NEIL ABERCROMBIE GOVERNOR OF HAWAII



STATE OF HAWAII DEPARTMENT OF HEALTH P.O. Box 3378 HONOLULU, HAWAII 96801-3378



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> In reply, please refer to: File:

WRITTEN COMMENTS ONLY

SENATE COMMITTEE ON WAYS AND MEANS

SB0492,SD1, RELATING TO TOBACCO PRODUCTS

Testimony of Loretta J. Fuddy, A.C.S.W., M.P.H. Director of Health

> March 1, 2013 9:10 AM, Room 211

Department's Position: The Department of Health (DOH) provides comments on this measure. The 1 department appreciates the intent of SB0492,SD1 with suggestions. The DOH will defer to the 2 Department of Taxation on those matters relating to taxation and revenue generation. 3 Fiscal Implications: Potential revenue for Hawaii cancer research special fund 4 Purpose and Justification: SB0492, SD1 proposes to impose an excise tax equal to 102% of the 5 wholesale price for other tobacco products (OTP), excluding large cigars, sold by wholesalers/dealers, 6 7 effective January 1, 2014. The additional revenue from this tax is dedicated to the Hawaii cancer research special fund. 8 The DOH appreciates the intent of the bill's sponsors to impose a new excise tax on tobacco 9 10 products, but would also like to see large cigars included. DOH supports efforts to establish a minimum tax on these products that is comparable to the current and any future tax on cigarettes. The DOH 11 supports creating parity between cigarettes and other tobacco products, and would defer to the 12 Department of Taxation on the matters of taxing formula and revenue generation. 13

Promoting Lifelong Health & Wellness

1	OTPs are currently taxed lower than cigarettes, yet are similarly addictive and dangerous. They
2	present a significant health risk leading to cancer, heart disease, respiratory illnesses, and other serious
3	diseases. Adult and youth smokers are attracted to purchase the less expensive tobacco products,
4	including smokeless, loose, or roll-your-own tobacco. These pose a danger as gateway products that can
5	lead to habitual tobacco use, including smoking and long term addiction to nicotine.
6	As part of Hawaii's and the Centers for Disease Control and Prevention overall comprehensive
7	approach to tobacco control, increasing the price of tobacco products by raising tax rates reduces the
8	demand for the products, which, in turn, leads to significant reductions in the use of tobacco by current
9	consumers and in the initiation of tobacco use by youth.
10	Smoking and tobacco use are the leading cause of preventable death and disease in Hawaii,
11	claiming 1,100 lives each year and creating \$656 million in annual health care and lost productivity
12	costs. This economic burden translates to \$617 per household in the state.
13	While the DOH appreciates the intent to provide additional revenue to the Hawaii cancer
14	research special fund we respectfully request that a significant portion of the new revenue be directed to
15	tobacco prevention and control.
16	Thank you for the opportunity to testify on this measure.

SHAN TSUTSUI LT. GOVERNOR



LATE FREDERICK D. PABLO DIRECTOR OF TAXATION

> JOSHUA WISCH DEPUTY DIRECTOR

STATE OF HAWAII **DEPARTMENT OF TAXATION** P.O. BOX 259 HONOLULU, HAWAII 96809 PHONE NO: (808) 587-1530 FAX NO: (808) 587-1584

To:	The Honorable David Y. Ige, Chair
	and Members of the Senate Committee on Ways and Means

Date:Friday, March 1, 2013Time:9:10 a.m.Place:Conference Room 211, State Capitol

From: Frederick D. Pablo, Director Department of Taxation

Re: S.B. No. 492, S.D. 1 Relating to Tobacco Products

The Department of Taxation (Department) supports the intent of S.B. 492, S.D. 1 to tax all forms of tobacco equitably.

S.B. 492, S.D. 1 raises, from 70% of the wholesale price to 102% of the wholesale price, the current tax rate on tobacco products other than cigarettes, little cigars and large cigars. This measure also remits the entirety of the taxes collected on such tobacco products to the Hawaii Cancer Research Special Fund.

Due to the required changes to the form, the Department respectfully requests that the effective date be changed to January 1, 2014.

The Department estimates this measure would result in a decrease to the general fund of \$2.5 million in FY 2014 (5 months) and \$5.9 million per year thereafter. There would be an estimated gain of \$3.3 million in FY 2014 and \$7.8 million per year thereafter to the Hawaii Cancer Research Special Fund.

Thank you for the opportunity to provide comments.





Legislative Testimony

Written Comments Presented Before the Senate Committee on Ways and Means March 1, 2013, 9:10 am by Michele Carbone, MD, PHD Director University of Hawai'i Cancer Center University of Hawai'i at Mānoa

SB 492 SD1 – RELATING TO TOBACCO PRODUCTS

Chair Ige, Vice Chair Kidani, and Members of the Committee:

The University of Hawai'i Cancer Center strongly supports this bill, which proposes to impose an excise tax of 102% of the wholesale price of tobacco products other than large cigars, and credit these additional moneys to the Cancer Research Special Fund.

The Cancer Center is one of only 67 National Cancer Institute-designated cancer centers in the United States. Our scientists and physicians focus on key cancers that impact the people of Hawai'i. Just as importantly, our work contributes to a global body of knowledge that leads to the development of life-saving treatments and therapies. And we engage in scientific collaborations on an international scale, from clinical trials conducted across the United States to partnership programs in Guam, Micronesia, and the Pacific.

The Cancer Center's impact extends beyond cancer research and treatment. Our researchers bring important grant funding to Hawai'i, which helps stimulate the island economy and generate good local job opportunities, consistent with the State's goal of "fueling an innovation economy."¹

This bill addresses a serious concern among health professionals that addictive tobacco products other than cigarettes – such as snuff, chewing tobacco or loose rollyour-own tobacco – are attracting a new generation of tobacco users. While the dangers of smoking are well known, national research also tells us there is no safe form of tobacco use. At least 28 chemicals in smokeless tobacco have been found to cause oral, esophageal, and pancreatic cancer,² and all tobacco products contain addictive nicotine. Yet in recent years, there has been an increase in the popularity of other tobacco products, including among young users for whom these products are particularly attractive. This is due in part to a misperception that such products do not carry health risks, and in part to marketing and accessibility.

