.

#### IV. Resources

##### A. Tobacco Institute Staff

1. Public Affairs: Packett, other issues staff, Media Relations, Information Center and Production Services Staff.
2. State Activities: Woodson, Avedon
3. Federal Relations: Lewis, White, Vinovich

B. Consultants

1. Scientific and technical experts
2. Public relations counsel
3. Legal consultants
4. Economists

C. Materials

1. ETS science publications, including revised ETS brochures and McGill Symposium materials.
2. Indoor air quality publications and videos.
3. ASHRAE standards publication.
4. Fact sheets and status reports on Environmental Protection Agency and Occupational Safety and Health Administration ETS initiatives.
5. Media briefing materials.

6. Other "white papers," including allied publications on "sick building syndrome" and the costs of increasing ventilation.
  
7. Published articles and op-eds.

51320 5618

## PUBLIC SMOKING

### I. Background and Assumptions

o Federal, state, local and private employer smoking restriction activity continues. In the time since the first public smoking legislation was passed in 1973, some 46 states and more than 1,000 localities have restricted smoking in public places. Of these, 17 states and the District of Columbia restrict smoking in the private workplace and 35 states and the District of Columbia address smoking in government offices. In addition, more than 360 localities restrict smoking in the private workplace. Anti-smokers continue to pressure legislators to severely restrict or ban smoking in all public places.

o Until recently, smoking restrictions and smoking restriction legislation have been based on annoyance to the nonsmoker. However, the 1986 reports by the Surgeon General and by the National Academy of Sciences fueled legislative activity based on the alleged health effects of environmental tobacco smoke (ETS) on the nonsmoker.

---

Note: Items footnoted with a "1" indicate items that have been added since last year's plan; items footnoted with a "2" indicate items that have been significantly expanded from last year's plan.

o The concept of "indoor air quality" (with an emphasis on scientific and technical issues) attracts a wider audience -- including building managers, labor organizations and business executives -- than does the issue of smoking restrictions. Many anti-smokers may support ventilation standards, although not in lieu of existing smoking regulations.

o Separate ventilation for smoking sections as an alternative to smoking bans may appear to some to be a reasonable approach in support of a ventilation solution to IAQ. However, this alternative is not always feasible, because building owners and managers usually are unwilling to spend the money required to install separate ventilation systems to allow smoking sections.

o Publication of a final ETS risk assessment, expected to be issued in late 1992 by the Environmental Protection Agency (EPA), will reinvigorate the proponents of strong smoking restrictions and bans at the state and local levels. It also may increase pressure on the Occupational Safety and Health Administration (OSHA) to address workplace smoking. Following review of responses to a Request For Information on indoor air quality, OSHA is expected to produce a proposed rule governing indoor air quality and smoking in the workplace.

o OSHA's efforts to develop such a rule may continue to provide opportunities for the industry and its allies to

discourage hasty adoption of unwarranted smoking restriction action on the state level pending issuance of a final rule. In 1992 there were several attempts to implement strong workplace smoking restrictions or bans through state occupational safety and health agencies. That is expected to increase in 1993.

o Congress may determine federal agency jurisdiction over the indoor air quality and ETS issues. Legislation proposed in the 102nd Congress would have authorized EPA to research, issue health advisories on and develop product labeling requirements for components of indoor air, and to implement a ventilation standard for the workplace. Other proposals would have directed OSHA to develop and issue a workplace air quality regulation. These proposals are likely to be reintroduced in the 103rd Congress.

o Organized labor supports efforts in OSHA to regulate IAQ at the federal level. In 1992, the AFL-CIO petitioned OSHA to issue a rule on workplace IAQ. At the state level, the AFL-CIO has opposed efforts by state regulatory agencies to regulate IAQ, arguing that the federal effort under way should be allowed to proceed.

o In September 1991, the American Stop Smoking Intervention Study (ASSIST) began a seven-year effort sponsored by the federal government and the American Cancer Society to reduce smoking in

17 states through community-based coalitions. State proposals indicate that in addition to educating target populations, ASSIST coalitions will support a variety of anti-smoking legislative initiatives, including smoking restrictions.

o While it is now fairly common for employers to restrict smoking on the job, some have gone even further in attempting to require that employees not smoke off the job as well. Since 1989, 28 states have passed some form of legislation that makes it illegal for employers to restrict off-the-job smoking. These laws differ in language and provisions: Some expressly prohibit discrimination against smokers; others prohibit discrimination for off-the-job use of legal products; still others have laws prohibiting discrimination against employees for engaging in legal activities off the job.

o Organized labor and civil liberties groups have generally supported broad-based privacy legislation, which would affect a greater number of workers. In 1991, the AFL-CIO issued a statement in support of privacy legislation. While business interests have opposed broad-based privacy legislation in part because they fear losing the freedom to hire whom they choose, business in general is less opposed to legislation focusing only on smoking or the use of "legal products" or some other narrow definition.



o Important to the mission of The Institute in the public smoking issue is the ability of Public Affairs Division staff to identify and nurture coalition partners, allies and experts who can enhance the ability of the Federal Relations and State Activities divisions to achieve their objectives.

## II. Objectives

To support the defeat of unwarranted smoking restrictions and to discourage unfair discrimination against smokers.

## III. Strategies, Goals & Tactics

**Strategy:** Continue to work with allies and expert consultants to encourage the point of view that ETS be considered in the context of all indoor air quality factors. Promote ventilation solutions, air filtration/cleaning technology and more efficient use of existing systems as options for public officials, employers and business owners considering smoking restrictions.

### **Goals and Tactics:**

#### At the federal level:

1. Through the Tobacco Industry Labor Management Committee (TILMC), its consultants and allies, encourage continued involvement of labor organizations and the AFL-CIO IAQ Task Force in OSHA rulemaking and IAQ legislation.<sup>2</sup>

2. Through the TILMC, encourage interested labor organizations, such as the American Federation of Government Employees, Service Employees International Union and others, to develop position statements and corresponding materials in support of broad federal indoor air quality standards and regulations.
3. Encourage IAQ testimony by consultants, allies and business coalitions on federal legislation regarding indoor air and ventilation standards. Encourage media activity in conjunction with legislative efforts. As appropriate and subject to availability of funds, identify additional spokespersons at the national level.<sup>2</sup>
4. Encourage state LMC counsel to work with NEMI to identify indoor air quality briefing opportunities with labor organizations and other liberal organizations. These consultants also would represent the TILMC in other coalition efforts with organized labor/liberal groups. Promote federal OSHA activity in lieu of separate state regulation. Promote IAQ contract language.
5. Through media, testimony and briefings as appropriate, promote findings of the American Federation of Government Employees IAQ survey of Social Security Administration workers at the federal level.<sup>1</sup>

6. Encourage consultants, allies and business coalitions to publicize the benefits to employers of cleaner indoor air through testimony and briefings.
  
7. Encourage consultants, allies and business coalitions to increase awareness and acceptance of the ASHRAE ventilation standard 62-1989 as a means of addressing indoor air quality problems, through articles, briefings and marketing brochures.
  - a. Encourage consultant, ally and business coalition availability to participate in conferences, workshops and seminars, to prepare articles for trade publications and to engage in other educational activities as appropriate.
  
  - b. Encourage consultants, allies and business coalition members to sit on committees as appropriate to monitor attempts to oppose the objectives of ventilation standards.<sup>2</sup>
  
  - c. Groups potentially interested in adoption of the standard include health and environmental groups; industrial hygienists; employee organizations; building owners, managers and engineers; architects and interior designers.

8. Drawing from the ranks of consultants, allies and business coalitions, identify expert witnesses who will be available to testify before federal legislative and regulatory bodies, brief public officials, participate in interviews and make presentations to business and ally groups on IAQ and ventilation issues.

