

Withdrawal/Redaction Sheet

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
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001. memo	Norman Sharp to Elizabeth Drye re: SSNs and DOBs [partial] (1 page)	07/28/1997	b(6)
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COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Elizabeth Drye
OA/Box Number: 13020

FOLDER TITLE:

[Tobacco] Cigars/FDA Reg Of

2014-0046-S

rc1387

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]



J. THOMAS RYAN

EXECUTIVE VICE PRESIDENT
MARKETING & SALES

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JACKSONVILLE, FL 32206
(904) 353-4311 EXT. 3380
FAX (904) 358-9334



HAVATAMPA INCORPORATED

THOMAS D. ARTHUR
PRESIDENT

3901 RIGA BOULEVARD • P.O. BOX 1261
TAMPA, FLORIDA 33601 • 813/621-3535

Withdrawal/Redaction Marker

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Cigar Association of America, Inc.

1100 17th St., N.W., Suite 504 Washington, D.C. 20036 (202) 223-8204 Fax: (202) 833-0379

July 28, 1997

Memorandum

TO: Ms. Elizabeth Drye
Office of Domestic Policy Council
FAX: 456-7028

FROM: Norman F. Sharp *NFS*

SUBJECT: Meeting on Tuesday, July 30

We are looking forward to meeting with you at 11:30 a.m., on Tuesday, July 30. It is my understanding that in addition to yourself, there will be one or two others from the White House staff as well as representatives from the Department of Health and Human Services. (Do you know at this time the names of all those who will be attending?) The meeting will take place in Room 476 the Old Executive Office Building.

The following will be attending on behalf of the Cigar Association of America:

- ① Thomas D. Arthur
President
Havatampa, Inc.
Tampa, Florida
Date of Birth: (b)(6)
SSN: (b)(6) *COO13*
- ② J. Thomas Ryan
Executive Vice President
Swisher International, Inc.
Jacksonville, Florida
Date of Birth: (b)(6)
SSN: (b)(6)
- ③ Norman F. Sharp
President
Cigar Association of America, Inc.
Washington, D.C.
Date of Birth: (b)(6)
SSN: (b)(6)
- ④ L. Andrew Zausner
Dickstein, Shapiro, Morin & Oshinsky
Washington, D.C.
Date of Birth: (b)(6)
SSN: (b)(6)

*R.iple Forbes*DOB: (b)(6)
SSN: (b)(6)

7/30/97

Norm Sharpe - Cigar Assn

Manufacturers - 21 Foreign and Domestic

Importers

Leaf Dealers

Schreiber - FL - corporate in Danien, CT

- 35 yr. old. company > 200 M sales
just went public Smokes tobacco in W. VA.
premium cigars

Huataupa - private co. -

\$140 million - 800 employees

2 plants - Tupac, Selma, AL

machine made.

Sharpe - Tobacco Settlement

No major cigarette company, makes cigars. -

Premium Cigars

Made by hand

long filler (not short used in machine)

\$1 - \$25 / each.

1973 - little cigars advertised - ROR was making. -

BATE - pushed for destruction

pH > 7. -

BATE tests cigars - if they

fail - pay excise tax

Cigar Addiction
Smoke megarisks.

Premium cigar sales

1962 Cuban embargo. —

Growth

94 14.5

95 30.5

96 67.5

— 1/2 retail dollars

— 6% of volume

~~little cigars~~ \$1.12. Fed 12.75% tax on ad valorem basis
— \$30 centing w/out cigars.
— States tax as well. — on ad
valorem basis.

CDC Study

→ 26.7% 14-19 smoked cigar in last 12 months.
— runs counter to industry experience. —

?
0 — believe survey is flawed — Smoking among
minor negligible and discredited —

— >90% carry CA warning label. —

— No cigar companies

— No law suits pending

— concerned we'd add cigars.

— FDA rule — little cigars especially
— but no substantiation

Cigar Sales 2% of Tobacco Products.

1992 - Cigar Aficionado
Circulation - 400,000.

Premium cigars -

- Self-serve display - disproportionate affect
on cigars. - variety -

Vending machines. - Premium cigars -
"Cigar Serve" is

4 major companies in U.S. -

- low price to premium -

Ryan - Texas law - requires them to report ingredients
and nicotine - no way to
measure nicotine delivery -
don't have way to measure it. -

Premium.

NCA - report - within a year

3 people. —
[W-F.]
(202) —
223-8204 —
Monday —

Cigar Assn. of America
Any time next
week —
Tind Assn. is
based
— Andy Zosher —
— Norm Sharp. —
— 15-18 years

**HAVATAMPA INCORPORATED**

THOMAS D. ARTHUR
PRESIDENT

Eliz. -
Can you call/meet
w/ him? BR
(Friend of Erskine's.)

JUL 16 1997

July 15, 1997

VIA FACSIMILE: (202) 456-2883

Mr. Erskine Bowles
Chief of Staff
White House
Washington, D.C.

Dear Erskine:

Hope you are enjoying your Washington experience and I had hoped I would not have to contact you; however, the tobacco issue is pretty scary. We would like to speak with Mr. Bruce Reed or whomever you suggest to specifically discuss cigars. The cigar industry was not put under the FDA's jurisdiction and we were not included in the tobacco settlement negotiations.

From reading the newspapers, we are in the middle of it without representation. Before someone snuffs out our business with the stroke of a pen, we sure want to be heard.