 ¹ Governor Neil Abercrombie, State of the State Address, 2013.
 ² National Cancer Institute, Fact Sheet, 2010. http://www.cancer.gov/cancertopics/factsheet/Tobacco/smokeless (Attachment 1)

In a recent publication³, the American Lung Association reported:

The rise in use of other tobacco products has alarming implications for public health. Successful efforts to regulate the sale and marketing of cigarettes have proven that reducing tobacco use is a winnable battle. However, with other tobacco products often subject to lower state taxes and less regulation, public health achievements to reduce the burden of tobacco use are threatened. Much like cigarettes, consumers of other tobacco products tend to be younger with more potential to become addicted. These products may also serve as gateway products, facilitating later and dual use of cigarettes at the same time as other tobacco products.

To counter the dangerous trend of the growing use of other tobacco products, the American Lung Association specifically recommends:

Equalize taxes on all tobacco products to reduce use by youth and encourage quitting. Increasing the price of tobacco products has been shown to reduce tobacco use, especially among youth. However, taxes on other tobacco products are often lower than taxes on cigarettes at the federal and state level, which makes these products cost less. For example, little cigars and cigarillos are very similar to cigarettes in their size and the way they are packaged, and with their cheaper price and lower risk perception, they are a popular substitute for cigarettes.

The tax on other tobacco products proposed in SB 492 is consistent with this policy recommendation. Furthermore, the American Lung Association specifically recommends tobacco cessation as scientific research priority:

Conduct research on how to help people quit smokeless tobacco. Compared with smoking cessation guidelines, there is little data on how to effectively assist individuals who want to stop using non-cigarette tobacco products.

Because tobacco is the leading cause of preventable death in the United States, any improvement in cessation or prevention techniques results in saved lives. The Cancer Center's Prevention and Control Program has a strong emphasis on tobacco control, is heavily involved in improving smoking cessation programs and techniques in Hawai'i, and has a national and international influence within the scientific community. (As just one example, Cancer Center researchers are currently finishing a smoking

³ American Lung Association, Big Tobacco's Next Frontier: Sustaining Addition and Hooking Kids with Other Tobacco Products, accessed January 2013. <u>http://www.lung.org/stop-smoking/tobacco-control-advocacy/reports-resources/tobacco-policy-trend-reports/big-tobaccos-next-frontier.pdf</u> (Attachment 2)

SB 492, SD 1, Relating to Tobacco Products March 1, 2013 Page 3 of 3

cessation study on more than 1,800 adult smokers in Hawai'i.) The additional revenue generated through this bill could help support more efforts focused on non-cigarette tobacco products.

We believe this bill could have a real and meaningful impact in furthering our mission to reduce the burden of cancer through research, education, and improved patient care, with an emphasis on the unique ethnic, cultural, and environmental characteristics of Hawai'i and the Pacific. We respectfully urge you to pass this measure.

Attachments

National Cancer Institute

at the National Institutes of Health

Fact Sheet

In English Reviewed: 10/25/2010

Smokeless Tobacco and Cancer

Key Points

- Smokeless tobacco is tobacco that is not burned. Smokeless tobacco is also known as chewing tobacco, oral tobacco, spit or spitting tobacco, dip, chew, and snuff/snus.
- Smokeless tobacco causes cancer and other diseases.
- Smokeless tobacco is not a safe substitute for cigarettes.

1. What is smokeless tobacco?

Smokeless tobacco is tobacco that is not burned. It is also known as chewing tobacco, oral tobacco, spit or spitting tobacco, dip, chew, and snuff. Most people chew or suck (dip) the tobacco in their mouth and spit out the tobacco juices that build up, although "spitless" smokeless tobacco has also been developed. Nicotine in the tobacco is absorbed through the lining of the mouth.

People in many regions and countries, including North America, northern Europe, India and other Asian countries, and parts of Africa, have a long history of using smokeless tobacco products.

There are two main types of smokeless tobacco:

- **Chewing tobacco**, which is available as loose leaves, plugs (bricks), or twists of rope. A piece of tobacco is placed between the cheek and lower lip, typically toward the back of the mouth. It is either chewed or held in place. Saliva is spit or swallowed.
- **Snuff**, which is finely cut or powdered tobacco. It may be sold in different scents and flavors. It is packaged moist or dry; most American snuff is moist. It is available loose, in dissolvable lozenges or strips, or in small pouches similar to tea bags. The user places a pinch or pouch of moist snuff between the cheek and gums or behind the upper or lower

lip. Another name for moist snuff is snus (pronounced "snoose"). Some people inhale dry snuff into the nose.

2. Are there harmful chemicals in smokeless tobacco?

Yes. There is no safe form of tobacco. At least 28 chemicals in smokeless tobacco have been found to cause cancer (1). The most harmful chemicals in smokeless tobacco are tobacco-specific nitrosamines, which are formed during the growing, curing, fermenting, and aging of tobacco. The level of tobacco-specific nitrosamines varies by product. Scientists have found that the nitrosamine level is directly related to the risk of cancer.

In addition to a variety of nitrosamines, other cancer-causing substances in smokeless tobacco include polonium-210 (a radioactive element found in tobacco fertilizer) and polynuclear aromatic hydrocarbons (also known as polycyclic aromatic hydrocarbons) (1).

3. Does smokeless tobacco cause cancer?

Yes. Smokeless tobacco causes oral cancer, esophageal cancer, and pancreatic cancer (1).

4. Does smokeless tobacco cause other diseases?

Yes. Using smokeless tobacco may also cause heart disease, gum disease, and oral lesions other than cancer, such as leukoplakia (precancerous white patches in the mouth) (1).