At the state level:

1. Through the TILMC, encourage interested labor organizations, such as the American Federation of Government Employees, Service Employees International Union and others, to develop position statements and corresponding materials in support of broad indoor air quality standards and regulations. Encourage these organizations to promote their positions as appropriate in states identified by the State Activities Division.
2. Encourage state TILMC counsel to work with NEMI to identify indoor air quality briefing opportunities with labor organizations and other liberal organizations in the states. These consultants also would represent the TILMC in other coalition efforts with state labor/liberal groups. Promote federal OSHA activity in lieu of separate state regulation. Promote IAQ contract language.

3. As appropriate, promote findings of the American Federation of Government Employees IAQ survey of Social Security Administration workers in states identified by the State Activities Division.<sup>1</sup>
4. Encourage IAQ testimony by consultants, allies and business coalitions on state legislation regarding indoor air and ventilation standards. Encourage media activity in conjunction with legislative efforts.<sup>2</sup>
5. Through the TILMC and in conjunction with the State Activities Division, seek opportunities to support indoor air quality seminars -- supporting federal action and opposing state regulation -- in targeted areas sponsored by independent groups representing unionized contractors or employers who are concerned with IAQ issues.
6. Seek opportunities, in conjunction with the State Activities Division and the TILMC, to encourage allies, business coalitions and consultants to deliver briefings on energy and ventilation issues to state and local business groups with the goal of encouraging the adoption of broad-based IAQ policies.
7. Drawing from the ranks of consultants, allies and business coalitions, identify expert witnesses who will be available

to testify before state and local legislative and regulatory bodies, brief public officials, participate in interviews and make presentations to business groups on IAQ and ventilation issues.

8. Through the TILMC, continue to provide assistance to unions and union officials on matters related to employee efforts to restrict or ban smoking in the workplace and/or to implement IAQ policies.

a. Continue to identify opportunities to conduct building ventilation studies in areas or among employers considering smoking restrictions. Support efforts to promote indoor air quality awareness.

b. Encourage state and local labor councils/international unions to negotiate during contract talks for reasonable accommodation of workers who smoke, and to view smoking restrictions in the broader context of indoor air quality. In conjunction with NEMI, promote model indoor air quality and accommodation contract language as appropriate.

Other:

1. Through the TILMC, encourage interested labor organizations, such as the American Federation of Government Employees, Service Employees International Union and the Coalition of Labor Union Women, to develop general position statements and corresponding materials in support of broad indoor air quality standards and regulations.
  
2. Encourage consultants, allies and business coalitions to review and comment on IAQ manuals and documents produced by government agencies and trade groups, with the goal of supporting ventilation language and discouraging source control language.<sup>1</sup>
  
3. Support indoor air allies and business coalitions that promote ventilation solutions through the building systems approach. Support the ability of such groups to increase their memberships, outreach and recognition and thus to enhance their visibility with federal regulatory and legislative groups.<sup>2</sup>
  
4. Encourage consultants, allies and business coalitions to publicize the benefits to employers of cleaner indoor air through briefings and marketing materials.<sup>2</sup>

5. Work through the TILMC and NEMI to encourage articles on indoor air quality as a workplace issue for submission to union publications. Promote reprints as appropriate.
6. Continue to support, through the TILMC and NEMI, indoor air quality exhibition booths at trade shows, conventions and other meetings as a means of promoting indoor air quality videos and other materials.

#### IV. RESOURCES

##### A. Staff

1. Public Affairs: Fernicola Suhr, other issues staff, Media Relations, Information Center and Production Services staff.
2. State Activities: Woodson, Avedon.
3. Federal Relations: Lewis, White, Vinovich.

##### B. Consultants

1. Scientific and technical experts.
2. Labor experts.
3. Public relations counsel.
4. Legal consultants.
5. Economists.

##### C. Coalition Groups



1. Tobacco Industry Labor Management Committee.
2. Trade and other business organizations.
3. Business indoor air quality groups.

D. Materials

1. Tobacco Industry Labor Management Committee IAQ kit and video.
2. General public smoking materials and brochures.
3. Consultant, ally and business coalition issue and marketing materials on IAQ.
4. AFL-CIO resolutions on employee privacy and workplace smoking.
5. Media clips and journal articles on employee privacy.

51320 5632

## ADVERTISING AND YOUTH ISSUES

### I. Background and Assumptions

Anti-smoking activists argue that the advertising and promotion of tobacco products is designed to create and increase demand for cigarettes. They claim that industry advertising, promotion and marketing practices target special segments of the population and encourage them to smoke.

Increasingly, anti-smokers are focusing on the youth smoking issue to justify much of the punitive legislation that they support. They see their mission as protecting this group from the industry's "predatory" marketing practices.

Several widely publicized reports have "concluded" that children are especially susceptible to tobacco advertising. It is likely that such claims will intensify as the Office of the Surgeon General prepares to release in late 1993 its annual report. The

---

Note: Items footnoted with a "1" indicate items that have been added since last year's plan; items footnoted with a "2" indicate items that have been significantly expanded since last year's plan.

report, on smoking initiation, is expected to be devoted in large measure to smoking and young people.

o Anti-tobacco interests continue to advocate banning or severely restricting tobacco advertising and promotion. In addition to directly pursuing outright ad bans, such interests pursue indirect approaches that would be tantamount to a ban.

The industry's advertising and civil liberties allies perceive our opponents' tactics as "ad bans in sheep's clothing" and can be expected to fight content control, deductibility, restrictions, counteradvertising proposals and repeals of state preemption on First Amendment grounds.

o In 1992, Congress approved and the president signed a bill with a provision setting a national minimum age of 18 for the sale of tobacco products. The law takes effect October 1, 1993.

Several bills were introduced in the last Congress to limit or ban cigarette advertising under the guise of protecting children and other "vulnerable" groups. Generally, these bills would have:

- disallowed the deduction for advertising and other promotion expenses;
- amended the Drug Free Schools and Communities Act to

provide education on the "problems" associated with the use of tobacco;

- made exports of cigarettes and the advertising of cigarettes abroad subject to the same restrictions on labeling and advertising as in the United States; and
- established a center for tobacco education, further examined and enhanced the "effectiveness" of warning labels and funded tobacco health and education campaigns.

In regulatory matters, anti-smoking groups have submitted petitions to the Food and Drug Administration and the Federal Trade Commission requesting that the agencies be given additional authority to further regulate tobacco products and cigarette advertising.

o In 1991, the U.S. government launched a multi-year, multi-million dollar anti-smoking program called ASSIST (American Stop Smoking Intervention Study). Health departments in 17 states have been chosen to spearhead policy and media outreach programs "designed to reshape the social environment surrounding tobacco." The ASSIST program is likely to generate additional efforts to ban or restrict tobacco advertising in the states.

At the state and local level, a wide range of legislative proposals have been considered, including bills to:

- ban or restrict outdoor advertising and tobacco advertising on public and private property;
- earmark tobacco tax revenues for anti-smoking media campaigns;
- restrict sales of cigarettes through vending machines; ban the use of self-service product displays; eliminate or further restrict cigarette sampling; and
- license the sale of tobacco products.

o In 1992, The Institute continued to expand the industry initiatives to discourage youth smoking. These initiatives demonstrate the industry's commitment against youth smoking and promote a pro-active approach to the issue. Many legislators, the media, educators and parents have commended these programs.

"Tobacco: Helping Youth Say No" messages were aggressively publicized through nationally distributed television public service announcements, a national print advertising campaign and the activities of the Family C.O.U.R.S.E. Consortium. In 1993, we will increase efforts to disseminate program messages through new, more targeted channels.