Best Regards,

TDA/acm

Cathy -

This refers to
the phone log
request to Bruce
from EBB. Any
questions, just
call. Thanks,
Cathy
6-1928

Cigars Should Not Be Included in the Tobacco Settlement

The Cigar Association of America (CAA)

The CAA is the 60-year old national trade organization of cigar manufacturers, importers, and major suppliers to the industry. Its 79 member companies include domestic and foreign manufacturers, importers, leaf dealers, and packaging and equipment suppliers. Its 21 domestic and foreign manufacturers represent about 95% of the cigars sold in the United States. (There are no cigarette companies who make cigars in the U.S.)

Statement of Position

. Cigars are not covered by the tobacco settlement package. Nor were they intended to be covered for the simple reason that there are no pending suits brought by states or cigar smoker class actions against cigar companies. In short, there is nothing to "settle" where cigar manufacturers or importers are concerned. As a consequence, no cigar companies were represented at the negotiating table when this settlement agreement was hammered out. The Cigar Association and its members are concerned that cigars might be added to the tobacco settlement package currently under review by the Administration.* We would oppose such a result as entirely unjustified, unfair and very damaging to this small industry.

. It is important to understand that when the FDA promulgated its tobacco regulation in August 1996, it did not include cigars. The FDA considered extending its regulation to cigars, but determined there was no factual basis to do so under the pertinent statute. (61 FR 44396, 44423) Accordingly, cigars should not be included in any of the settlement provisions.

. The cigar industry is small and would be greatly harmed by the large increase in the cost of doing business that is contemplated by the settlement. To illustrate: Total cigar sales in the U.S. market are only 2% of the roughly \$50 billion spent on cigarettes. In fact, there are more cigarettes sold in one day than cigars are sold in a whole year in the United States. The \$13 billion which smokers paid in cigarette taxes last year is more than 16 times the total sales of the cigar industry. In advertising, the cigar industry spends less than 1% of what the cigarette industry spends.

*A single reference to "little cigars" was somehow made in the description of FDA jurisdiction in the settlement document even though the FDA had excluded little cigars from coverage less than 12 months earlier. We have been advised by those involved in the negotiation that the subject of cigars never came up and that this reference was inadvertent.

Compared to the cigarette industry, the cigar industry consists of more than 100 producers -- both foreign and domestic. Most of the foreign producers are located in the Caribbean Basin.

. There may be a concern in some circles that stringent regulation of cigarettes will merely encourage cigarette smokers to switch to cigars. Experience, however, shows that this would not happen because of the significantly different characteristics of cigars versus cigarettes. Thus, when the Surgeon General's report on smoking and health was issued in 1964, it prompted many cigarette smokers to switch to cigars and pipes. There was a surge of cigar sales that year as a result, but the increase proved to be temporary as these smokers found cigars to be unsatisfactory as a substitute for cigarettes.

. Cigar smoking has always been and remains predominantly a pastime among adult men in the 40 to 65-year old age group. Apart from teenagers who might try a cigar on occasion out of natural curiosity, we believe the incidence of cigar smoking among minors is negligible and aberrational.

Pipe Tobacco Should Not Be Included in the Settlement Agreement

The Pipe Tobacco Council (PTC)

The PTC is the national trade organization of manufacturers and importers of pipe tobacco. Its 12 members represent 98% of the pipe tobacco sold in the United States.

Industry Position

The PTC and its members strongly oppose inclusion of pipe tobacco in any legislation intended to discourage underage youth from using tobacco products.

- . children do not smoke pipes

- . both the Food and Drug Administration (FDA) and the State Attorneys General chose not to include pipe tobacco in their tobacco efforts

- . the industry is very small, in steep decline, and would be greatly hurt by the costs implicit in the recent tobacco Settlement Agreement.

- . The industry has not been the subject of any product liability or Medicaid lawsuits.

Background on the Pipe Tobacco Industry

1. Sales: Pipe tobacco sales in the United States have declined 85.4% since 1970. In 1970, an estimated 52 million pounds of pipe tobacco were sold. By 1990, sales had fallen to 12.4 million pounds. In 1996, only 7.6 million pounds were sold. For the first five months of 1997, sales are down another 9%. Pipe tobacco sales at retail amount to approximately \$140 million, or about one quarter of 1% of the total \$53.3 billion spent by consumers on tobacco products in 1996.

2. Advertising: The pipe tobacco industry does virtually no consumer advertising with the recent exception of a few companies which advertise in Pipes and Tobaccos, a new consumer publication aimed at smokers of luxury, high-end pipes.

3. Demographics: The best data of the pipe tobacco industry indicates that the three million pipe smokers in the United States account for a mere 3.3% of the total male population over age 21. Nearly 90% of all pipe smokers are white males, and 50% are over the age of 46. Sixty percent of pipe smokers are

currently married, and roughly 50% attended college or received a college degree. In terms of occupation, most pipe smokers are employed in the clerical, sales and repair fields. Seventy percent of pipe smokers earned less than \$50,000 in 1994 -- 40% earned less than \$30,000.