5. Can a user get addicted to smokeless tobacco?

Yes. All tobacco products, including smokeless tobacco, contain nicotine, which is addictive (1). Users of smokeless tobacco and users of cigarettes have comparable levels of nicotine in the blood. In users of smokeless tobacco, nicotine is absorbed through the mouth tissues directly into the blood, where it goes to the brain. Even after the tobacco is removed from the mouth, nicotine continues to be absorbed into the bloodstream. Also, the nicotine stays in the blood longer for users of smokeless tobacco than for smokers (2).

The level of nicotine in the blood depends on the amount of nicotine in the smokeless tobacco product, the tobacco cut size, the product's pH (a measure of its acidity or basicity), and other factors (3).

A Centers for Disease Control and Prevention study of the 40 most widely used popular brands of moist snuff showed that the amount of nicotine per gram of tobacco ranged from 4.4 milligrams to 25.0 milligrams (3). Other studies have shown that moist snuff had between 4.7 and 24.3 milligrams per gram of tobacco, dry snuff had between 10.5 and 24.8 milligrams per gram of tobacco, and chewing tobacco had between 3.4 and 39.7 milligrams per gram of tobacco (4).

6. Is using smokeless tobacco less hazardous than smoking cigarettes?

Because all tobacco products are harmful and cause cancer, the use of all of these products should be strongly discouraged. There is no safe level of tobacco use. People who use any type of tobacco product should be urged to quit. For help with quitting, refer to the NCI fact sheet *Where To Get Help When You Decide To Quit Smoking*.

As long ago as 1986, the advisory committee to the Surgeon General concluded that the use of smokeless tobacco "is not a safe substitute for smoking cigarettes. It can cause cancer and a number of noncancerous oral conditions and can lead to nicotine addiction and dependence" (5). Furthermore, a panel of experts convened by the National Institutes of Health (NIH) in 2006 stated that the "range of risks, including nicotine addiction, from smokeless tobacco products may vary extensively because of differing levels of nicotine, carcinogens, and other toxins in different products" (6).

7. Should smokeless tobacco be used to help a person quit smoking?

No. There is no scientific evidence that using smokeless tobacco can help a person quit smoking (7). Because all tobacco products are harmful and cause cancer, the use of all tobacco products is strongly discouraged. There is no safe level of tobacco use. People who use any type of tobacco product should be urged to quit. For help with quitting, ask your doctor about individual or group counseling, telephone quitlines, or other methods.

8. How can I get help quitting smokeless tobacco?

NCI offers free information about quitting smokeless tobacco:

- Call NCI's Smoking Quitline at 1–877–44U–QUIT (1–877–448–7848). Talk with a smoking cessation counselor about quitting smokeless tobacco. You can call the quitline, within the United States, Monday through Friday, 8:00 a.m. to 8:00 p.m., Eastern time.
- Use **LiveHelp online chat**. You can have a confidential online text chat with an NCI smoking cessation counselor Monday through Friday, 8:00 a.m. to 11:00 p.m., Eastern time.

The National Institute of Dental and Craniofacial Research, the NIH agency that supports dental, oral, and craniofacial research, offers a guide for quitting called *Smokeless Tobacco: A Guide for Quitting* and other information about smokeless tobacco.

For other resources, you may be interested in the NCI fact sheet *Where To Get Help When You Decide To Quit Smoking*.

Selected References

 International Agency for Research on Cancer. Smokeless Tobacco and Some Tobacco-Specific N-Nitrosamines. Lyon, France: World Health Organization International Agency for Research on Cancer; 2007. IARC Monographs on the Evaluation of Carcinogenic Risks to Humans Volume 89.

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- 3. Richter P, Hodge K, Stanfill S, Zhang L, Watson C. Surveillance of moist snuff: total nicotine, moisture, pH, un-ionized nicotine, and tobacco-specific nitrosamines. *Nicotine and Tobacco Research* 2008; 10(11):1645–1652. [PubMed Abstract]
- 4. Djordjevic MV, Doran KA. Nicotine content and delivery across tobacco products. *Handbook of Experimental Pharmacology* 2009; 192:61–82. [PubMed Abstract]
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- 7. The Clinical Practice Guideline Treating Tobacco Use and Dependence 2008 Update Panel, Liaisons, and Staff. A clinical practice guideline for treating tobacco use and dependence: 2008 update. A U.S. Public Health Service report. *American Journal of Preventive Medicine* 2008; 35 (2):158–176. [PubMed Abstract]

BIG TOBACCO'S NEXT FRONTIER Sustaining Addiction & Hooking Kids with Other Tobacco Products

Tobacco product manufacturers are gaining traction in attracting a whole new generation of replacement tobacco users while they fight to sustain current smokers' addiction. As sales of cigarettes stagnate, tobacco companies are adjusting business models to move toward selling other addictive tobacco products. Evidence also suggests that the industry is marketing its products to youth and minority communities – much like was previously done with cigarettes.

In the last decade, two of the largest tobacco companies, R.J. Reynolds and Philip Morris, purchased smokeless and/or cigar manufacturing companies to expand into the other tobacco products market. Advertising by the five largest smokeless tobacco manufacturers, some of which are now owned by these companies, more than doubled from approximately \$251 million in 2005 to \$548 million – \$1.5 million dollars per day – in 2008.¹ While consistent data does not exist on advertising and marketing by cigar manufacturers, a recent CDC study found that the sale of cigars and loose tobacco increased 123 percent and the sale of large cigars specifically increased by 233 percent from 2000 to 2011.²

Throughout this issue brief, we'll often refer to "other tobacco products." For this brief, that definition includes tobacco products other than cigarettes including cigars, smokeless tobacco and roll-your-own tobacco.



PARENT COMPANIES	MANUFACTURERS OF OTHER TOBACCO PRODUCTS			
Altria Group	 Middleton Cigars 			
	U.S. Smokeless Tobacco LLC (UST)			
North Atlantic Trading Company, Inc	 National Tobacco Company LP 			
Reynolds American, Inc.	 American Snuff Company LLC 			
	 R.J. Reynolds Tobacco Company 			
Swedish Match North America, Inc.	SMPM International			
Swisher International Group, Inc.	 Swisher International Inc. 			