TI and cosponsoring organizations also have continued to promote the "It's the Law" retail compliance program. Despite retailers' awareness and observation of minimum age laws, anti-smokers increasingly are conducting and publicizing "sting" operations to

identify retail establishments in violation of such laws and to justify laws that would criminalize the purchase and possession of tobacco products. These efforts are likely to intensify in advance of the release of the 1993 Surgeon General's report.

o The industry now must maintain the momentum of the youth program through projects and new activities to discourage youth smoking that will be effective and will keep our efforts fresh in the public mind. Working on its own, with the Consortium and through allies and researchers, The Institute must identify opportunities to promote the effectiveness of the programs and their messages in the general media and through research and publication in specialized journals. Important to the mission of the Division is the program's ability to support the efforts of the federal and state divisions to meet their objectives.

## II. Objective

To discourage unnecessary and unfair restrictions that, directly or indirectly, adversely affect the legitimate and truthful brand advertising, promotional and marketing practices of the tobacco industry.

### III. Strategies, Goals and Tactics

**Strategy I:** Increase legislative, media and public awareness that the right to advertise is protected by the First Amendment of the U.S. Constitution, and that content control, deductibility restrictions, counteradvertising proposals and repeals of state preemption are tantamount to an unconstitutional ban on advertising.

#### **Goals and Tactics:**

##### At the federal level:

1. Continue to encourage legal and constitutional analyses on each legislative proposal that impacts commercial speech. These documents, sponsored by allies or The Institute as appropriate, will be produced in "lay" versions to use as leave-behinds by allies, TI and company representatives in visits with federal legislators, policymakers and the media.<sup>2</sup>
2. Update and promote the cigarette advertising and promotion white paper as well as the one-page briefing documents based on the work. Distribute to TI and company representatives for use with federal legislators, policymakers and allies, as appropriate.<sup>1</sup>



3. Monitor advertising ban legislation in foreign countries, particularly Canada, the European Community, New Zealand and Australia and counter the momentum that ad ban legislation in the United States may receive if an ad ban is passed and survives legal challenges in one or more of these countries. Encourage allies to dissuade federal legislators from taking similar action because it infringes upon freedoms guaranteed citizens of the United States by their Constitution -- a protection not available in most other countries -- by engaging in briefings with legislators, writing op-ed pieces and participating in debates with anti-smokers.

4. Support efforts of allies (such as the American Civil Liberties Union, the Washington Legal Foundation and the Freedom to Advertise Coalition, etc.) to promote their opposition to ad bans and other infringements on commercial speech. Assist these groups as appropriate in promoting their message to their members, the media and federal legislators through newsletters, op-ed pieces, letters to the editor, testimony at public hearings and other means.<sup>2</sup>

5. Identify a third-party spokesperson for an aggressive public outreach program encouraging conservative opinion leaders, columnists and talk show (such as radio) hosts to champion free speech and First Amendment arguments. Work with public relations

counsel to develop and implement a plan targeting markets based on Federal Relations' priorities.<sup>1</sup>

At the state level:

1. Prepare "lay versions" of legal and constitutional analyses of state and local legislative proposals that impact commercial speech. These documents, sponsored by allies or The Institute as appropriate, will be used as leave-behinds by allies, TI and company representatives in visits with state and local legislators, policymakers and the media.<sup>2</sup>
  
2. Support efforts of state affiliates and chapters of allies (such as the American Civil Liberties Union, the Washington Legal Foundation and the Freedom to Advertise Coalition, etc.) to promote their opposition to ad bans and other infringements on commercial speech. Assist these groups as appropriate in promoting their message to their members, the media and state and local legislators through newsletters, op-ed pieces, letters to the editor, testimony at public hearings and other means.<sup>2</sup>
  
3. Update and promote the cigarette advertising and promotion white paper as well as the one-page briefing documents based on the work. Distribute to State Activities staff and company representatives for use with state and local legislators, policymakers and allies, as appropriate.<sup>1</sup>

**Strategy II:** Increase awareness that the advertising of a "mature" product like tobacco does not function to increase demand for the product and that bans on tobacco advertising, presumably to reduce consumption, do not withstand scrutiny.

**Goals and Tactics:**

At the federal level:

1. Publicize statistics that show the incidence of smoking in countries with an advertising ban equals or exceeds that of countries with limited or no ad restrictions through one-on-one briefings, op-ed pieces and editorials.
  
2. Encourage an exploration of how the advertising of select products marketed expressly to adults differs from the advertising of products for young people; and whether awareness or recognition of a product translates into consumption or use of a given product.<sup>1</sup>
  
3. Encourage a competent researcher to examine the factors related to smoking initiation and to evaluate the credibility of existing research on the subject.<sup>1</sup>

At the state level:

1. Support ally sponsorship of a case study examining the U.S. experience with advertising bans at the local level (in transit

systems, for example) and the corresponding impact, if any, on youth smoking rates.<sup>1</sup>

2. Explore how the advertising of select products marketed expressly to adults differs from the advertising of products for young people; and whether awareness or recognition of a product translates into consumption or use of a given product.<sup>1</sup>

3. Encourage analyses of the factors related to smoking initiation and evaluate the credibility of existing research on the subject.<sup>1</sup>

**Strategy III:** Demonstrate to officials and other policymakers at the federal, state and local level and to the media that the industry does not want children to smoke and is taking active and aggressive steps to discourage youth smoking.

**Goals and Tactics:**

At the federal level:

1. Explore the federal government's anti-smoking programs designed to reduce youth smoking and examine the similarities with the industry's programs.<sup>1</sup>

2. Continue to work with the Family C.O.U.R.S.E. Consortium and others to publicize the industry initiatives to discourage youth

smoking. Conduct briefings with newly elected Members of Congress, the Administration and their staffs to acquaint them with the program.<sup>2</sup>

3. Encourage Consortium members to provide testimony at pertinent federal hearings, focusing on the importance of family communication and the role of peer pressure. Explore the feasibility of encouraging members' participation in editorial briefings and media interviews in their home states.<sup>2</sup>

4. Encourage Consortium op-ed articles about discouraging youth smoking in select congressional districts with a goal of one per month. Use matte mailings to publicize the availability of "Tobacco: Helping Youth Say No" and other materials.

5. Media tours for Jolly Ann Davidson on behalf of the Consortium, which describe and promote facets of the youth program such as the original and the Spanish versions of "Tobacco: Helping Youth Say No," new materials developed by the Consortium, television and radio public service announcements (PSAs) and successes of the youth program, will average one per month. Sites will include southeastern states (to reinforce youth initiatives among the tobacco family) and other areas based on Federal Relations priorities. Editorial board briefings, letters to the editor and one-on-one briefings will be held in conjunction with media tours.<sup>2</sup>

6. Continue to encourage the Consortium's Speakers' Bureau to identify and participate in speaking opportunities before key national, regional and state organizations. Encourage the Bureau to conduct workshops on parenting, peer pressure and related issues.<sup>2</sup>

At the state level:

1. Continue to work with the Consortium and others to promote the industry youth initiatives via briefings for state and local public officials as requested by State Activities through one-on-one meetings, news releases, letters and telephone conversations.<sup>2</sup>

2. Encourage Consortium members to provide testimony at pertinent state and local hearings, focusing on the importance of family communication and the role of peer pressure. Explore the feasibility of encouraging members' participation in editorial briefings and media interviews and to distribute op-ed articles in their home states.<sup>2</sup>