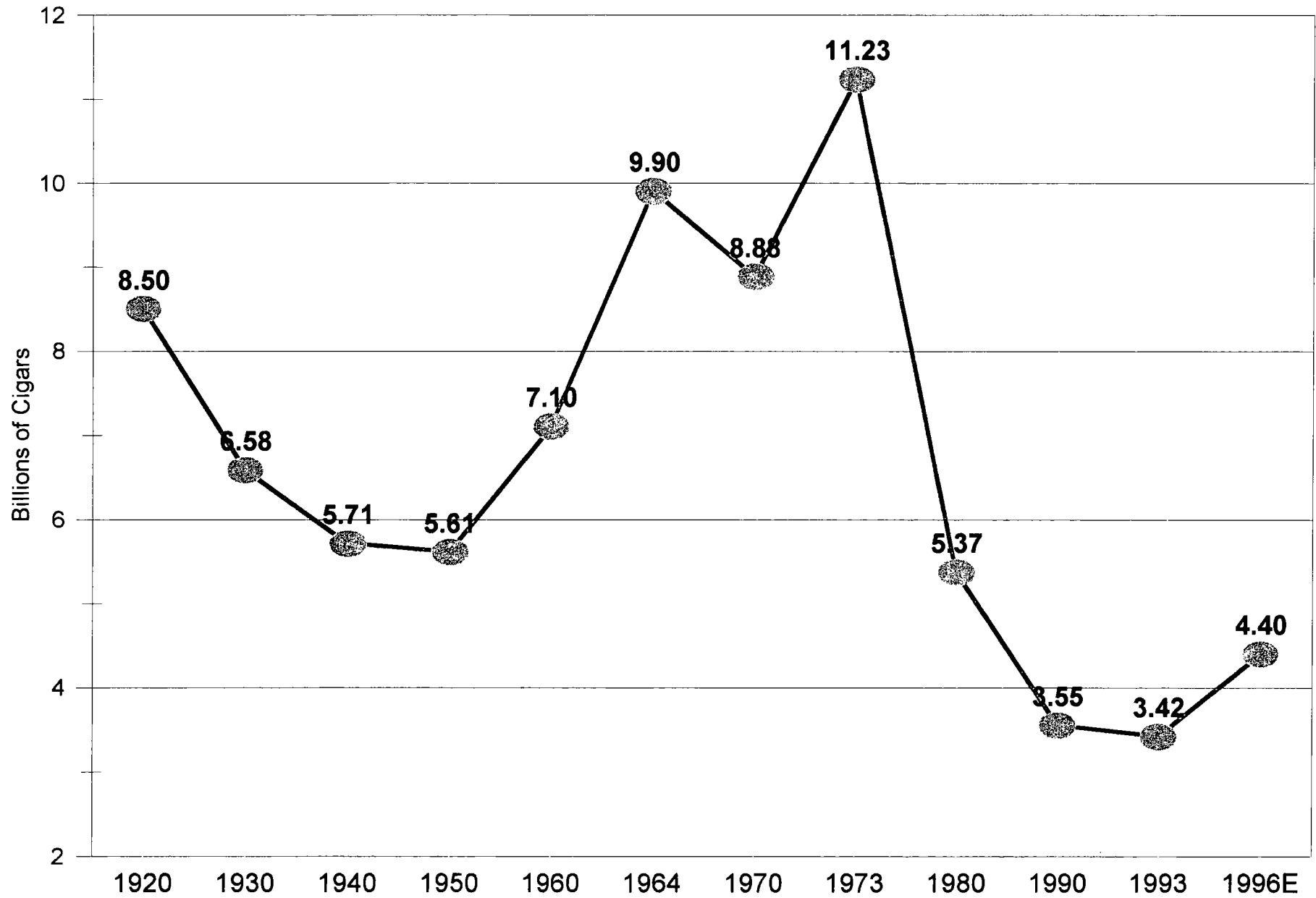
4. Taxation: The federal excise tax on pipe tobacco is \$0.675 per pound and brings the U.S. Treasury less than \$5 million per year, an amount which has been declining each year since the tax was re-imposed in 1989. In addition, 42 states tax pipe tobacco on an ad valorem basis, which means that as prices are increased, more tax revenue is generated.