TABLE 1: Parent Companies of Selected Other Tobacco Product Manufacturers

Advertising for other products, including flavored tobacco products and cigars, targets young smokers.^{3,4} Fruit- and candy-like flavors, such as strawberry and chocolate, may no longer be characterizing flavors of cigarettes, but are common in little cigars and other types of tobacco products.⁴ Flavored tobacco products are especially attractive to youth and can disguise the taste of tobacco.^{3,5}

While most tobacco products are highly addictive,⁶ the public perception (especially among younger users) is that tobacco products like cigars are less likely to cause harmful health effects.⁴ Industry marketing contributes to these misperceptions through advertisements that encourage cigarette smokers to switch to smokeless tobacco products rather than quitting, or to use them in smokefree environments, which is referred to as dual use.^{7,8} Public education and more aggressive regulation of these products are needed to ensure continued progress in reducing tobacco use.



Dangerous Attraction—Other Tobacco Products

Other tobacco options include various forms of cigars and smokeless products. Among the new tobacco products are dissolvables: a flavored, finely milled tobacco product that melts in the mouth. Dissolvables are being marketed for use in places where smoking is prohibited and as an alternative to cigarettes for smokers who want to quit.⁹ However, the products themselves and their packaging are designed to look like candy and appeal to young people.¹⁰ (The American Lung Association will address novel tobacco products including dissolvables in a forthcoming issue brief.)

Smokeless tobacco products include traditional dip, snuff, and chewing tobacco. Other products that are smoked include little cigars, cigars, pipes, bidis, kreteks, and roll-your-own tobacco used to make cigarettes. Hookahs can also be included among attractive, yet dangerous alternatives to cigarettes. More details about these products are provided in the glossary on page 4.

Between 1997 and 2007 sales of little cigars, which often look very similar to cigarettes, more than doubled.¹¹ Little cigars are often less expensive than cigarettes due to unequal tax laws, enhancing the appeal to youth as this population is sensitive to prices.¹² According to the 2010 Substance Abuse and Mental Health Services Administration (SAMHSA) National Survey on Drug Use and Health, more than one out of every 10 Americans from the age of 18 to 25 had smoked a cigar within the last month.¹³ Smokeless tobacco product advertising expenditures more than doubled between 2005 and 2008.¹

The use of some non-cigarette tobacco products appears to be increasing especially among certain segments of the population. Smokeless tobacco use is typically higher among male students (12.8 percent) compared to females (2.2 percent).¹⁴ In

2011, smokeless tobacco use among high school boys exceeded 20 percent in ten states, including Arkansas, Kentucky, Montana, North Dakota, Oklahoma, South Carolina, South Dakota, Tennessee, West Virginia, and Wyoming.¹⁴

According to recent surveys, in 2009, 10.9 percent of U.S. high school students and 3.9 percent of middle school students reported using cigars.¹⁵ Overall, the percentage of high school boys using cigars (17.8 percent) is on par with their cigarette use (19.9 percent).¹⁴ Individuals who use cigar products are more likely to use multiple tobacco products when compared with cigarette smokers.⁶ For example, one study found 12.8 percent of adult cigarette smokers in Cuyahoga County, Ohio used multiple products versus 63.9 percent of cigar smokers and 80.5 percent of little cigar smokers.¹⁶ This dual use was especially true for African Americans and low income smokers.¹⁶

There is a notable gap in data on the use of other tobacco products among lesbian, gay, bisexual and transgender (LGBT) communities. As the American Lung Association highlighted in Smoking Out a Deadly Threat: Tobacco Use in the LGBT Community, LGBT individuals are especially vulnerable to tobacco use as a result of heavy targeted marketing to this group; however, few states report data on smoking patterns and sexual orientation. Findings from states that track these data reveal smoking rates are consistently higher among LGBT people.¹⁷ A national survey of college students confirmed higher rates of smoking in the LGB community when compared with straight peers.¹⁸ The American Lung Association has urged the Department of Health and Human Services to move forward with its 2011 proposal to expand data collection standards, including adding questions regarding LGBT status, in part to remedy this lack of data.



American Lung Association's Glossary of Other Tobacco Products

BIDIS BLUNTS CHEWING TOBACCO		Bidis are thin cigarettes wrapped in leaves. Bidis come in many flavors and are similar in size to cigarettes, but have no filters. More nicotine, tar and carbon monoxide may be in bidis than in conventional cigarettes. Users may also puff more frequently. Health effects may include an increased risk of cancer of the lips, mouth and throat. ^{19,20} Blunts are hollowed out cigars filled with marijuana.
CHEWING		Blunts are hollowed out cigars filled with marijuana.
TOBACCO	COBACCO	Chewing tobacco can be purchased in wads, leaves or plugs. It is placed between one's gum and cheek. When the tobacco comes in contact with saliva it releases nicotine that is absorbed directly through the skin. ²¹
CIGARS		Cigars are tobacco products that are rolled in a tobacco leaf or a substance containing tobacco, and come in varying sizes. Smaller cigars are sometimes called little cigars or cigarillos. ²² Smaller cigars are available in a variety of flavors and those that are similar in size to cigarettes are sold in packs of 20 or individually. Because these products are often taxed less than cigarettes, they often cost less. Health effects are similar to cigarettes—e.g. increase in risk of cancers of the lips, mouth and throat and an increased risk of heart attack and stroke. ^{6,23} Cigars are not currently regulated by the U.S. Food and Drug Administration (FDA), but FDA can assert authority to regulate them at any time.
HOOKAHS		Hookahs are water pipes used to pass charcoal-heated air through a tobacco mixture and ultimately through a water-filled chamber. The charcoal or burning embers are placed on top of a perforated aluminum foil and the tobacco mixture is placed below. The user inhales the water-filtered smoke through a tube and mouthpiece. The water lowers the temperature of the smoke. ^{24,25} The American Lung Association has issued a policy brief on hookah smoking entitled <u>"Hookah Smoking – A Growing Threat to Public Health."</u>
KRETEKS		Kreteks are clove-containing cigarettes mostly imported from Indonesia. They may contain more nicotine, tar and carbon monoxide than conventional cigarettes. ²⁶ The clove and tobacco mixture has a pungent smell. Harmful health effects may include direct damage to the lungs. ²⁶ The sale of kreteks in cigarette form was prohibited in the Family Smoking Prevention and Tobacco Control Act and has been the subject of a <u>World Trade Organization dispute</u> .
SNUFF		Snuff or dip is a finely ground, cured form of tobacco. It can be purchased as a dry powder or in moist forms. It is placed between one's gum and cheek. The tobacco releases nicotine and the nicotine is absorbed directly through the skin. ²¹
ROLL-YOUR-OWN OR LOOSE TOBACCO		Roll-your-own or loose tobacco is tobacco that does not come wrapped in paper or tobacco leaf but is used by consumers to make cigars or cigarettes. Federal taxes on roll-your-own tobacco are identical to cigarettes but are often less at the state level. Recently, roll-your-own machines that smokers can use to quickly turn loose or pipe tobacco into cigarettes have been proliferating in retail establishments in some states. These machines produce generic cigarettes that can be sold for much less than manufactured tobacco products.
РІРЕ ТОВАССО		Pipe tobacco has historically been used in pipes, but many manufacturers have begun to label roll-your-own tobacco as pipe tobacco to avoid higher federal taxes and to make cheaper cigarettes for their customers. This has caused sales of pipe tobacco to increase substantially – from 240,000 pounds in January of 2009 to over 3 million pounds as of September 2011. ²⁷