3. Media tours for Jolly Ann Davidson on behalf of the Consortium in areas targeted by State Activities will average one per month. The Consortium representative will describe and promote facets of the youth program such as the original and the Spanish versions of "Tobacco: Helping Youth Say No," new materials developed by the Consortium, television and radio PSAs

and successes of the youth program. Sites will include southeastern states (to reinforce youth initiatives among the tobacco family). Editorial board briefings, letters to the editor and one-on-one briefings will be held in conjunction with media tours.<sup>2</sup>

4. Continue to encourage the Consortium's Speakers' Bureau to identify and participate in speaking opportunities before state, regional and local organizations. Encourage the Bureau to conduct workshops on parenting, peer pressure and related issues.<sup>2</sup>

General:

1. Update the literature survey on factors, including peer pressure, that influence youth smoking. Through the Consortium, prepare a white paper on the findings and distribute the document to the media, policymakers and other interests.<sup>1</sup>
2. Survey the literature on programs designed to reduce youth smoking. With the Consortium, explore such programs and other programs with a distinctive anti-industry thrust.<sup>1</sup>
3. Explore and compare advertisements intended to reduce youth smoking. With the guidance of a psychologist or other appropriate expert, examine through focus group research the

unintended consequences, if any, of the anti-smoking ads and the negative influences, if any, of the ads on viewers.<sup>1</sup>

4. Assess the efficacy of the PSAs that publicize "Tobacco: Helping Youth Say No" as well as other materials developed to discourage youth smoking for their ability to deliver messages in a positive, constructive manner.<sup>1</sup>

5. Survey the television stations who have received the Consortium PSAs to more accurately assess how many are running the ads and to determine reaction to the ads.<sup>1</sup>

6. Survey parents and other adults who have requested "Tobacco: Helping Youth Say No" to obtain feedback on its content and suggestions for auxiliary resources. Use the findings to develop revised or additional program materials, including items specifically for minority families, single-parent households and extended family systems (e.g., grandparents, community groups).<sup>1</sup>

7. Demonstrate the positive impact of the youth program and the related materials, to the general public, professional organizations and policymakers, as appropriate.<sup>2</sup>

8. Encourage the Consortium to retain an independent education expert to evaluate program criticisms and to evaluate programs sponsored by other organizations, including federal and state



governments. Encourage Consortium members and its independent researcher to draft articles for education and other professional journals.<sup>1</sup>

9. Continue to encourage the Consortium to aggressively respond to articles, editorials and "research" challenging the credibility of the Consortium's efforts to discourage youth smoking. Response mechanisms include letters to the editor of journals, newspapers and other publications, and editorial board briefings, op-eds, etc.<sup>1</sup>

10. As appropriate, continue to publicize highlights of the industry's efforts to discourage youth smoking; data from new programs, activities and other sources will be incorporated.<sup>1</sup>

11. Continue to promote the youth initiatives in select print media as follows:

- general consumer publications
- decision-maker publications
- minority press in major markets
- national and regional retail publications
- education journals and publications
- military commissary and exchange publications

Publicize the program messages through advertising to a national audience, as well as those geographic areas where adequate coverage has not yet been achieved. Through advertising and

other outlets, distribute 400,000 (including those distributed in 1991-92) "Tobacco: Helping Youth Say No."<sup>2</sup>

12. Continue to promote the new PSAs sponsored by the Consortium that offer parenting tips and provide information on how to order "Tobacco: Helping Youth Say No." Distribute a new series of additional television PSAs that complement the earlier spots.<sup>1</sup> Produce and distribute radio PSAs, which track the television spots.<sup>2</sup> Broaden distribution of PSAs to include U.S. military personnel stationed overseas by distributing the radio and television spots to the Armed Forces Information Service. Produce and test in 1993 a sufficient number of PSAs to continue the program into 1994.<sup>1</sup>

13. Explore distribution of PSAs to other appropriate closed-circuit systems broadcast before family audiences (for example, sporting events).<sup>1</sup>

14. Working through the Consortium, produce and distribute video and audio cassettes of the parenting tips included in "Tobacco: Helping Youth Say No." Distribute to individual parents as well as parent-teacher associations, community organizations and other groups involved with child welfare issues.<sup>2</sup>

15. Continue to encourage Hispanic and other minority allies to endorse and distribute the Spanish language "It's the Law" and

"Tobacco: Helping Youth Say No" materials to tobacco retailers and parents respectively. Develop, produce and distribute a concise version of the Spanish language booklet that will reinforce the youth program messages with this audience.<sup>2</sup>

16. Encourage appropriate organizations (such as church, parent/teacher, community) to endorse and distribute "Tobacco: Helping Youth Say No" materials. Distribute at least 100,000 booklets through these channels.

17. Support, as appropriate, the Consortium. Activities for 1993 will include:<sup>2</sup>

a. Continue to encourage the Consortium's Speakers' Bureau to identify and participate in speaking opportunities before state, regional and national organizations. Encourage the Bureau to conduct workshops on parenting, peer pressure and related issues.<sup>2</sup>

b. Working through the Consortium's professional relations subcommittee, expand the reach of The Institute's youth program to other professionals in the child welfare field -- such as peer counselors, family therapists, special education teachers and social service experts. Promote the group's messages via

articles published in specialized journals, workshops, advertisements and personal contact.<sup>2</sup>

c. Support projects of individual Consortium members as appropriate, including but not limited to the District of Columbia Service Corps youth outreach project, Even Start program for disadvantaged families, Council of the Great City Schools' programs, the New York City Job and Career Center booth and Classroom Connections' parenting materials -- in developing and improving the quality of life for America's young people.<sup>2</sup>

d. Support at least one workshop per quarter in key locations sponsored by the Consortium and conducted by a member of the Speakers Bureau and/or the Consortium as well as a local sponsor that would bring together representatives of law enforcement organizations, retail and other business organizations, parents' groups, educational and community groups to explain the various facets of the Consortium's programs. Encourage the participants to distribute "Tobacco: Helping Youth Say No" booklets and related publications and recruit retailers to participate in "It's the Law." Promote these workshops as appropriate to recruit participants and generate awareness of the Consortium's activities.

18. Continue promotion of "It's the Law" materials in retail outlets. Activities to support the "It's the Law" program will include the following:<sup>2</sup>

a. Work with program cosponsors and others in the retail community in select areas to develop, implement and promote a "model program" of intensified activity in the retail community to bolster compliance with minimum age laws.<sup>1</sup>

b. Work with program cosponsors to measure the level of retailers' participation in "It's the Law" program and their compliance with minimum age laws. Intensify distribution of program materials in areas where it is learned that participation has not yet reached desired levels. As appropriate, work with national, state or local organizations to conduct training seminars on compliance with minimum age laws. Promote results as appropriate.<sup>1</sup>

c. Survey retailers for feedback on the "It's the Law" program materials; i.e., utility of materials in helping employees comply with minimum age laws. Use the results to develop, produce and distribute supplemental materials that will keep the program fresh in the retail community.<sup>1</sup>

d. Promote the "It's the Law" program by highlighting states that have instituted or increased their age

limit for the purchase of cigarettes to 18 with a press release on the date of enactment and a press conference on the effective date showcasing the state cosponsors. The total available universe for this as of August 1, 1992, was three states: Georgia, Montana and New Mexico.<sup>2</sup>

e. Encourage endorsements by law enforcement organizations. Demonstrate that unless retailers voluntarily observe minimum age laws, economic consequences -- such as fines and lost business -- could result.

f. Establish a goal for 1993 of 2.5 million pieces of "It's the Law" materials distributed (including that distributed in 1991-92).<sup>2</sup>

#### IV. Resources

##### A. Staff

1. Management: Hrycaj
2. Division Staff: Issues staff, Media Relations, Production Services and Information Services
3. Other Staff: State Activities and Federal Relations

B. Consultants

1. Education Consultants
2. Public Relations Counsel
3. First Amendment Consultants

C. Materials

Brochures, original and revised versions of "Tobacco: Helping Youth Say No," Spanish-language version of "Tobacco: Helping Youth Say No," "It's the Law," Spanish-language version of "It's the Law," news releases, video news releases, video footage, academic research papers and ally publications.

