

12/13/90

D R A F T  
C O N F I D E N T I A L  
Three-Year Strategic Plan  
Fire Safety Issue

**Background and Assumptions**

- o The Consumer Product Safety Commission and the Center for Fire Research are under great political and time pressures to produce a standard test method to determine cigarette ignition propensity by the due date of August 1993 specified in the "Fire Safe Cigarette Act of 1990."
- o A standardized test method for cigarette ignition propensity is seen by some as a short step away from mandating a "fire-safe" cigarette standard and regulation of cigarette manufacturers to conform to those standards. Regulation may take place on the state level, the federal level or both.
- o Technical difficulties remain to producing a "fire-safe" cigarette, but some scientists outside the industry believe that it can be done, and done relatively easily. Others interested in this issue believe that that a "fire-safe" cigarette has been produced, and wonder why it has not been followed up with a product on the market.
- o The interpretation and promotion of the study's results will establish the legislative direction of this issue.
- o There is a high likelihood that federal legislation will be introduced at the end of the study and possibly before; it is a clear goal of some, and is considered an obvious next step by many. Rep. Moakley or another Member of Congress could introduce such legislation. 000
- o The attitudes of the fire officials following this issue ranges from disappointment to frustration to disgust at the pace of federal progress on the issue. Indifference and lack of knowledge about the technical and political aspects of this issue have made many others in the fire service vulnerable to misinformation and emotional appeals.
- o The high turnover of fire service leaders necessitates our continued diligence in keeping key people informed of and updated on the issue.
- o Most states are not considering "fire-safe" cigarette legislation, but the same half-dozen that have been involved in recent years probably will remain involved. In the future, we expect state bills that either ignore the federal study and mandate "fire-safe" cigarettes (as most state bills have in the past) or that trigger fire safety standards for cigarettes based on the results of the federal study. The latter would be more difficult to oppose.

### **Political Entities**

The following organizations and individuals will play a role.

#### Federal regulatory agencies

**Consumer Product Safety Commission** -- is responsible for the federal study and interpretation and release of the results. Also manages the Technical Advisory Group (TAG).

**Center for Fire Research** -- conducts much of the actual work authorized by the Act. CFR recently has received a change in marching orders from the Commerce Department that requires the agency to be more responsive to the concerns of industry.

**U.S. Fire Administration** -- through FEMA, appoints a member to the TAG; may play a role in the interpretation and promotion of results of study. Also defines overall fire problem, sets national priorities for the fire service and chooses topics to be the focus of fire prevention programs.

The USFA, with the National Fire Incident Reporting System (NFIRS), also plays a key role in compiling and interpreting fire data and trends nationally.

#### Congressional

**Rep. Joseph Moakley** -- interest in "fire-safe" cigarettes has persisted for more than a decade while his political importance has soared. There is no reason to believe he will lose interest.

#### **General Membership of the Energy and Commerce Committee**

##### **Tobacco state Members of the Energy and Commerce Committee**

**TBD** -- Chairman of Subcommittee on Commerce, Consumer Protection and Competitiveness. Whoever is appointed to replace Walgren in 1991 is likely to still be in that position in 1993.

**Congressional Fire Services Caucus**, led by Rep. Curt Weldon (R-PA) -- has begun to weigh in on legislation affecting the fire service.

Non-fire service activists

Representatives of the American Burn Association and the burn-treatment community.

"Investigative" reporters who believe that the industry's relationship with the fire service is a story waiting to be exposed.

In some states, anti-smoking/anti-tobacco activists have included "fire-safe" cigarette legislation as part of a statewide anti-tobacco legislation "blueprint."

National fire service organizations

**Supportive:**

National Volunteer Fire Council  
National Association of State Fire Marshals  
International Association of Black Professional Fire Fighters  
International Association of Fire Fighters (AFL-CIO)  
International Association of Arson Investigators

**Nonsupportive:**

International Association of Fire Chiefs  
National Fire Protection Association

Grass-roots fire service

Hundreds of fire chiefs and prevention officers who are local and state leaders of fire service associations that weigh in on political issues. None have much of a travel budget to attend national meetings.

Key states

Certain fire groups in the following states are supportive, others are not. A strategy for each state needs to be developed in cooperation with the State Activities Division.

Asterisks after certain states mean that "fire-safe" cigarette legislation was pending in 1990. Other states on the list require watching.

DRAFT  
Strategic Plan  
page 4

California  
Connecticut  
Illinois  
Massachusetts\*  
Michigan\*  
Minnesota\*  
New Jersey  
New York\*  
Oregon  
Pennsylvania\*  
Washington  
Wisconsin\*

**Objective**

To help the fire service reduce the incidence and severity of accidental fires.

To increase awareness among the fire service and key public officials that the industry acts responsibly and voluntarily regarding cigarette fire safety and fire prevention in general and to maintain the voluntary process.

### **Strategies and Tactics**

- I. Ensure good working relationships with all key federal agencies and fire service groups that play a role in formulating legislation and standards, especially those that may have enforcement responsibilities for "fire-safe" cigarette standards; enable those organizations to contribute effectively to the debate.

#### Consumer Product Safety Commission

- A. Encourage appointment of suitable candidate for Commissioner vacancy, October '91.
- B. Maintain relations with key staff and increase their sophistication on technical problems; establish good relations between supportive fire groups and CPSC staff.

