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AIRLINES

I. Background and Assumptions

Without sustained effort to ensure "sunset," the two-hour ban on smoking aboard commercial aircraft, enacted in 1987, will evolve -- perhaps rapidly -- into a total smoking ban on all flights. Anti-smokers will continue to press for a permanent, total ban, and depending on their experience with the two-hour ban, flight attendants may also push for a complete ban. Airlines, congressional leaders and Department of Transportation (DOT) officials may come to believe that a total ban is justifiable, workable and enforceable. House Aviation Subcommittee chairman Norman Mineta (D-CA) has indicated that he will hold oversight hearings on the temporary ban in 1989.

o Legislation is pending in Congress that would ban smoking on all public transportation, including airlines. Attempts by any transportation entity to market directly to smokers could ignite supporters of an across-the-board smoking ban to begin to push their legislation. Similarly, if legislation to repeal the two-hour ban is introduced and is successful, the industry must be prepared for an immediate backlash from anti-smokers.

o DOT is working cooperatively with the Department of Labor, the Department of Health and Human Services, the Environmental Protection Agency, the National Academy of Sciences (NAS), and the Air Transport Association to accomplish an empirical cabin air quality study. One or two members of the NAS literature review panel that recommended a total airline smoking ban in 1986 can be expected to submit proposals to conduct the study. At the same time, several firms -- with experience in working with environmental tobacco smoke in the context of indoor air quality -- are expected to offer proposals.

o It is not clear what the DOT cabin air quality study will find. Except on the issue of humidification, there are few data or reports on the subject. The aircraft is a unique and uniquely ventilated environment, and it is not known whether indoor air quality problems found in buildings also plague aircraft. Therefore, the eventual success of any cabin air quality strategy hinges on the findings of the DOT study.

o Contrary to expectations, implementation in April 1988 of the two-hour ban was virtually without incident. Smokers' rights organizations, including the Smoker's Rights Alliance, opposed the ban by protesting at three airports and establishing information centers at several others. The media gave these and other ban-related issues good coverage, particularly right around the April 23 effective date.

o In the long run, from summer 1988 through most of 1989, there is likely to be little media interest in the "straight" airline smoking ban issue. (TI speakers had difficulty generating media interest in the issue during their tours in July 1988.) The media may develop an interest in cabin air quality issues, but this subject may also be a "hard sell." Therefore, high-profile media activity in 1989 may be out of context and inappropriate. Unforeseen developments or the emergence of hard scientific data on cabin air quality may present opportunities for the industry to obtain media coverage..

o Smokers are not especially well organized at this time, but their continued negative reaction to the ban will in large part determine its future. Smokers are a significant portion (perhaps as much as 30-35 percent) of frequent flyers and, as such, should be able to exert some influence on the airlines. Opinion research suggests that smokers are outraged by Northwest's total ban. However, smokers seem to have accepted the two-hour ban with resignation. Polls also indicate that most passengers -- smokers and nonsmokers -- are unaware that the two-hour ban will sunset and continue to believe that the segregation rules which still apply to longer flights are reasonable and fair. Effective communications with smokers will emphasize these points.

o Consumer issues, such as realistic scheduling, truthful advertising, on-time performance, overbooking and lost baggage, remain high among DOT's priorities and will continue to dog the airlines. Existing airline passenger groups will continue to press these issues. These groups may represent coalition opportunities with respect to cabin air quality and ventilation issues.

o The smoking issue is not a priority for the airlines. Although many airlines may prefer the flexibility of the old segregation rules, they are not inclined to work to restore the rules. Ultimately, the airlines are likely to support a total ban to reduce confusion and competitive disadvantages.

o Some U.S. flight attendant leaders have indicated an interest in broader cabin air quality issues and may pursue these issues now that the smoking ban is in place, albeit if only for two years.

II. Objectives

To ensure that the two-hour ban sunsets as scheduled on April 23, 1990.

To persuade congressional and DOT decisionmakers that the issues to be confronted are cabin air quality and ventilation.

To persuade congressional and DOT decisionmakers and airlines that smokers expect to be accommodated and that all parties should fight for restoration of a more reasonable system.

During the course of this plan, activities will be geared toward several distinct audiences:

- o smokers
- o airlines
- o flight attendants
- o Members of Congress
- o DOT policymakers
- o tobacco family organizations
- o tobacco-state legislators.

Activities will be centered in key airline hub cities:

- o Atlanta
- o Chicago
- o Dallas
- o Denver
- o Houston
- o Los Angeles
- o Minneapolis
- o New York
- o San Francisco
- o St. Louis
- o Washington, D.C.

III. Strategies, Goals and Tactics

Strategy I: Demonstrate to airlines, Members of Congress and DOT policymakers that smokers, particularly frequent flyers who smoke, hold them responsible for the two-hour ban and want the previous, more reasonable system restored.