51320 5654





## FIRE SAFETY

### I. Background and Assumptions

o Fire data and statistics have always fueled the political and technical aspects of the fire safety issue. The designation in national data records of careless smoking as the leading attributed cause of fire deaths in the United States has been unchallenged, though the number of fire deaths attributed to careless smoking has been trending downward over the past decade. Meanwhile, according to data trends, arson has been responsible for an increasing share of fire deaths, especially in metropolitan regions.

o There is general agreement within the fire service that no single solution to the residential fire problem exists. The smoke detector, sprinkler, home builder, insurance and furniture industries are among those responding to pressures from the fire service and legislators to become involved in developing solutions to reduce fire deaths, injuries and dollar loss.

---

Note: Items footnoted with a "1" indicate items that have been added since last year's plan; items footnoted with a "2" indicate items that have been significantly changed from last year's plan.

o The Consumer Product Safety Commission (CPSC) is one organization that has become more active in addressing the fire problem in recent years. The CPSC's National Smoke Detector Program and its outreach to major fire groups are evidence of the Commission's growing involvement. At the same time, however, the CPSC has remained reluctant to address the question of mandatory national furniture flammability standards.

o In 1990, the 101st Congress passed the "Fire-Safe Cigarette Act of 1990," which authorizes the CPSC to carry out most of the 1987 recommendations of the Technical Study Group on Cigarette and Little Cigar Fire Safety. The National Institute of Standards and Technology (NIST) and a Technical Advisory Group (TAG) of representatives from government, industry (including tobacco), fire service and health authorities is assisting the CPSC in conducting the work.

o The CPSC and NIST are under great political and time pressures to produce a standard test method to measure cigarette ignition propensity by or before the due date of August 1993 specified in the Act. Industry representatives on the TAG have expressed concerns that the test method currently being considered will have little relevance to fires in the real world.

o In the time since Rep. Rick Boucher (D-VA) co-sponsored the "Fire Safe Cigarette Act of 1990," his credibility as a

legislator committed to fire issues has grown. As chairman of the Science Subcommittee of Science, Space and Technology, Boucher authored major arson and sprinkler legislation in the 102nd Congress. In 1992 the Congressional Fire Services Institute named him "Legislator of the Year."

o While most states will wait for the federal work on "fire-safe" cigarette development to be completed, the fire service and consumer activists in some states -- including Massachusetts, Minnesota, Michigan, New York, Pennsylvania, Wisconsin and possibly others -- may attempt to pass more stringent cigarette fire safety legislation while the federal effort is pending. State bills in 1993 may call for "fire-safe" cigarette standards that will trigger upon completion of the federal study.

o State-level "fire-safe" cigarette bills tend to give implementation responsibility and enforcement authority to the state fire marshal. State fire marshals typically do not have the necessary capability and do not want the burden or the liability associated with tasks such as certifying cigarettes to be "fire safe."

o Ongoing turnover in national fire service leadership and the decentralized nature of the U.S. fire service suggest that the fire service is just as strong, if not stronger, at the state and local levels as at the national level.

o The fire service has very few sources of information on technical matters. On the "fire-safe" cigarette issue, The Tobacco Institute is a source of accurate information. The Institute is the only source of information on the voluntary "fire-safe" cigarette research being conducted by the tobacco industry independent of the federally funded work. The fire trade press and consumer advocates often inaccurately report that the current federal work will produce a "fire-safe" cigarette standard, as opposed to a standard test method for cigarette ignition propensity.

o The Institute's Fire Safety Education Program has consistently built and strengthened its relationships with key fire officials in almost all 50 states and in most major cities from the departmental level to the state and national levels. The Institute has become a well-recognized and respected source of support for -- and participant in -- fire prevention and education programs and research in the United States.

o Continued negative publicity the tobacco industry receives on almost all issues makes it difficult for some fire departments and fire service officials to accept industry support. A small but vocal group of activists has questioned whether it is "ethical" for the fire service to accept industry support. In addition, issues such as smoking restrictions, taxation and fire departments' increasing refusal to hire smokers put the fire

service at odds with the tobacco industry in many areas. For example, the fact that paid firefighters hold public sector jobs makes it difficult for the fire service to oppose government policies on taxation.

o A key measure of the success of this plan will be in our ability to assist the Federal Relations and State Activities divisions in persuading legislators to oppose legislation that attempts to mandate "fire-safe" cigarettes before it is technologically and commercially feasible to do so.

## II. Objectives

To increase the awareness of and acceptance by key public officials and fire service leaders that the tobacco industry acts voluntarily and responsibly to help decrease accidental fires through fire prevention and fire safety education programs.

To increase the awareness of and acceptance by key public officials, fire service leaders and others of the ongoing research efforts in the cigarette fire safety area and the difficulties of producing and regulating a commercially acceptable "fire-safe" cigarette.<sup>2</sup>

### III. Strategies, Goals and Tactics

**Strategy I:** Work with fire officials and, where desirable, other public officials at the national, state and/or local levels to improve the quality and increase the availability of education and prevention programs for fire departments.

#### **Goals and Tactics:**

##### At the federal level:

1. Strengthen the positive working relationships that have been established with national fire service officials through The Institute's Fire Safety Education Program and seek to build new relationships where appropriate. A working relationship is signified by (1) a TI-sponsored project in place; (2) TI staff contact with the organization staff; and (3) awareness or involvement of organization staff and elected officers in The Institute's programs.
2. Continue grants to national fire service organizations for fire prevention programs, awarding at least five such grants in 1993. In presentations at conferences, update members on new public education resources available from The Institute.

3. Encourage organizations to format existing public education programs into packaged products for wider distribution, as opportunities arise.
  
4. Seek opportunities to become members of fire service organization public education committees and sections and sit on advisory boards as appropriate, to contribute to the development of public education activities and policies. Among the organizations in which TI staff and consultants already participate are the International Association of Fire Chiefs Fire Prevention Committee, the National Fire Protection Association's Education Section, the Congressional Fire Services Institute Advisory Board and the Consumer Product Safety Commission's National Smoke Detector Campaign.

At the state level:

1. Strengthen the positive working relationships that have been established with state and local fire service officials through The Institute's Fire Safety Education Program and seek to build new relationships where appropriate. A working relationship is signified by (1) a TI-sponsored project in place; (2) TI staff contact with the local fire service; and (3) awareness or involvement of fire officials and other public officials in The Institute's programs.

2. Continue to support fire safety education programs of at least 20 individual fire departments, concentrating on establishing working relationships in priority states. Offer to review prevention activities of at least 10 key departments and ask how they can be improved or supplemented with TI assistance.
3. Continue grants to state and regional fire service organizations for fire prevention programs, awarding at least five such grants in 1993. In presentations at conferences, update members on new public education resources available from The Institute.
4. Work with at least five state fire marshals to coordinate grants in their states; encourage them to involve public officials in the presentation of grants.
5. Follow up on all requests for assistance from fire service and public officials that have received grants from TI and whose programs have been productive. Award at least 250 grants of free public fire education materials.
6. Encourage departments to format existing public education programs into packaged products for wider distribution, as opportunities arise.