Pipe Tobacco Not Included in FDA Regulations or Tobacco Settlement Agreement

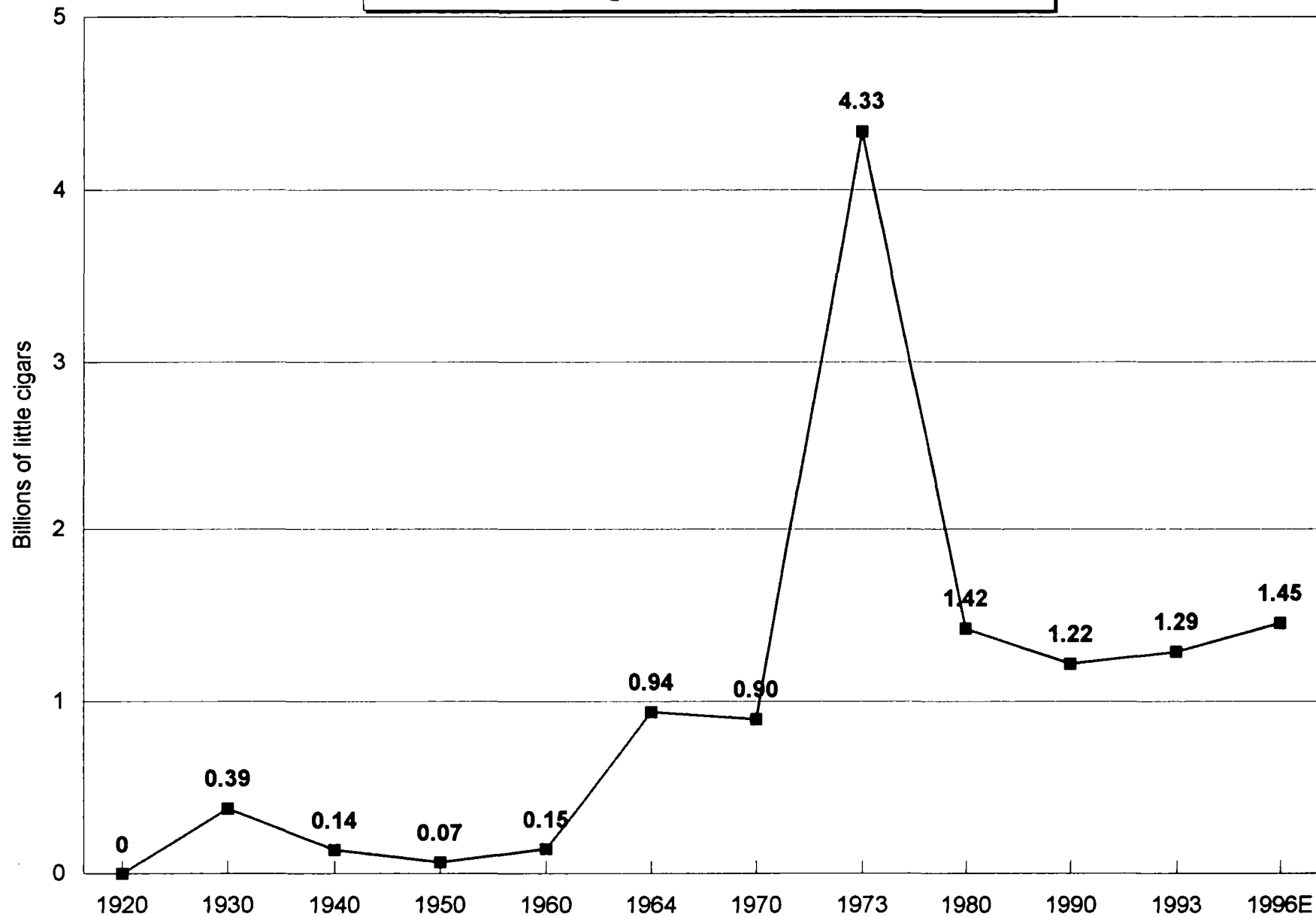
The FDA, in its proposed 1995 tobacco regulations, noted that "(t)he proposed rule would not apply to pipe tobacco ... because the agency does not currently have sufficient evidence that these products are drug delivery devices under the act. FDA has focused its investigation of its authority over tobacco products on cigarettes and smokeless tobacco products, and not on pipe tobacco..., because young people predominantly use cigarettes and smokeless tobacco products." [Proposed Rule S.897.1(a)] The FDA tobacco regulations, announced in August 1996, did not include or even mention pipe tobacco. Likewise, the Settlement Agreement negotiated by the cigarette industry and the state Attorneys General does not cover pipe tobacco.

The primary goal of the 1996 FDA tobacco regulations and one of the stated reasons for the recent tobacco Settlement Agreement was to reduce children's access to tobacco. The FDA correctly noted that regulating pipe tobacco would not impact underage tobacco use because children don't smoke pipes, and pipe tobacco was not included in the Settlement Agreement negotiated by the cigarette and smokeless tobacco industries and the state Attorneys General. Many pipe smokers are elderly, retired and on a fixed income. It would be unjustified and patently unfair to make pipe tobacco consumers, who can least afford it, pay to deter children from using other tobacco products.