AMERICAN LUNG ASSOCIATION.

BIG TOBACCO'S NEXT FRONTIER Sustaining Addiction & Hooking Kids with Other Tobacco Products

Addressing Public Health Concerns

The rise in use of other tobacco products has alarming implications for public health. Successful efforts to regulate the sale and marketing of cigarettes have proven that reducing tobacco use is a winnable battle. However, with other tobacco products often subject to lower state taxes and less regulation, public health achievements to reduce the burden of tobacco use are threatened. Much like cigarettes, consumers of other tobacco products tend to be younger with more potential to become addicted.⁴ These products may also serve as gateway products, facilitating later and dual use of cigarettes at the same time as other tobacco products.^{15,16} To effectively counter the dangerous trend of the growing use of other tobacco products, public health efforts should consider the following:

Some tobacco products are perceived to be safer than cigarettes.

A number of users of cigars and other tobacco products mistakenly believe they are safer and less likely to cause the significant health effects associated with cigarette smoking.^{3,4} Smokeless products, cigars and cigarillos contain a form of nicotine that is more readily absorbed through the lips and the skin inside the mouth. These products can deliver a dose of nicotine that is equivalent to what would be absorbed through the lungs during cigarette smoking,^{23,28} and are just as addictive. Moreover, use of cigars, cigarillos and smokeless products can lead to cancers of the mouth and esophagus.^{23,29} Little cigars are more likely to be inhaled than traditional cigars,³⁰ and inhaling cigar smoke can expose smokers to similar health risks as cigarettes such as coronary heart disease because cigar smoke contains the same toxic substances.^{6,23} Hookahs also have similar health risks.^{24,25}

Deceptive marketing techniques increase the appeal of other tobacco products.

Manufacturers have employed various marketing techniques to increase the use of other tobacco products. Manufacturers have added flavorings to tobacco, which may make it more appealing.^{4,5} Kreteks, for example, contain cloves combined with tobacco.²⁶ Products are now available in many flavors.^{4,5}

Smokeless tobacco products also provide an alternative way of marketing to youth and adults in a world of increasing smokefree environments, as tobacco companies often encourage the use of smokeless tobacco in smokefree settings. Tobacco companies have also started to encourage smokers to switch to smokeless tobacco products rather than quit smoking. For example, during the American Cancer Society's Great American Smoke-Out in 2011, R.J. Reynolds ran an <u>advertisement</u> that encouraged smokers to switch to smokeless tobacco instead of quitting.

Industry targeting of youth, women and minorities poses a serious threat to public health.

Other tobacco products have the potential for harm—a reality not often highlighted in advertisements or products targeted to young people. These ads often attempt to lure youth and young adults by linking the use of tobacco products to increased popularity, luxury, status or success.^{12,22} Industry advertising has helped to encourage young people to start smoking.²³ Tobacco advertising has also <u>prominently featured women</u>, especially women smoking cigars, in an attempt to increase the adoption of cigar smoking among women.²³

Tobacco companies also aggressively market tobacco products to racial and ethnic minorities. Studies have shown that advertising of tobacco products occurs more often in African American neighborhoods.^{31,32} Moreover use of cigars is more common among African Americans than Whites. Data from the 2010 National Survey on Drug Use and Health show that African-American adults are significantly more likely to smoke cigars (8.0 percent) compared to Whites (5.3 percent).¹³ The top cigar brands are consistently Black and Mild, Swisher Sweets, Phillies, White Owl, and Garcia y Vega. When controlling for gender, age and education, African Americans were still more likely than Whites to smoke cigars of any brand and even more likely to smoke one of the five most popular brands.⁴

Fruit flavorings increase the attractiveness of little cigars.

National sales data from recent years have shown that flavored cigars make up a significant portion of sales at convenience stores.⁵ The list of flavorings that are added to these cigars are quite extensive as well.⁵ Flavored products can mask the taste and smell of tobacco, making them more appealing to youth and young adults.⁵ Advertisements for these products include terms like mild and sweet, which when used on cigarette packaging has led to the perception of lower risk for users.^{11,33,34}



Recommendations

Despite decreases in overall tobacco use, especially among young people, much work remains to be done. Action is needed to sustain and avert a reversal of the nation's progress in reducing tobacco use. Reducing the threat of other tobacco products can be achieved through the actions outlined below.