7. Follow up with fire officials who have contributed information to the upcoming TI-sponsored report, Community-Based Fire Prevention: Reaching the Hard to Reach, to determine if their programs can be enhanced by support from TI's Fire Safety Education Program.<sup>1</sup>

#### Other

Encourage an informal task force of respected fire officials to conduct activities -- give speeches and briefings, or write articles, correspondence and pamphlets, as appropriate -- designed to persuade public and private officials of the importance of public fire safety education. Task force members would point to TI's program as an example of how the public and private sectors can work together to convey the fire safety message. The group will convene twice a year, with quarterly conference calls, and will consist of chiefs, public educators and other fire service representatives known for their commitment to public fire education.<sup>2</sup>

**Strategy II:** Maintain and increase fire service awareness of the fire prevention and fire safety education resources available to them through The Institute's Fire Safety Education Program.

**Goals and Tactics:**

At the federal level:

1. Conduct at least 10 one-on-one briefings to key fire officials at the national level as part of visits to departments, conferences and other meetings.
2. Maintain and improve relations with key fire trade journalists. Offer to provide information or articles on subjects important to them and their readers.
3. Appear on the programs of at least four national fire service conferences in 1993. Attend at least three other national conferences to promote privately industry programs. Maintain and improve relations with individuals responsible for planning major conferences.
4. Implement additional fire safety programs in regions of the country as requested by Federal Relations staff.

At the state level:

1. Conduct at least 10 one-on-one briefings to fire officials in key states as part of visits to departments, conferences and other meetings.

2. Appear on the programs of at least three state or regional fire service conferences in 1993. Attend at least two other state or regional conferences to promote privately industry programs. Maintain and improve relations with individuals responsible for planning major conferences.
3. Implement additional fire safety programs in regions of the country as requested by State Activities staff.

Other

Aggressively promote upcoming TI-sponsored report, Community-Based Fire Prevention: Reaching the Hard to Reach, through presentations and announcements at fire conferences, articles in the fire trades, personal letters and one-on-one briefings. Encourage fire service officials to comment on the study in articles, speeches and correspondence with public officials.<sup>1</sup>

**Strategy III:** Encourage discussion among fire service leaders, concerned public officials and others about the need for thoughtful and effective fire prevention methods.<sup>2</sup>

**Goals and Tactics:**

At the federal level:

1. Continue to seek opportunities to address the boards of directors of national fire service organizations to brief them on the "fire-safe" cigarette issue and the status of federal ignition test research.
2. Work with Federal Relations staff to develop, maintain and strengthen relationships with key officials in regulatory agencies that have an interest in "fire-safe" cigarette technology and development.
3. Continue Institute participation in Consumer Product Safety Commission's National Smoke Detector Project, contributing ideas and resources as appropriate.
4. Through the CPSC's National Smoke Detector Project, attempt to build relationships with representatives of other industries that have demonstrated interest in fire safety (such as the residential sprinkler, lodging and single-family home building industries). As appropriate, explore interest in cooperative education projects aimed at reducing accidental fires.

5. Seek additional opportunities to assist key national fire service organizations and their divisions, sections and committees, with programs and projects aimed at fire prevention.
6. Encourage and assist Federal Relations Division staff in arranging briefings on fire prevention issues between elected officials and representatives of the fire service.
7. Keep traditional allies, such as labor unions in the tobacco industry, informed of the progress of "fire-safe" cigarette research, and of the difficulties of producing and regulating a commercially acceptable "fire-safe" cigarette.<sup>1</sup>

At the state level:

1. Continue to seek opportunities to address the boards of directors of state and regional fire service organizations to brief them on the complexities of the "fire-safe" cigarette issue and the status of federal ignition test research.
2. Brief new chief officers in fire departments of at least five key cities on the complexities of the "fire-safe" cigarette issue and the status of federal ignition test research.

3. Help increase the ability of fire officials to use fire data and statistics to develop and promote more effective fire prevention programs. Provide key officials with analyses of local, state and regional trends in fire data.
4. Seek additional opportunities to assist key state and regional fire service organizations and their divisions, sections and committees, with programs and projects aimed at fire prevention.
5. Encourage and assist State Activities Division staff in arranging briefings on fire prevention issues between elected officials and representatives of the fire service.

Other:

Encourage fire officials from other countries to travel to the United States to tell their U.S. counterparts about fire protection practices abroad, and how they can be applied successfully in this country.

**Strategy IV:** Encourage fire service contacts to support our efforts in issues other than the "fire-safe" cigarette issue.

At the state level:

1. Help the fire service explore the implications of privacy legislation on hiring practices of the fire service through

articles in the fire press and presentations at fire conferences.

2. On cigarette excise taxes earmarked for fire prevention, encourage the fire service to adopt positions calling for progressive means of funding for fire and emergency services.

#### IV. Resources

##### A. Staff

1. Public Affairs: Fernicola Suhr, Issues Staff, Media Relations, Information Services, Production Services
2. State Activities: Yoe, appropriate field staff
3. Federal Relations: Lewis, Whitley, Vinovich, White, DeWitt, McGovern

##### B. Consultants

1. Fire experts: TriData Corporation; Sparber and Associates
2. Appropriate legislative consultants
3. Public relations counsel
4. Labor consultants

##### C. Materials

1. New Tools for Volunteer Fire Fighters
2. Challenge for Life secondary school curriculum
3. FireCare: Fire Safety for Senior Citizens
4. Fire Safety Education Evaluation Survey
5. FireSense: Fire Safety for the Deaf and Hearing Impaired
6. TriData's research reports
7. Chinese-language smoke detector television public service announcement
8. Burn Concerns, Inc., Juvenile Firesetters Workshops
9. "How Fast It Burned," University of Georgia college dormitory fire safety video
10. Reprints of appropriate articles



51320 5671

## COALITIONS

### I. Background and Assumptions

Coalition activities supportive of specific issues are described in the issues and media relations plans. In this plan, we discuss activities to maintain, enhance and improve relations with groups and individuals that fall into three general categories: (1) the tobacco family, (2) coalitions with which we have existing relations among some but not all groups and/or on some but not all issues, and, to a limited degree, (3) coalitions with which we have no relationship as yet.

We also discuss activities to respond to increased activity by the anti-smoking movement, particularly as this activity affects our relationship with our allies.

The success of many of these activities will depend upon the involvement and cooperation of staff from other divisions within The Institute, and from member companies and other tobacco-related organizations.

o The tobacco industry is a highly competitive assortment of individuals, businesses and trade associations. Unity of its competitors in public affairs represents the industry's greatest strength; conversely, disunity can be its greatest weakness.

o In dealing with public issues, the industry has come to rely more and more heavily on the identification of allies and the development of effective coalitions to complement and supplement its communications activities. The development, maintenance and involvement of coalitions by The Institute in industry issues is a priority public affairs activity which has produced outstanding results. This effort will be more important than ever in 1993.

o Allies' greatest strength -- independence -- can limit the effectiveness of many of these coalitions on our issues. Allies may not agree or even have an interest in all industry issues, and may not be willing or able to assist in all ways that might be requested. Allies who are supportive of us on one issue may be neutral or opposed to the industry's position on other issues.

o Although a great deal of progress has been made in establishing and involving coalitions in our issues, a great deal of additional work remains, particularly in the further development of allies among certain ethnic/minority, senior citizens', women's and veterans' groups.

o In order to encourage allies' interest in industry issues, The Institute must be able to respond to requests for assistance on non-tobacco concerns, and be capable of identifying and offering assistance on some issues even before we are asked.

o Release of the EPA's environmental tobacco smoke risk assessment and workplace smoking guidelines, together with the Occupational Safety and Health Administration's consideration of a rulemaking on environmental tobacco smoke as a possible workplace health hazard, will put strain on existing alliances with organized labor and make coalition efforts on workplace issues more difficult.

o Diminished state revenues and reduced funding for discretionary social service and human needs programs at the federal, state and local levels are likely to cause some of our allies to reconsider their broad-based opposition to regressive taxes as revenue sources.

o The American Stop Smoking Intervention Study (ASSIST), launched in September 1991, represents a 7-year effort by the federal government and the American Cancer Society to reduce smoking in 17 targeted states through community-based and ASSIST-supported coalitions. The approved proposals reveal that in addition to public education, ASSIST coalitions will support a variety of community action efforts including legislation aimed at imposing smoking restrictions, raising tobacco taxes and limiting cigarette advertising. Already, some of our allies have shown an interest in becoming part of ASSIST coalitions, if only to placate anti-smokers among their constituents.

o Anti-smokers also have increased their pressure on allied and coalition groups to refuse support from the industry, or to publicly justify and defend their decisions to accept support. This pressure can be expected to continue and to increase from within their constituencies and from outside sources such as federal and state decision makers and the media.