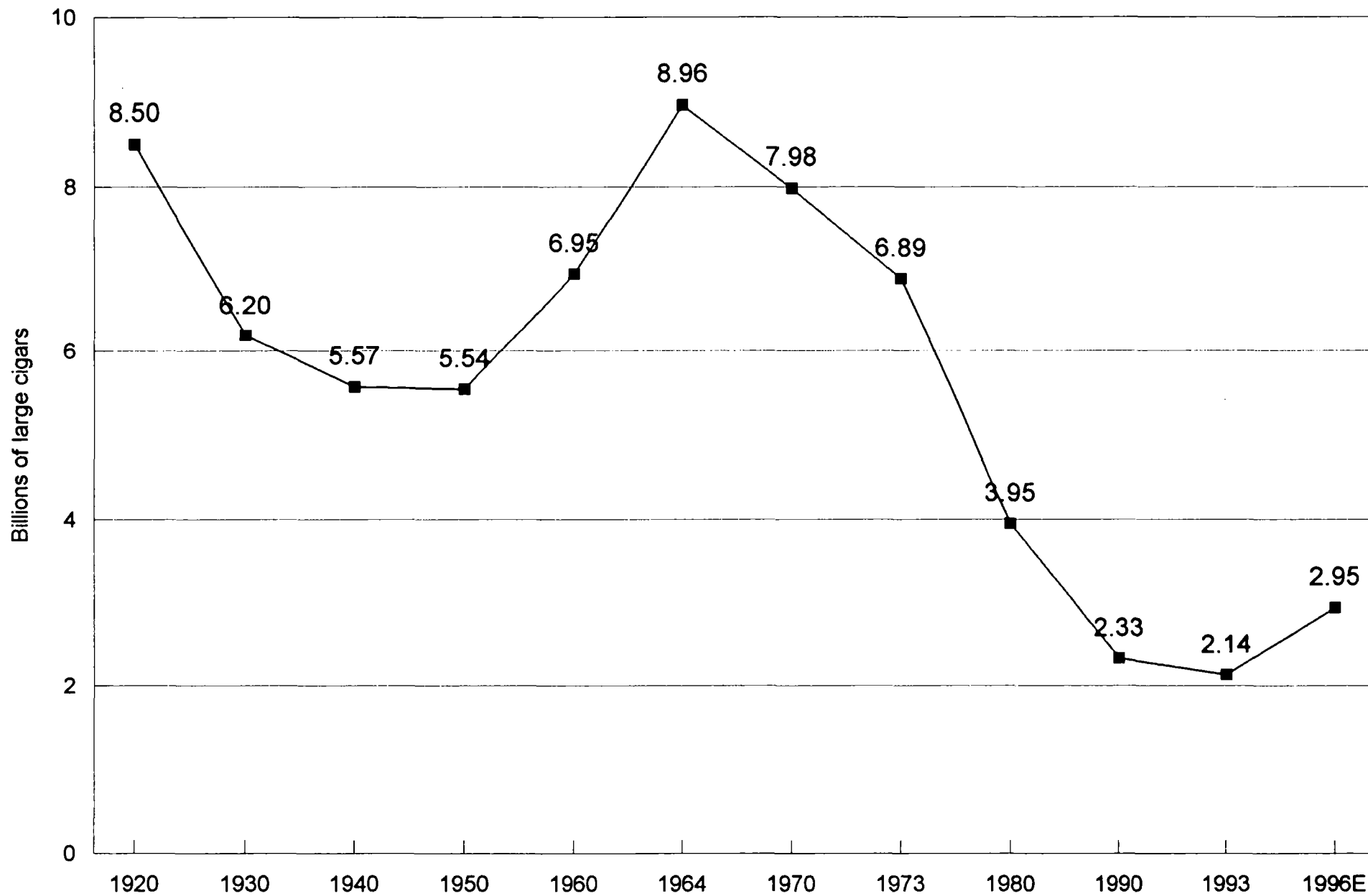
Large & Little Cigar Sales in the U.S.



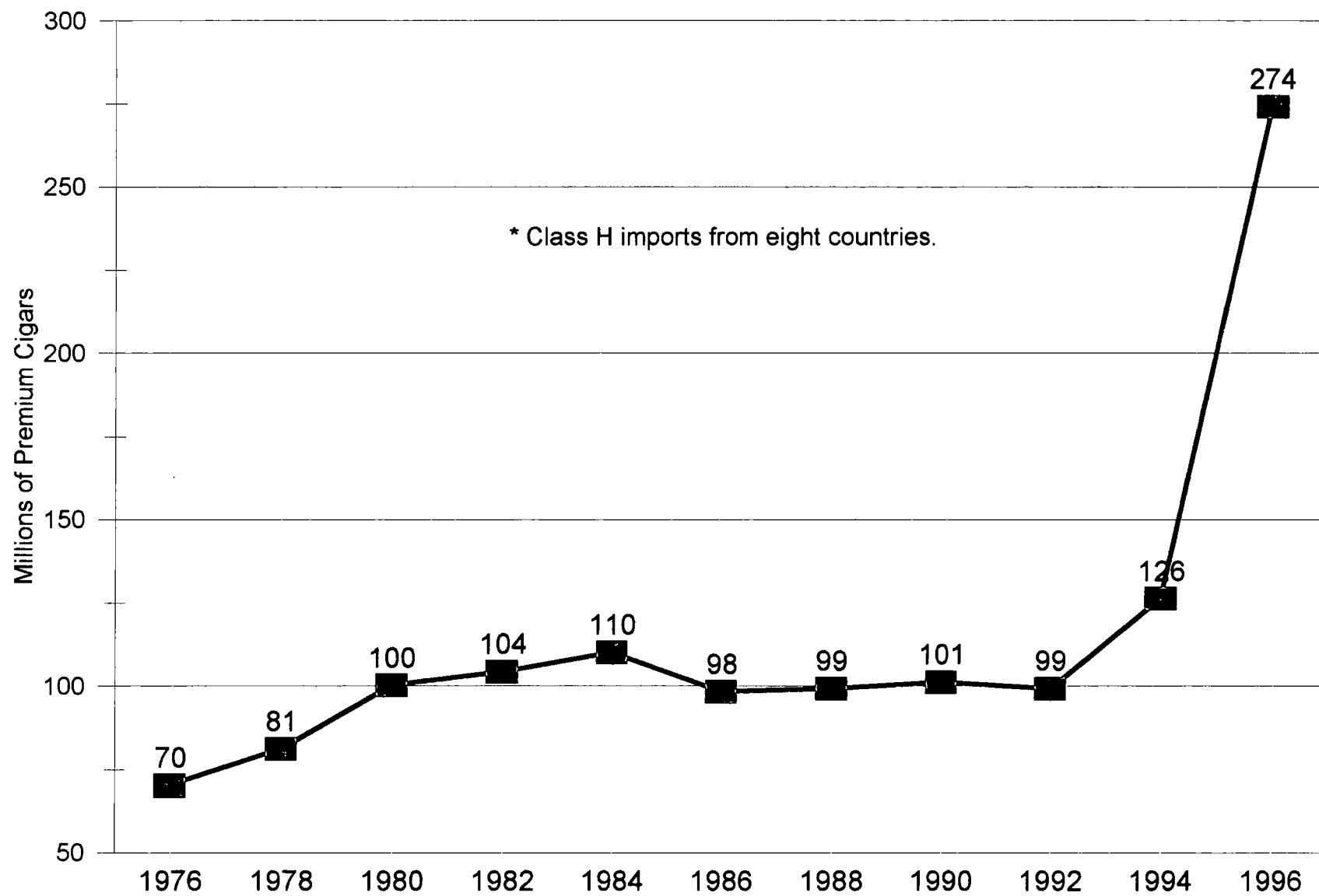
Little Cigar Sales in the U.S.