- **O1 Reduce the consumption of flavored other tobacco products.** While most flavorings are prohibited in cigarettes, the FDA has not put in place a regulation to prohibit flavorings in smokeless tobacco products, or asserted jurisdiction and regulatory control over many other tobacco products. Because flavored tobacco products have been shown to be used more by youth, restrictions on flavored tobacco products should be pursued at the federal, state, and local level.
- **O2** Reduce youth access to other tobacco products at the state and local level. Policies often prohibit access to cigarettes and smokeless tobacco by youth, like requiring these products to be kept behind the counter in retail stores, but sometimes these policies do not apply to other tobacco products. As part of a comprehensive approach to limiting use of other tobacco products, access should be restricted for all tobacco products.
- **O3 Expand comprehensive tobacco-free facilities such as campuses and workplaces.** In some communities, workplaces and campuses are becoming tobacco free. These practices and programs can limit exposure to secondhand smoke. They also incentivize quitting behavior by limiting tobacco users' access to places where they can use tobacco products.
- **O4** Equalize taxes on all tobacco products to reduce use by youth and encourage quitting. Increasing the price of tobacco products has been shown to reduce tobacco use especially among youth. However, taxes on other tobacco products are often lower than taxes on cigarettes at the federal and state level, which makes these products cost less. For example, little cigars and cigarillos are very similar to cigarettes in their size and the way they are packaged, and with their cheaper price and lower risk perception, they are a popular substitute for cigarettes.⁴ In its

report to Congress on tobacco tax disparities, the Government Accountability Office included in its recommendation that "Congress may wish to consider equalizing tax rates on roll-yourown and pipe tobacco and, in consultation with Treasury, also consider options for reducing tax avoidance due to tax differentials between small and large cigars."²⁷

- **O5** Increase availability of resources to help people quit tobacco use. Resources and services to help people quit tobacco are limited in states that are not properly funding cessation services and where cessation coverage benefits are not comprehensive. Even fewer resources are available for smokeless tobacco users.³⁵ For people living in rural areas these resources may be even less available than in urban centers.³⁶ To make it easier to quit, tobacco prevention and cessation programs should be funded at the Centers for Disease Control-recommended levels. All tobacco users also need comprehensive cessation benefits.
- **O6 Conduct research on how to help people quit smokeless tobacco.** Compared with smoking cessation guidelines, there is little data on how to effectively assist individuals who want to stop using non-cigarette tobacco products.
- **07 Increase availability of tobacco cessation programs to youth.** More evidence is needed concerning the effectiveness of tobacco cessation treatment among youth.³⁷ Additionally, tobacco use reduction programs should be more widely available. One approach is to focus on settings where youth congregate. Research suggests behavioral interventions can be effective in reducing tobacco use when delivered in school settings.³⁷ The use of counseling and other behavioral interventions, some with the additional use of cessation aids, have been effective in other settings.³⁸



Conclusions

Public health officials and policymakers must be made aware that other tobacco products pose a real risk to the health of young people and to public health as a whole. Some of these products are not cigarettes, but share cigarette characteristics like size, shape and packaging while lacking the higher prices and regulations that apply to cigarettes. This has contributed to the popularity of these other tobacco products as replacement products for cigarettes that lead youth to begin a lifelong addiction to tobacco.

Other tobacco products are for the most part not yet subject to the Tobacco Control Act. Other tobacco products are also often taxed at lower rates than cigarettes, which only increases their popularity. Despite these obstacles, there are opportunities at the federal, state and local levels to reverse these trends. A more aggressive regulatory approach, coupled with measures to change the public perception that these products are less harmful than cigarettes, are necessary steps if the U.S. is to continue its efforts to reduce tobacco use. If the popularity and misperceptions about the health effects of using other tobacco products is not reversed, there could be a continued increase in the use of other tobacco products, as well as dual use, which has been seen for some products over the past decade. This is especially problematic for youth because introduction to tobacco products at younger ages can translate to a lifetime of use and addiction.



Key Resources

Campaign for Tobacco-Free Kids

The Rise of Cigars and Cigar-Smoking Harms. 2009.

Campaign for Tobacco-Free Kids

Tobacco Company Marketing to African Americans. 2011.

National Cancer Institute

<u>Cigars: Health Effects and Trends. Smoking</u> <u>and Tobacco Control</u> <u>Monograph No. 9.</u>

American Cancer Society.

Cigar Smoking. 2010.

Maxwell JC. Cigar Industry in 2009. The Maxwell Report, 2010.

Substance Abuse and Mental Health Services Administration

Results from the 2010 National Survey on Drug Use and Health: Detailed Tables.

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Centers for Disease Control and Prevention.

Tobacco Use Among Middle and

High School Students—United States,

<u>2000–2009.</u> Morbidity and Mortality Weekly Report 2010;59(33):1063–8.

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Federal Trade Commission

Nationwide Labeling Rules for Cigar Packaging and Ads Take Effect Today. 2001.

Legacy

Answers About Black and Milds, Swisher Sweets, and Other Little Cigars and Cigarillos.

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BIG TOBACCO'S NEXT FRONTIER Sustaining Addiction & Hooking Kids with Other Tobacco Products

08



- To: Senator David Ige, Chair Senator Michelle Kidani, Vice Chair Members, Senate Committee on Ways and Means
- Re: Support for SB 492, SD 1 Relating to Tobacco Products
- Hrg: March 1, 2013 at 9:10 am, Room 211

On behalf of the keiki of our state, the American Academy of Pediatrics, Hawaii Chapter, strongly supports SB 942.

Nearly 90% of adult smokers start smoking before age 18. Raising the prices of tobacco products is an effective barrier in helping reduce the numbers of young people who start smoking. SB 942 raises the tax on other tobacco products (OTPs) to the same level as cigarettes, so that the deterrent for all tobacco products is equivalent. OTPs such as roll-your-own cigarettes, smokeless tobacco, and other loose leaf tobacco products can currently be purchased much more cheaply than cigarettes.

In addition, the reduction in smoking among the people of Hawaii will result in the improved health for our keiki and decreased medical costs caused by tobacco use. According to the American Academy of Pediatrics, if all states were to increase their tobacco tax by an additional \$1.00 per pack of cigarettes, it would increase state revenues by \$7.2 billion per year, save approximately \$50 billion in health care costs, prevent 2.3 million children from smoking, influence 1.2 million adults to quit, and prevent more than a million premature deaths.