Goals and Tactics:

1. Complete targeted mailings via member-company constituent mailing capabilities and the Tobacco Action Network (six alerts in 1989), providing background information and status reports to smokers, and urging them to write to:
 - A. DOT, Congress and the airlines, commenting on the extreme and unfair nature of the new rules;
 - B. the airlines, demanding to know (1) why the airlines let Congress enact the ban, (2) why they did not protect the interests of 30-35 percent of their passengers (smokers) who fly, and (3) what they are doing to ensure sunset of the two-hour ban;

- C. editors of their local newspapers decrying the airline ban and calling for a return to the old system of accommodation.
2. Continue to support the operation of Smoker's Rights Alliance (SRA) airport information centers in four high-traffic cities.
 3. Update "ticket stuffers," sponsored by SRA and by TI member companies, containing an outline of the smoking ban situation and complaint cards addressed to airlines, selected Members of Congress and DOT, to be distributed through member-company travel departments and through travel agencies.
 4. Update and, through SRA and member-company direct-mail capabilities, publicize opinion research demonstrating smokers' dissatisfaction with the on-time performance of smoking ban flights.
 5. Monitor and, through SRA and member-company direct-mail capabilities, publicize by the 20th of each month on-time performance, by airline, of smoking ban flights.
 6. Work with other smokers' rights organizations on this issue; assist as appropriate with materials and public relations counsel.
 7. Work with existing national airline passenger groups, such as the Airline Passenger Association, Aviation Safety and Health Association and Flight Safety Foundation, as appropriate, to place airline smoking issues in their proper perspective as relatively inconsequential among safety and other consumer issues.
 8. Provide alternative flight information to smokers, listing flight itineraries that will accommodate them. Reprint in or distribute via member-company publications and smokers' rights newsletters.
 9. Encourage charter airlines to maintain a policy of accommodation, and promote those which do among smokers and travel consultants using tobacco industry, smokers' rights and travel industry media.

Strategy II: Broaden the issue to encompass all aspects of cabin air quality and ventilation.

Goals and Tactics:

1. By the end of the third quarter, produce, publish and publicize a domestic cabin air quality study conducted by a reputable, independent firm, unless such a study is

promptly undertaken under other auspices. This study will "parallel" the DOT study but be completed in half the time.

2. Work with cabin air quality experts in maintaining relationships with officials of the major flight attendant unions and DOT policymakers. Conduct briefings and monitor activities, as appropriate.
3. Work with an individual in the flight attendant community able and willing to work with union leadership to raise cabin air quality issues credibly. Provide support and experts as appropriate.
4. If appropriate, attempt to increase media coverage of cabin air quality issues by conducting monthly aircraft ventilation expert media tours in the airlines' hub cities and in major media markets identified in Section II. Provide media training as needed.
5. Publicize visual evidence of contaminated filtration systems on aircraft aboard which smoking is banned. Incorporate as appropriate into materials to be used in ally, media and other briefings. Utilize video news release and B-roll of the evidence for use in expert media tours, as appropriate.
6. Increase media and public awareness of cabin air quality issues by augmenting non-airline expert media tours with discussions of the situation aboard airliners.
7. Support and aggressively promote a third-party sponsored seminar on cabin air quality, in Washington, D.C., in the first quarter of 1989.
8. Continue to seek opportunities, as appropriate, to furnish personal air quality monitors provided by the Center for Indoor Air Research (CIAR) to Members of Congress and flight attendants; encourage use of such monitors on flights during which smoking is banned.
9. Approach magazines, and other media, in hub cities and major media markets about doing investigative reports on cabin air quality and ventilation issues.
10. Seek enforcement of the federal regulation requiring pilots to provide adequate ventilation during flights. Through communications vehicles described in Strategy I, encourage passengers to request that all air conditioning packs be utilized.
11. Support as appropriate airline passenger groups, including the Airline Passengers Association, Aviation Safety and Health Association and Flight Safety Foundation, and others interested in broadening the issue. Place five articles in membership publications.

12. In cooperation with the Center for Indoor Air Research:
 - A. utilize reports produced by the CIAR and experts identified by CIAR to assist in briefing efforts and publicizing cabin air quality issues; and
 - B. review aviation industry publications; encourage CIAR-supported scientists to seek publication in those journals.
13. Work with flight attendant unions, Congressional leaders DOT policymakers, and airlines (as appropriate) in monitoring the DOT cabin air quality study.

Strategy III: Contain the debate on asserted ETS health effects within Congress, DOT and the scientific community.

Goals and Tactics:

1. Conduct six briefings of airline executives, Members of Congress and DOT policymakers on the results of Portable Air Sampling System (PASS) studies aboard domestic and foreign flights.
2. In cooperation with the Center for Indoor Air Research:
 - A. seek opportunities to conduct PASS studies on additional flights. Utilize results as appropriate;
 - B. seek opportunities for scientists involved in the PASS testing to make presentations to scientific meetings, and to aviation science groups;
 - C. seek publication of results of PASS studies in peer-review journals.
3. Continue to promote Larry Holcomb's Environmental Technology Letters article on ETS exposure in airliner cabins to the aviation community through briefings with aviation writers, DOT and FAA officials, airline executives and appropriate Members of Congress.
4. Continue to encourage the chairman of the House aviation subcommittee to seek the release of peer review documents underlying the 1986 Surgeon General's report on ETS.