#### Center for Fire Research

- A. Through fire allies, help agency maintain its funding and support.
- B. Maintain good personal relations with key staff.
- C. Keep staff informed of technical developments.

#### U.S. Fire Administration

- A. Encourage appointment of Administrator (done).
- B. Encourage placement of objective staff member on TAG (done).
- C. Conduct technical briefings of staff members likely to weigh in on the issue.
- D. Strengthen agency's role on the "fire-safe" cigarette issue; encourage to declare arson a top priority based on trends in fire data.

National Association of State Fire Marshals

- A. Establish and maintain positive working relationships with state fire marshals most likely to have enforcement responsibilities in their states.
  - B. Conduct technical briefing on "fire-safe" cigarette issue at annual meeting in April.
  - C. Help strengthen association as a national voice on development of federal and state fire policy
- II. Increase federal agency and fire service awareness of the difficulty of the technical questions that remain regarding "fire-safe" cigarette development.
- A. Conduct technical briefings, some of which are described under Strategy I, for key national organizations as well as for individual fire chiefs and other state and local fire service representatives. Prepare briefings corresponding to different levels of technical understanding.
  - B. Recruit independent, credible technical scientist to review industry research, corroborate findings and assist in technical briefings.
  - C. Recruit prominent international fire service official to tour the United States, highlighting the fire prevention practices of low-fire-death-rate countries that give little or no credence to "fire-safe" cigarette development.
- III. Increase awareness of statistical trends in fire data, such as the fact that arson fire deaths are beginning to overtake cigarette-related fire deaths.
- Encourage re-ordering of fire service priorities corresponding to fire, fire loss and fire death trends.
- Encourage improvement in fire data collection and reporting methods.
- A. Work through U.S. Fire Administration, National Association of State Fire Marshals, National Fire Information Council and International Association of

Arson Investigators to get articles published and speeches made declaring arson a priority in 1992.

- B. Focus fire service attention on legislation dealing with arson.
- IV. Maintain and improve the tobacco industry's involvement as a concerned and responsible ally to the fire service regarding the "fire-safe" cigarette issue in particular and fire prevention in general. For a fuller discussion of points A and B, see the 1991 Fire Safety Issue Plan, attached as an appendix to this document.
- A. Through The Tobacco Institute's Fire Safety Education Program, continue awarding grants to the fire service.
  - B. Continue developing new fire safety education products with fire service representatives in key states.
  - C. Maintain individual company research efforts and support of federal research activities.
  - D. Remove the "mystery" associated with The Institute's activities; talk more openly to our target audiences about industry efforts to work with the fire service on fire prevention and fire safety education.
  - E. Consult an informal group of respected public fire educators to help advise on TI's Fire Safety Education Program priorities.
- V. Maintain support of national and state fire service organizations and explore opportunities to change position of nonsupportive groups.

International Association of Fire Chiefs

- A. Encourage election of friendly second vice presidents to the International Association of Fire Chiefs for '91 and '92 elections.
- B. Maintain relations with and strengthen role of IAFC Prevention Committee.
- C. Maintain relations with and encourage independence of Metro Chiefs Section of IAFC.

National Fire Protection Association

- A. Neutralize organization's position on the "fire-safe" cigarette issue.
- B. Establish working relationship with NFPA's Public Affairs Division; brief staff on the "fire-safe" cigarette issue and TI's Fire Safety Education Program.
- C. Encourage NFPA's Education Section to take a broader view of public fire safety education; work individually with members of the Education Section.

National Volunteer Fire Council

- A. Improve political ties to state associations.
- B. Encourage election of more effective officers, directors and chairmen of key committees.

State Associations

- A. Improve political ties to Commerce Committee and Consumer Subcommittee.

VI. Work with Federal Relations and State Activities Divisions to achieve the following (pending discussions with and refinement by FRD and SAD).

- A. Improve relations with Members of Congress likely to weigh in on the "fire-safe" cigarette issue toward the end of the study.
  - 1. Guard against cuts to the federal budget for Fire Safe Cigarette Act.
  - 2. Consider working with Rep. Moakley's staff and the staff of the chairman of the Consumer Subcommittee on fire prevention in their home districts.
  - 3. Identify strongest possible tobacco state Members in Commerce Committee and Consumer Subcommittee and keep them informed on progress of federal study and industry efforts.

- B. Monitor the possible introduction of preemptive federal legislation before the research is complete.
  - C. Work with State Activities Division to monitor the introduction of state "fire-safe" cigarette legislation.
  - D. Keep State Activities field staff informed of new information obtained from the fire service in key states.
  - E. Give an annual oral presentation to State Activities field staff and state and federal lobbyists, providing updates and background on the "fire-safe" cigarette issue.
- VII. Consider an acceptable "next generation" of legislation to follow the 1990-93 federal study.
- A. Develop worst-case and most likely case legislative scenarios and specific options.
  - B. Consider option of discouraging fragmentary approach and encouraging broad national fire focus that would discourage a singular focus on cigarettes.
- VIII. Monitor the progress of the federal "fire-safe" cigarette study.
- A. Attend meetings of the Technical Advisory Group (TAG).
  - B. Advise TAG members of relevant issues and provide them with information when appropriate.

?