All of the efforts undertaken in ally development and coalition building are intended to support, directly or indirectly as appropriate, the legislative and public policy missions of the Federal Relations Division and the State Activities Division.

## II. Objective

To establish and maintain working relations with other groups and individuals for the purpose of demonstrating broad support for industry positions and initiatives.

## III. Strategies, Goals and Tactics

**Strategy I:** Improve working relations with all major segments of the tobacco industry.

**Goals and Tactics:**

At the federal level:

1. Maintain and improve ongoing communications with the basic segments of the industry. Use established methods such as Institute publications, as well as guest columns in tobacco-related trade journals, and new means as appropriate.
2. Provide editorial material and services for member company communications on public issues and, in support of Federal Relations, undertake communications projects focused on specific events.
3. Conduct and promote specialized briefings for tobacco family members including sales force and other company meetings, and the American Wholesale Marketers Association's Annual Legislative conference in Washington; support issues seminars for tobacco family unions as appropriate; identify opportunities for similar sessions aimed at other industry segments.
4. Work with Federal Relations Division and State Activities to maintain and improve relations with key growers' organizations and other farm groups. Identify issues of joint interest and provide support as appropriate.

5. Continue to improve relations with the American Wholesale Marketers Association (AWMA) by identifying joint projects supporting appropriate activities, and offering non-financial resources, including materials.
  
6. Improve relations with other industry trade associations, such as Tobacco Merchants Assn., Retail Tobacco Dealers Assn., Tobacco Associates, Cigar Association and Smokeless Tobacco Council, etc., by supporting appropriate activities, identifying issues of joint interest, and offering, as appropriate, non-financial resources.
  
7. Support as appropriate the Tobacco Industry Labor Management Committee.

At the state level:

1. Work with SAD to maintain awareness of tobacco issues among members of the Tobacco Action Network, by supporting regular mailings of issue materials to TAN volunteers.
  
2. Provide editorial material and services for member company communications on public issues and, in support of State Activities, undertake communications projects focused on specific events.

3. Provide public relations services and material in support of events, projects and communications sponsored by tobacco family groups.
4. Continue support of Tobacco Growers' Information Committee. Similarly, support National Tobacco Council as requested by State Activities by identifying officers and activists in tobacco family organizations willing to speak out on issues.
5. Work with State Activities Division to improve relations with key growers' organizations and other farm groups. Identify issues of joint interest and provide support as appropriate.
6. Support as appropriate the Tobacco Industry Labor Management Committee, including the work of its state consultants.

**Strategy II:** Broaden and strengthen relationships with non-tobacco groups with which we are now working; as appropriate, establish relationships with new groups.



**Goals and Tactics:**

At the federal level:

1. Continue to establish relations with non-tobacco labor unions, particularly those representing white collar workers and manufacturing unions outside the tobacco industry. Continue to expand relations from the national AFL-CIO to state labor federations, and local labor federations in major cities.
2. Build on established relations with minority councils within the AFL-CIO representing women, Hispanic and Black trade unionists and senior citizens, focusing on indoor air quality and tax and privacy issues that are of concern to other labor and liberal groups.
3. Support efforts of key allies in the labor movement to maintain and enhance their influence within the labor community in general and the leadership echelons of the AFL-CIO in particular.
4. Build on existing relationships with women's and minority groups on tax, advertising, workplace and discrimination issues. Continue to work with Coalition of Labor Union Women (CLUW) on workplace issues, with Hispanic publishers on advertising restrictions, and

with A. Philip Randolph Institute (APRI) and Labor Council for Latin American Advancement (LCLAA) on excise tax issues.

5. Continue to support Federal Relations Division in its efforts to enlist key veterans' groups on sales and smoking restrictions. Continue to cultivate relationships developed through the effort to win House passage of the Veterans Dignity in Health Care Act. Employ these relationships in opposing other smoking restrictions as well as in opposing regressive consumer excise taxes.

At the state level:

1. Continue to establish relations with non-tobacco labor unions, particularly those representing white collar workers and manufacturing unions outside the tobacco industry. Continue to expand relations from the national AFL-CIO to state labor federations, and local labor federations in major cities.
2. Sponsor legislative seminar for state labor counsel in 1993; use as an opportunity to develop programs to respond to state legislative issues.

3. Continue work with Hispanic affairs consultants to ensure TILMC interests are represented in Hispanic community affairs at the state and local levels as appropriate.

General:

1. Within the labor movement, promote and enhance the work of the Tobacco Industry Labor Management Committee.
2. As appropriate, encourage unions that are eligible for membership but that have not yet joined to consider joining the Committee.
3. Offer briefings on LMC issues and the work of the LMC to local labor affiliates, as appropriate and as requested by the Bakery, Confectionery and Tobacco Workers International Union (BC&T).

#### IV. Resources

##### A. Staff

- 1) Public Affairs: All staff
- 2) State Activities: Woodson, Donoho, Morris,  
Regional Vice Presidents
- 3) Federal Relations: White

##### B. Consultants

- 1) Public Relations Counsel
- 2) Labor Relations Counsel
- 3) Minority Counsel

##### C. Materials

- 1) Price Waterhouse studies
- 2) Tobacco Heritage publications
- 3) Issues materials as detailed separately in each  
issues plan

51320 5683



## MEDIA RELATIONS

### I. Background and Assumptions

Media coverage of tobacco issues is regular and intense. Anti-smoking activists and politicians provide the media with numerous charges and proposals to keep tobacco issues in the headlines. Federal, state and local hearings, media events generated by anti-smoking activists and other activities are provided ample room in the news -- often in headline and lead positions. Levels of media attention to tobacco issues continue to break records.

o Anti-smokers show no sign of reducing their attacks on the industry. In fact, their creativity in making allegations and their sophistication in communicating messages is increasing. Thus, The Institute must continue to be an aggressive source of perspective, information, and experts to pre-empt or respond to these assaults.

o Anti-smoking initiatives, and the arguments used to justify them, have grown increasingly shrill. Colorful language from the anti-smoking community is the norm. Media coverage reflects this intensity. Vigorous efforts from The Institute are necessary to provide counter-balance.

o Tobacco issues debated in the media generally have industry-wide implications. The Tobacco Institute, as the representative of the entire industry, can and should provide the coordinated media response, act as the lightning rod and promote proactive industry campaigns and positions.

o The Institute media team continues to be active and aggressive. In 1992, it is estimated that the media relations team will participate in over 600 broadcast interviews and 1,000 print interviews, fill over 5,000 information requests (almost half from the media) and make personal contact with some 600 journalists. Press briefings, press conferences, personal contact, media tours, op-eds, letters to the editor and other activities by expert consultants and the media team bring the industry's message to a wide audience.

o The media will continue to cover tobacco issues, including excise taxes, marketing, smoking restrictions and other related matters. On all levels, our political and press strategies to incorporate coalition members and allies where available and appropriate works well and should continue.

o Strategic media plans, using strong arguments, allies and consultants will gain the industry the most ground. To that end, a number of activities can be expected to enhance and encourage frequent media coverage of industry positions. These include arranging preemptive media activities, staff visits with editorial boards, meetings with reporters, consultant media work, mailing of targeted materials, development of a base of contacts and information, use of satellite transmissions in the form of video news releases and one-on-one interviews, ongoing media outreach efforts and continued development of resources and arguments to be used in media responses. All media plans must be developed in close coordination with the issues staff and the legislative divisions of The Institute.