Strategy IV: Provide resources to enable the Federal Relations Division to encourage Members of Congress to take strong stands in support of sunset of the ban, and to return the issue to the committees having appropriate jurisdiction.

Goals and Tactics:

1. Conduct four more indoor air quality briefings for Members of Congress. Continue to focus on tobacco-state legislators and members of the aviation subcommittees. Provide Members of Congress with new studies and other pertinent information, as appropriate.
2. Encourage consideration of Institute support of legislation to modify or repeal the two-hour ban.
3. Provide arguments to the Federal Relations Division to persuade the House and Senate aviation subcommittees to reclaim jurisdiction over this issue by appealing to subcommittee members to monitor the DOT cabin air quality study. Make indoor air quality experts available to subcommittee members.
4. Prepare six statements on the cabin air quality issue for insertion in the Congressional Record, and in Member's district newsletters and radio/television addresses.
5. Brief tobacco family and other interested organizations, including growers, state agriculture commissioners, farm bureaus, and distributors, on the implications of the two-hour ban as a potential catalyst for other public smoking restrictions, and on Institute efforts to reverse it. Urge them to contact their congressional representatives and request the sunset of the temporary ban.
6. By April 1, 1989, produce and publicize opinion research demonstrating that voters in tobacco states want the ban repealed. By May 1, 1989, share results with tobacco-state Members of Congress and tobacco family leaders, and disseminate results to smokers in those states through the Tobacco Action Network and member-company mailing lists.

IV. Resources

- A. Tobacco Institute lead staff
 1. Public Affairs: Lyons
 2. State Activities: Woodson
 3. Federal Relations: Lewis
- B. Consultants
 1. Labor experts
 2. Legislative counsel

3. Public relations counsel
4. Scientific and technical consultants
5. Survey firms

C. Coalition Groups

1. Tobacco Industry Labor Management Committee
2. Tobacco family organizations
3. Smokers' rights organizations
4. Center for Indoor Air Research

D. Materials

1. Briefing papers for tobacco family groups and Members of Congress.
2. Backgrounders on indoor air quality and other issues of concern to third parties.
3. Public opinion surveys.
4. "Passport to Smokers' Rights" kits and "ticket stuffers."

THE TOBACCO INSTITUTE

1989 BUDGET

Public Affairs Division

COST CENTER Airline Issue No. 1312

ACCOUNT	1988 BUDGET (\$000)	1988 ESTIMATED (\$000)	1989 BUDGET (\$000)
5200 Reproduction, Printing & Drafting	\$ -	\$ 165	\$ 50
6200 Adv. Space & Promo Total	-	30	-
7300 Professional Fees	-	260	316
7500 Suprt Tob & Oth Organizations	-	185	125
Totals	\$ -	\$ 640	\$ 491

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1989 BUDGET

COST CENTER	Airline Issue	No.	1312
	1988 Budget (\$000)	1988 Estimated (\$000)	1989 Budget (\$000)
<u>Account #5201 - Reproduction, Printing & Drafting</u>			
Passport to Smokers Rights			
Kits	\$ -	\$ 125	\$ 25
Miscellaneous Materials	-	40	25
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	\$ -	\$ 165	\$ 50
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1989 BUDGET

COST CENTER	Airline Issue	No.	1312
	1988 Budget (\$000)	1988 Estimated (\$000)	1989 Budget (\$000)
<u>Account #6201 - Advertising</u>			
Small Space ads on avail- ability of materials	\$ -	\$ 30	\$ -
	\$ -	\$ 30	\$ -

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1989 BUDGET

COST CENTER	Airline Issue	No.	1312
	1988 Budget (\$000)	1988 Estimated (\$000)	1989 Budget (\$000)
<u>Account #7301 - Professional Fees</u>			
Airline counsel	\$ -	\$ 50	\$ 55
Airline ventilation expert:			
* General consulting	-	15	36
* Media tours (12 @ \$4,000)	-	-	32
Public Relations Counsel:			
* Ventilation expert media tours (12 @ \$6,000)	-	-	48
Operator of airport information centers	-	110	60
Opinion research	-	35	50
Professional Direction (David Brenton)	-	50	35
	<u>\$ -</u>	<u>\$ 260</u>	<u>\$ 316</u>

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1989 BUDGET

COST CENTER	Airline Issue	No.	1312
	1988 Budget (\$000)	1988 Estimated (\$000)	1989 Budget (\$000)
<u>Account #7501 - Support of Tob./Other Organizations</u>			
Smoker's Rights Alliance, Inc.	\$ -	\$ 160	\$ 50
Other Airline Passenger Groups	-	25	75
	<u>\$ -</u>	<u>\$ 185</u>	<u>\$ 125</u>

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