We also encourage you to consider earmarking a significant portion of the tax funds towards supporting tobacco cessation and prevention programs in Hawaii. This will help people in their efforts to reduce or eliminate their tobacco use.

Thank you for caring for the keiki of Hawaii and for taking the time to consider our testimony in support of this measure.

Sincerely,

Ken Nakamura, MD, FAAP President American Academy of Pediatrics, Hawaii Chapter, Inc.

Ken Nakamura 1319 Punahou St Honolulu, HI 96826





American Cancer Society Cancer Action Network 2370 Nu`uanu Avenue Honolulu, Hawai`i 96817 808.432.9149 www.acscan.org

Senate Committee on Ways and Means Senator David Ige, Chair Senator Michelle Kidani, Vice Chair

Decision Making: March 1, 2013; 9:10 a.m.

SB 492, SD 1 - RELATING TO TOBACCO PRODUCTS

Cory Chun, Government Relations Director – Hawaii Pacific American Cancer Society Cancer Action Network

Thank you for the opportunity to provide written comments in support of SB 492, SD 1, which increases the excise tax on other tobacco products beginning January 1, 2014.

The American Cancer Society Cancer Action Network (ACS CAN), the advocacy affiliate of the American Cancer Society, is the nation's leading cancer advocacy organization. ACS CAN works with federal, state, and local government bodies to support evidencebased policy and legislative solutions designed to eliminate cancer as a major health problem.

The purpose of this measure is to address the growing number of roll-your-own tobacco shops, which advertise the sale of cigarettes lower than the price for traditional cigarettes. These roll-you-own cigarette shops effectively circumvent the cigarette tax by selling loose tobacco, which is taxed at a lower rate, and then allowing customers to make their own cigarettes.

ACS CAN would like to note that the Senate Committee on Health increased the wholesale price on other tobacco products to 102% of the wholesale price, which is the recommended level in order to ensure parity with the current tax on cigarettes. For these reasons, we urge the committee to move this measure forward.

Thank you for the opportunity to provide comments on this important issue.





To:	The Honorable David Ige, Chair, Committee on Ways and Means The Honorable Michelle Kidani, Vice Chair, Committee on Ways and Means
	Members, Senate Committee on Ways and Means
From:	Jessica Yamauchi, Executive Director
Date:	February 28, 2013
Hrg:	Senate Committee on Ways and Means; Fri., March 1, 2013 at 9:10 a.m. in Rm 211
Re:	Support to SB 492, SD1, Relating to Tobacco Products

Thank you for the opportunity to testify in support of SB 492, SD1 which raises the taxes on other tobacco products to achieve parity between cigarette taxes and other tobacco products.

The Coalition for a Tobacco Free Hawaii (Coalition) is an independent organization in Hawaii working to reduce tobacco use through education, policy and advocacy. Our organization is a small nonprofit organization of over 100 member organizations and 2,000 advocates that works to create a healthy Hawaii through comprehensive tobacco prevention and control efforts.

Health is Promoted By Increasing the Tax on Tobacco Products Other Than Cigarettes

By increasing the cost of each tobacco product sold and making it comparable to cigarettes, tobacco use by adults and young people will decrease. This will result in a decline in the serious health conditions that arise from use of smokeless tobacco including cancer of the esophagus pharynx, larynx, stomach, and pancreas, gum disease, and the risk of cardiovascular disease, and a decrease in the diseases caused by smoking roll-your-own tobacco.

Adolescents and young adults are two to three times more sensitive to tobacco price changes than adults—when price increases, less youth will begin to start using smokeless tobacco and other tobacco products and more will reduce their consumption. Hawaii has seen youth use of smokeless tobacco fluctuate despite our decreasing smoking rates.

A Portion of the Revenues Must Be Earmarked for Tobacco Prevention and Treatment

Hawaii residents overwhelmingly agree (89 percent in our last poll) that it's important for the state to earmark some of the revenue to fund tobacco prevention and quit smoking programs. When the price of tobacco increases, more seek help to quit. It's necessary we have community resources including the Quitline, the American Lung Association, and services at community health centers to help tobacco users address their nicotine addiction. We ask that you earmark a portion of these new funds to tobacco prevention and tobacco dependence treatment services.

320 Ward Avenue, Ste. 212 • Honolulu, HI 96814 • (808) 591-6508 • www.tobaccofreehawaii.org



The Coalition requests your consideration of the recommended changes and your support of creating parity between other tobacco products and cigarettes.

Thank you for the opportunity to testify on this matter.

Umca Vamauch

Jessica Yamauchi, M.A. Executive Director





- To: Senator David Ige, Chair, Senator Michelle Kidani, Vice Chair Members of Ways and Means Committee
- Hrg: Friday, March 1, 2013, Senate Ways & Means Committee @ 9:10am, Room 211
- Re: Testimony in Support of SB 492, WITH amendments
- By: Valerie Chang, JD, Executive Director Hawaii COPD Coalition, <u>www.hawaiicopd.org</u> 733 Bishop Street, Suite 1550, Honolulu, HI 96813 (808)699-9839 <u>copd.hawaii@yahoo.com</u>

I thank you for this opportunity in support of SB 492, regarding increasing taxes on other tobacco products. This topic is very important to our organization, as we help those who suffer the awful ravages of long-term exposure to tobacco, those with emphysema and chronic bronchitis. I support this measure because it is a win-win for our State. Our State will gain tax revenue and fewer people will use tobacco products, decreasing preventable diseases including cancers, gum disease, and cardiovascular conditions.

My name is Valerie Chang. I am Executive Director of the Hawaii COPD Coalition. Our organization provides services and support to Hawaii's people affected by Chronic Obstructive Pulmonary Disease, more commonly known as emphysema and chronic bronchitis. COPD is now the third leading cause of death in the US and second leading cause of disability. Over 46,015 people in Hawaii have already been diagnosed with COPD and it is estimated that at least 46,015 more people may suffer from COPD but remain undiagnosed. Many of these COPD patients were seduced by tobacco when they were very young and unable to quit the addiction for decades, causing irreparable harm. There are over \$55.9 million in COPD hospital charges in Hawaii each year. Our organization provides free breathing testing, resources, information and support for cessation and those with lung disease. In 2011, we have conducted over 1300 lung function tests (spirometries) in over 40 clinics, including 6 on the Big Island, 3 on Maui, 2 on Kauai, and 3 on Molokai.