## II. Objectives

To encourage fair coverage and editorial balance of key tobacco issues in the media.

To broaden the potential audiences and the reach of the industry's messages.

To provide to the media and the general public information about the positive programs and impact of the industry.



### III. Strategies, Goals and Tactics

**Strategy I:** Increase the level of media outreach activities, including counterattack and proactive press strategies.

Aggressively promote TI's availability and media appearances to assure industry representation.<sup>2</sup>

#### **Goals and Tactics:**

1. Working closely with other TI staff, monitor closely anti-smoking activities; develop information and press strategies to respond and to operate proactively. Develop Institute response to anti-smoker initiatives as appropriate, ensuring that The Institute remains in the lead to the extent possible. Where possible and as appropriate:
  - A. Conduct pre-emptive media conferences and personal or targeted mail briefings.
  - B. Alert the media to TI availability and position. Where possible and appropriate, encourage experts and allies to respond in national and/or local wire service stories.
  - C. Distribute position papers, press releases and other materials as appropriate.

- D. Produce TV and radio satellite packages for targeted or blanket feeds.
  - E. Use satellite interviews to increase availability of TI and/or experts to the media.
2. Continue aggressive media tour promotion and scheduling of TI speakers on issues of timely and/or local concerns.
- A. Using media tours as an outlet, promote industry views in specifically targeted areas for joint legislative/public affairs efforts.
  - B. Conduct at least two media tours per month by TI speakers on issues of general industry concern (e.g., positive economic impact of the industry).
    - 1. Coordinating with the issue managers, State Activities and Federal Relations, designate site and content for the event or media tour.
    - 2. No fewer than five interviews will be conducted on each visit to a major media market.

- C. Determine, on a monthly basis with issue managers and field staff, additional opportunities for media tours and messages.
- 3. Increase and broaden the level of media contact through targeted mailings and media visits.<sup>2</sup>
  - A. Conduct no fewer than two mailings per quarter, using distribution of favorable clippings, transcripts, editorials, statements, etc.
  - B. Incorporate speakers' contacts into mailing lists, updating and refining the lists each quarter.
  - C. Conduct two media contact tours per month in the top 100 media markets, in cooperation with the field staff.
- 4. As appropriate, schedule and promote news-making events, utilizing satellite transmissions and calling upon allies wherever possible to generate maximum exposure.  
Opportunities include:
  - A. Industry related announcements (e.g. initiatives to discourage youth smoking, economic impact studies or legislative activity).

- B. Speeches on tobacco issues to appropriate groups (e.g. on advertising bans to ad clubs or public relations groups).
  - B. Press briefings on topical concerns.
  - C. Polls of public attitudes.
  - D. Allies and coalition groups speaking out on key concerns.
5. Formalize ongoing "media fairness" efforts that include letters to the editor, personal follow-up with reporters and contacts with key editors and producers.<sup>2</sup>
- A. On a monthly basis, assign one speaker to be responsible for identifying media coverage requiring response, and drafting and dispatching the appropriate response.
  - B. Through a centralized file, make materials available to other media staff, for use in media relations tours and pitches.

**Strategy II:** Expand the use of consultants with the media on tobacco related-issues.<sup>2</sup>

**Goals and Tactics:**

1. Increase the visibility of industry consulting experts on tobacco related issues. (NOTE: More detail on specifics can be found in the appropriate issues plans.)

A. On the public smoking issue:

1. Continue to encourage consulting scientific witnesses and others to respond to ETS charges in the media through op-eds, letters to the editor, etc.

2. Continue to encourage ventilation experts' to provide perspective on the role of ETS in indoor air quality issues.

3. Promote other activities, projects and consultants as appropriate.

4. Promote privacy rights for smokers, with allies and experts, where appropriate.

B. For the excise tax and "social cost" issue:

1. Encourage editorial board visits and op-ed publication by economists on the regressivity, unfairness and unwise policy implications of excise taxes. Promote as appropriate.

2. Publicize, via media tours, editorial board visits, op-ed placements, and other activities, rebuttals to the "social cost" issue.

C. On the advertising restriction issue:

1. Encourage allies to speak out and generate editorials. Promote as appropriate.

2. Conduct media tours and other activities to create awareness of the industry's positions and initiatives on the youth smoking issue.

2. Broaden the press and public awareness of opposition to anti-smoking measures.<sup>2</sup>

A. To the greatest extent possible, use coverage of consultants, allies and other experts in mass-mailings.

B. In conjunction with legislative appearances of scientific and other expert witnesses, encourage these witnesses to make presentation to the media as appropriate.

C. Increase the exposure of expert consultants via satellite deliveries where possible.

3. Work with issue managers to increase the number of experts available to make media presentations.

4. Support local public relations counsel on issues identified jointly by the State Activities and Public Affairs Divisions.

**Strategy III:** Improve the management and coordination of the media relations efforts.<sup>2</sup>

**Goals and Tactics:**

1. Encourage continued coordination among Public Affairs issue managers, Federal Relations and State Activities personnel, to provide for strategic planning as well as the most thoughtful and advantageous positions to be taken with the media.
2. For key and/or developing issues, work with issue managers, field and other staff to maintain up-to-date agenda points for speakers' use with the media.
3. Continue strategic and coordinated planning -- combining long-range efforts with detailed mapping of all media activities. This will include:
  - A. Advance targeting of locations for media activity with State Activities and Federal Relations.
  - B. Selection of the appropriate solo consultant or speaker/consultant team for each market.



C. Monthly and/or bi-monthly calendar planning of specific media tours with consultants, speakers' media contact tours, media tours and other activities. Each month's plans for each traveling speaker will include:

1. At least one media tour on a selected topical issue.

2. At least one media contact tour, which may include participation in a press conference.

4. Raise the standard of quality of the media team's activities. Assess improvement on a regular basis, including monthly comprehensive review sessions of video tapes and newspaper clips among the media relations team.

5. Provide the speaker team with clear goals, standards and expectations.<sup>2</sup>

A. Increase by 15 percent over 1992 the speaker team's quantitative performance (e.g. number of interviews).

B. For media contact and media tours, at least five interviews or contacts will be required for each trip.

- C. Monthly minimum standards for the media team will include no fewer than 15 broadcast interviews, no fewer than 15 print interviews, no fewer than 5 letters to the editor and no fewer than 5 media relations contacts.

#### IV. Resources

##### A. Staff

1. Management: Dawson  
Media Relations staff: Merryman, Lauria, Wordham, Smith and Cronan
2. Other Public Affairs: Issue management staff, Information Center and Production Services
3. Other TI Staff: Federal Relations, State Activities and Data Processing
4. Consultants: Public relations counsel, expert consultants, PRAids, TV and radio satellite services

##### B. Materials

1. Press releases
2. Statements
3. Advisories
4. Fact Sheets, "FYI" and Tobacco Updates
5. Daybook/calendar items
6. Videos
7. In-house and external mailing lists
8. Poll documents
9. Economic impact materials
10. Scientific reports
11. Print clips and broadcast monitoring services
12. TI Publications