Large Cigar Sales in the U.S.

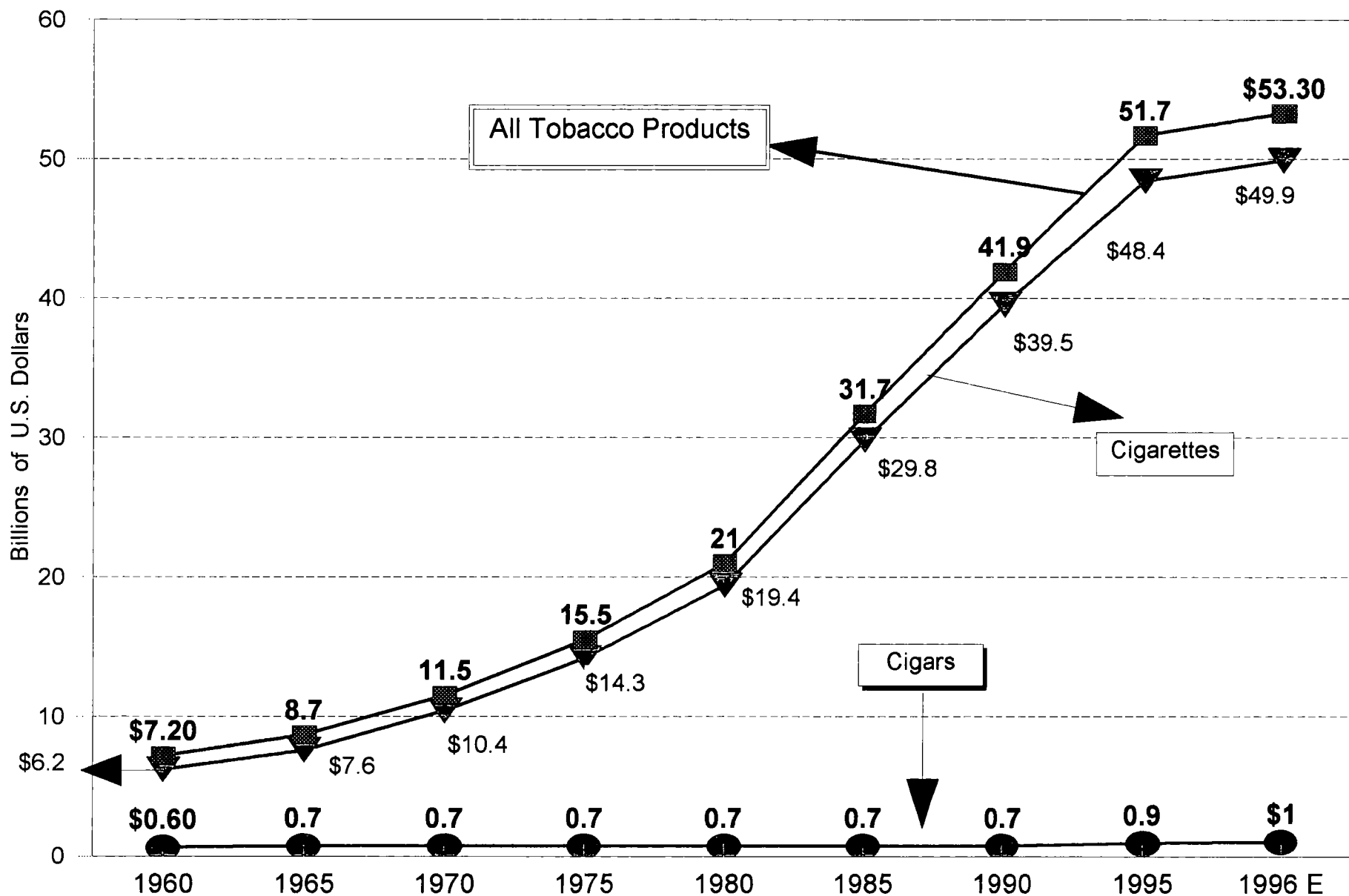


Premium Cigar Sales in the U. S. *



Consumer Expenditures

Cigarettes vs. Cigars



Background Information on Cigar Use

1. Types of cigars: The federal government distinguishes between "large cigars" and "little cigars". Little cigars weigh 3 pounds or less per 1,000 while large cigars weigh more than 3 pounds per 1,000 cigars. Among large cigars there are two sub-categories: premium and popular-priced.

A premium cigar is (1) made by hand, (2) consists of long-filler tobacco (as opposed to the chopped up short filler tobacco used in machine-made cigars), and (3) costs a minimum of \$1.00 each. Premium cigars represent only 6.3% of all cigars sold, but they account for more than 40% of retail dollars spent on cigars. It is this segment of the industry which has seen the most dramatic growth and captured widespread media attention over recent years.