Many studies have shown that significantly increasing the price of tobacco is one of the best ways to reduce the number of smokers. The Hawaii COPD Coalition strongly supports raising the price as set forth in SB492. One amendment recommended is that **ALL tobacco products** <u>including large cigars</u> be treated the same under the law and be similarly taxed. One other amendment is to have the funds earned by the tobacco taxes go to support tobacco prevention and control programs rather than all being earmarked for the cancer research center or other causes.

Tobacco and nicotine products are still the leading cause of preventable disease. COPD is estimated to cause one in four deaths in Canada, our neighbors to the north. Let us reduce our exposure in Hawaii by increasing taxes. Taxes on all tobacco and nicotine products must be equitable so that nicotine and tobacco addicts will quit rather than switching to a less expensive option, all of which pose serious health dangers. More smokers quitting means reduced costs to our state in tobacco-related medical expenses. Logically, the tax should be earmarked for tobacco prevention and cessation programs—programs must be provided to help tobacco users quit, to increase their successes, and help those suffering the ravages of tobacco, such as those with COPD.

Thanks for the opportunity to testify about this issue that is so vital to the health of Hawaii and our nation. This issue is very important to our state and our Hawaii COPD Coalition is very glad that this committee has taken a leadership role in addressing this important matter. **Please vote in favor of SB492, with amendments.** Thank you.



<u>SB492</u>

Submitted on: 2/28/2013 Testimony for WAM on Mar 1, 2013 09:10AM in Conference Room 211

Submitted By	Organization	Testifier Position	Present at Hearing
Michael Zehner	Hawaii Smokers Alliance	Oppose	No

Comments:

Please note that testimony submitted <u>less than 24 hours prior to the hearing</u>, improperly identified, or directed to the incorrect office, may not be posted online or distributed to the committee prior to the convening of the public hearing.

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- To: Senator David Ige, Chair Senator Michelle Kidani, Vice Chair Members, Senate Committee on Ways and Means
- Re: Strong Support for SB 492, SD 1 Relating to Tobacco Products
- Hrg: March 1, 2013 at 9:10 am, Room 211

As a pediatrician in Honolulu and medical director of the HEALTHY Quit Smoking Program, I strongly support SB 942.

The early initiation of smoking before age 18 is an important problem to address. Almost 90% of adult smokers started when they were younger than 18. I care for many children that suffer from secondhand smoke and urge you to consider the adverse health effects from tobacco use.

Raising the prices of all tobacco products helps deter the initiation of tobacco use, especially for young people, who are more sensitive to increased prices of these products. SB 942 raises the tax on other tobacco products (OTPs) to the same level as cigarettes, so that the price barrier for all tobacco products is equivalent.

Please also consider earmarking a portion of the funds from these taxes towards supporting tobacco cessation and prevention programs. As the medical director of the HEALTHY Quit Smoking Program, I have seen the positive outcomes from cessation efforts.

Thank you for your consideration and support of this important measure.

Sincerely,

Bryan Mih, MD, MPH, FAAP Pediatrician

Bryan Mih 1944 Naniu Pl Honolulu, HI 96822



- To: Senator David Ige, Chair Senator Michelle Kidani, Vice Chair Members, Senate Committee on Ways and Means
- Re: Strong Support for SB 492, SD 1 Relating to Tobacco Products

Thank you for the opportunity to testimony in support of SB 492. This bill raises the taxes on other tobacco products to achieve parity between cigarette taxes and other tobacco products (OTP). Raising the tax on OTPs will result in less people using smokeless tobacco and would eliminate roll your own stores offering cigarettes at half the price of retail stores.

Youth are more sensitive to prices than adults.

As cigarette tax increases, smokers will look at quitting or they will find cheaper means to continue using tobacco. We must be sure taxes on all tobacco products are equitable so that those who are addicted to nicotine will quit. More smokers quitting means less costs to our state in tobacco-related medical expenses. I also ask that you earmark a portion of the tax for tobacco cessation and prevention programs. As we encourage tobacco users to quit, we must provide tobacco treatment for them.

Thank you for the opportunity to provide testimony in support of this measure.

Cori Sussman 3024 Wawae Rd. 3024 Wawae Rd. Kalaheo, HI 96741



- To: Senator David Ige, Chair Senator Michelle Kidani, Vice Chair Members, Senate Committee on Ways and Means
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Thank you for the opportunity to provide testimony in support of this measure.

Katherine Anderson 27-360 Kaieie Papaikou, HI 96781



- To: Senator David Ige, Chair Senator Michelle Kidani, Vice Chair Members, Senate Committee on Ways and Means
- Re: Strong Support for SB 492, SD 1 Relating to Tobacco Products

On behalf of the Hamakua Health Center and Kohala Family Health Center on the Big Island, I want to thank you for allowing bill SB 492to be heard. I am a Certified Tobacco Treatment Specialist at both health centers and deal with the effects of tobacco on our patients. Tobacco products regardless of whether they are smoke free or not impacts the lives of our patients. Tobacco is not just a habit! It is a highly addictive substance!

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Thank you for the opportunity to provide testimony in support of this measure.

Kathyrn Akioka P.O. Box 1455 Honokaa, HI 96727



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- Re: Strong Support for SB 492, SD 1 Relating to Tobacco Products

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Thank you for the opportunity to provide testimony in support of this measure.

LorrieAnn Santos 45-415 Lolii St. Kaneohe, HI 96744



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- Re: Strong Support for SB 492, SD 1 Relating to Tobacco Products

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Thank you for the opportunity to provide testimony in support of this measure.

May Rose Dela Cruz

894 Queen Street Honolulu, HI 96813