2. Sales:

. After three consecutive years of increases, 4.6 billion cigars were sold in the United States in 1996. Yet, this represents only 40% of the 11.2 billion cigars sold in 1973.

. While consumers spent slightly more than \$1 billion on cigars last year, this accounted for only 2.1% of the total \$53.3 billion which the USDA estimates that consumers spent on all tobacco products.

. little cigars: In 1996, about 1.5 billion little cigars (\$80 million at retail) were sold in the United States. This was about 35% of the 4.3 billion sold in 1973, the peak year.

. large cigars: Last year 3 billion large cigars were sold in the U.S. This was only one-third of the 9 billion sold in 1964.

. premium cigars: The three-year growth in cigar consumption can be attributable largely to the growth of the imported, expensive, handmade (i.e., premium) cigars. Sales of premium cigars have increased nearly 150% in the past three years -- 14.6% in 1994, 30.5% in 1995 and 67% in 1996 (to 282 million units). Accounting for only 6.3% of unit sales of all cigars, it is this segment of the cigar industry which has captured widespread media fascination over recent years and has led to the mistaken impression that sales of all cigars are booming.

3. Taxation: Large cigars are taxed at the federal level at a rate of 12.75% of the manufacturer's selling price with a ceiling of \$30 per 1,000. Little cigars are taxed at \$1.125 per 1,000. In addition, 42 states tax cigars -- mostly on an ad valorem

basis -- with rates ranging as high as 74.9% of the manufacturer's selling price.

4. Advertising: The total sum spent on advertising and promotion by the cigar industry is quite modest. One estimate puts the figure at \$5.7 million in 1996. This compares with the \$4.8 billion which the cigarette industry was reported to have spent in total advertising and promotion in 1994. Most of the consumer cigar advertising is done in Cigar Aficionado and Smoke magazines, various business publications and at the point of purchase.

5. Demographics: There are an estimated 10 million cigar consumers in the United States. Many of these are occasional smokers in the sense that they do not smoke frequently or regularly, but instead smoke only on special occasions (e.g. holidays, banquets or celebrations) or on sporadic impulse. Regular smokers smoke an estimated six cigars a week. Over 96% of all cigar smokers in the United States are men, and they smoke more than 99% of cigars annually.

. We estimate that the highest concentration of cigar smokers is in the 40 to 65 age group, most of whom began smoking cigars in their early 30s.

. Cigar smoking has always been and remains predominantly a pastime among adult men. Cigars are not, and have never been, marketed to minors. The cigar manufacturers and importers who make up the Cigar Association are adamantly opposed to the use of cigars by underage individuals. This is a matter of principle and policy in the industry. In 1986 our members adopted voluntary guidelines on responsible advertising practices that include an admonition against advertising that might appeal to anyone under the age of 21. ("Cigar advertising should neither portray nor encourage use by individuals who are or appear to be below the age of 21.") That standard has been uniformly followed in the industry.

. Smokers of premium cigars tend to be more highly educated and more affluent than the population at large. Cigar Aficionado magazine reported in 1996 that the average household income for its 150,000 readers was \$148,000. The average net worth was \$1.1 million. Seventy-nine percent of the respondents had graduated from college, and 49% had taken post-graduate courses.

. Earlier this year, the Centers for Disease Control (CDC) issued a 9-page report on teenage cigar use in the United States which suggests a higher incidence of teenage cigar use than known to the cigar industry. The CDC itself did not conduct the surveys which it cited and we believe the results are flawed. For one thing, in deriving the number of teenage cigar smokers,

the surveys included 18 and 19 year-olds who are of legal age to buy tobacco products. In any event, while there are minors who may have tried a cigar out of natural curiosity, we believe the number of underage cigar smokers among the teenage population is negligible and aberrational.

6. Labeling: In 1986, California voters enacted Proposition 65, "The Safe Drinking Water and Toxic Enforcement Act of 1986." As the result of a judicial settlement between the industry and the State, a label is required to be placed on all cigars sold in California. The label states: "WARNING: This Product Contains/Produces Chemicals Known to the State of California to Cause Cancer, and Birth Defects Or Other Reproductive Harm." More than 90% of the cigars sold in the United States carry the California label.



ACTION ON SMOKING AND HEALTH
A National Legal Action Antismoking Organization
Entirely Supported By Tax-Deductible Contributions

<http://ash.org/>

ASH & OTHERS SEEK FDA REGULATION OF CIGARS [06/30]
Read The Entire Petition

Action on Smoking and Health (ASH), on behalf of itself and other antismoking organizations, has asked the FDA to assert jurisdiction over cigars the same way it have over cigarettes.

Below are excerpts from a recent article about the topic, followed by a copy of the petition.

Other organizations may join the petition by writing to the FDA at the address provided below.

HEALTH PANEL URGES FDA TO REGULATE NICOTINE IN CIGARS,
Tampa Tribune

Health concerns about cigars surfaced Wednesday during a review of the \$ 368 billion settlement agreement by cigarette companies. Fallout from the settlement reached with cigarette makers continued to singe the cigar industry Wednesday, as two of the nation's prominent health advocates called for closer scrutiny of the cigar business.

Former Surgeon General C. Everett Koop and former Food and Drug Administration chief David Kessler both expressed "concern" about booming cigar sales and a recent federal study showing a third of all teenagers had puffed on a stogie in the past year. A panel of public health groups headed by Koop and Kessler, which met Wednesday to review the proposed \$ 368 billion settlement with the cigarette companies, also recommended the FDA regulate nicotine content in cigars for the first time.

In February, the FDA started to regulate cigarettes and smokeless tobacco, but not cigars. "Obviously, there's concern about the increasing number of young people who are smoking cigars," Kessler said about the increased focus on stogies. In May, the Centers for Disease Control and Prevention released its first health study on cigar smoking among teenagers, showing more than a quarter of American teenagers puffed on a stogie within the past year.

"We don't know where cigar smoking is going. Two years ago, if we raised the question you would have said forget about it," Koop said. "But now it's increasingly important. If you don't believe that, go to any bar or lounge or hotel."

However, John Banzhaf of Action on Smoking and Health, a small anti-tobacco organization in Washington, Wednesday said he plans to file a petition with the FDA demanding the agency regulate nicotine content in cigars. The FDA began regulating nicotine in cigarettes and smokeless tobacco in February, prompted by a similar petition.

However, the agency exempted cigars because there was not sufficient evidence of cigar use among

devices for the self administration of the drug nicotine, and therefore fell within the agency's jurisdiction as medical devices.

Based upon those findings, the agency subsequently promulgated rules relating to the sale, advertising, and promotion of cigarettes and smokeless tobacco products.

This basic decision -- that nicotine is a "drug," and that the FDA has jurisdiction over devices such as cigarettes for the administration of this drug -- has now been upheld, see, e.g., *Coyne Beahm v. U.S. FDA*, (NC 4/97).

In its extensive rulemaking proceeding, the FDA recognized -- as common sense certainly dictates -- that devices which are used to smoke tobacco are primarily devices for the administration of the drug nicotine.

This includes not only conventional cigarettes, but also so-called little cigars (which look like cigarettes but are wrapped in tobacco rather than paper), regular cigars, and pipes.

However, the FDA declined to assert jurisdiction over cigars at that time in that rulemaking proceeding, not because cigars weren't used as devices for the administration of nicotine, but rather because the:

FDA has focused its investigation of its authority over tobacco products on cigarettes and smokeless tobacco products, and not on pipe tobacco or cigars, because young people predominantly use cigarettes and smokeless tobacco products.

Based upon the evidence then available to the FDA, that certainly seemed to be a reasonable conclusion. However, in a report recently issued by the highly-respected Centers for Disease Control (CDC), it was reported that more than one-quarter of American high school students have smoked all or part of a cigar in the last year.

In more detail, the CDC reported in its fact sheet that:

þ Since 1993, consumption of cigars in the United States has increased by 44.5 percent.

þ Past U.S. Surgeon General's Reports on the health consequences of smoking presented clear evidence that cigar smoking represents a significant health risk and is not a safe alternative to cigarette smoking.

The following are estimates of cigar consumption reported in the United States and highlights of the health risks attributed to cigar use, all also from the Centers For Disease Control.

þ Nearly 4.5 billion cigars were consumed in 1996 -- the second consecutive year in which the cigar industry exceeded a billion dollars in sales.

þ Production of cigars is at its highest level since the mid-1980s. An estimated 1.5 billion small cigars were manufactured in 1996, an increase of 4 percent from 1995.

þ An estimated 6 million (26.7 percent) U.S. teenagers aged 14-19 -- 4.3 million males (37 percent) and 1.7 million females (16 percent) -- smoked at least one cigar within the past year. Rates of cigar use did not vary by region within the United States.

þ U.S. students in grades 9-12 who used other tobacco products (cigarettes, smokeless tobacco) were also more likely to report smoking cigars.

þ Nearly three-fourths of male and one-third of female cigarette smokers reported smoking at least one cigar in the past year. The 1982 Surgeon General's Report on the Health Consequences of Smoking concluded that:

þ cigar smoking causes laryngeal cancer, oral cancer, esophageal cancer, and lung cancer.

| | |

|

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ACTION ON SMOKING AND HEALTH
A National Legal Action Antismoking Organization
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<http://ash.org/>

**ASH'S PETITION TO FDA TO REGULATE CIGARS GETS STRONG SUPPORT [07.12.6]
Administration and Koop-Kessler Committee Support Proposal**

Shortly after ASH's filed a petition with the Food and Drug Administration asking that it regulate nicotine in cigars as well as cigarettes, the following development occurred, according to the **Tampa Tribune** which has a particular interest in cigars:

The Clinton administration Wednesday expressed support for increased government regulation of cigars, fearing the renewed hype and glamorous image stogies have enjoyed in recent years is luring children into lighting up.

The move already has the support of many top national health advocates and anti-tobacco members of Congress, who want restrictions on cigars included in the tough new tobacco policy that may evolve from a recent proposed settlement agreement with cigarette companies.

"We have increasing concern about children's use of tobacco and cigars," said Health and Human Services Secretary Donna Shalala. "With the increase among kids, it means we'll be looking at it."

Shalala's comments came following an afternoon meeting with former Surgeon General C. Everett Koop and former Food and Drug Administration chief David Kessler, leaders of a public health panel set up to advise Congress on the tobacco settlement.

Both Koop and Kessler said cigars should be strictly regulated by the FDA, a recommendation included in the panel's final report released Wednesday</p>

	ACTION ON SMOKING AND HEALTH (ASH)
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