### **ChangeLab**Solutions

# Get Plugged In: Taking Tobacco Retailer Licensing to the Next Level



Meliah Schultzman, JD

June 27, 2013

## **ChangeLab Solutions**

ChangeLab Solutions creates innovative law and policy solutions that transform neighborhoods, cities, and states. We do this because achieving the common good means everyone has safe places to live and be active, nourishing food, and more opportunities to ensure health. Our unique approach, backed by decades of solid research and proven results, helps the public and private sectors make communities more livable, especially for those who are at highest risk because they have the fewest resources.



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- How can existing laws be enforced through tobacco retailer licensing (TRL)?
- What policies can communities adopt to take TRL to the next level?
- How have communities in California taken TRL to the next level?
  - Derek Smith, San Francisco Department of Public Health
  - Denice Dennis, Contra Costa Health Services

**TRL, IN BRIEF** 

What is a TRL?

Why adopt a TRL?

How to draft an *effective* TRL?





### WHY ADOPT A TRL?

City/County	Date Passed	Annual Fee	Youth Sales Rate Before Ordinance	Most Recent Youth Sales Rate
Hollister	May 2006	\$269	33%	4.5%
Kern County	November 2006	\$165	34%	7.5%
La Canada Flintridge	June 2009	\$50*	47.1%	0%
Los Angeles County	December 2007	\$235	30.6%	10.9%
Murrieta	May 2006	\$350	31%	7%
Norco	March 2006	\$350	40%	6%
Pasadena	January 2004	\$225	20%	0%
Riverside	May 2006	\$350	65%	31%
Sacramento	March 2004	\$324	27%	19.7%
Sacramento County	May 2004	\$287	21%	8%
San Fernando	October 2008	\$250	38.5%	3%
San Francisco	November 2003	\$175*	22.3%	13.1%
San Luis Obispo	August 2003	\$255	17%	6.8%
San Luis Obispo County	October 2008	\$342	33.3%	14.3%
Tehachapi	February 2007	\$165	8%	5%
Vista	May 2005	\$250	39%	1.1%
Yolo County	May 2006	\$344	28%	7.9%

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1. All retailers must obtain a non-transferable license, renewed annually



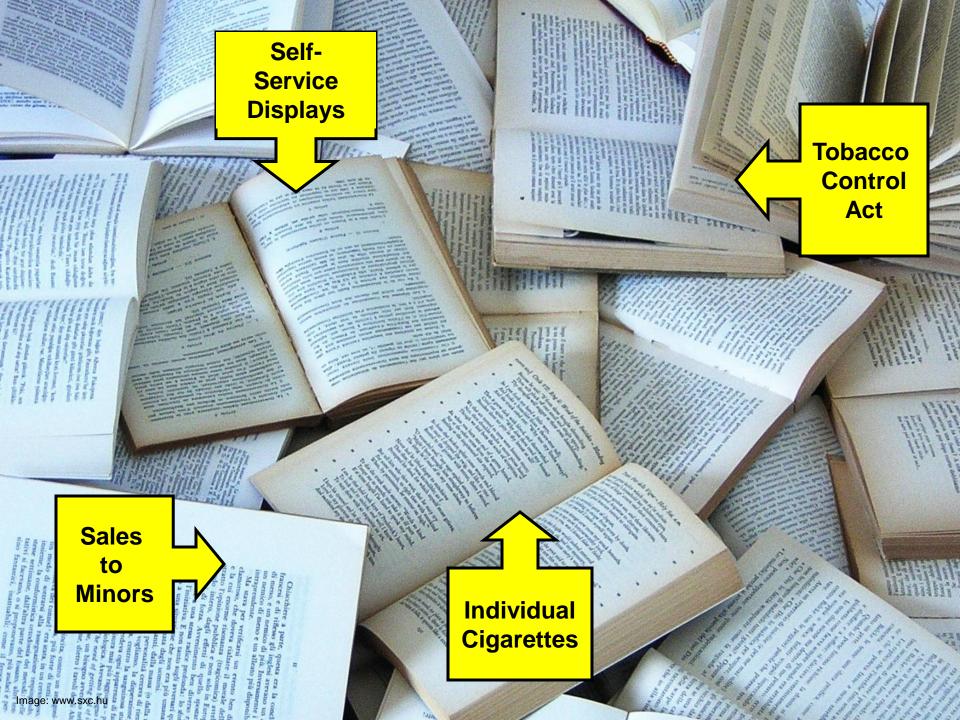
- 1. All retailers must obtain a non-transferable license, renewed annually
- 2. Licensing fee covers administration and enforcement costs



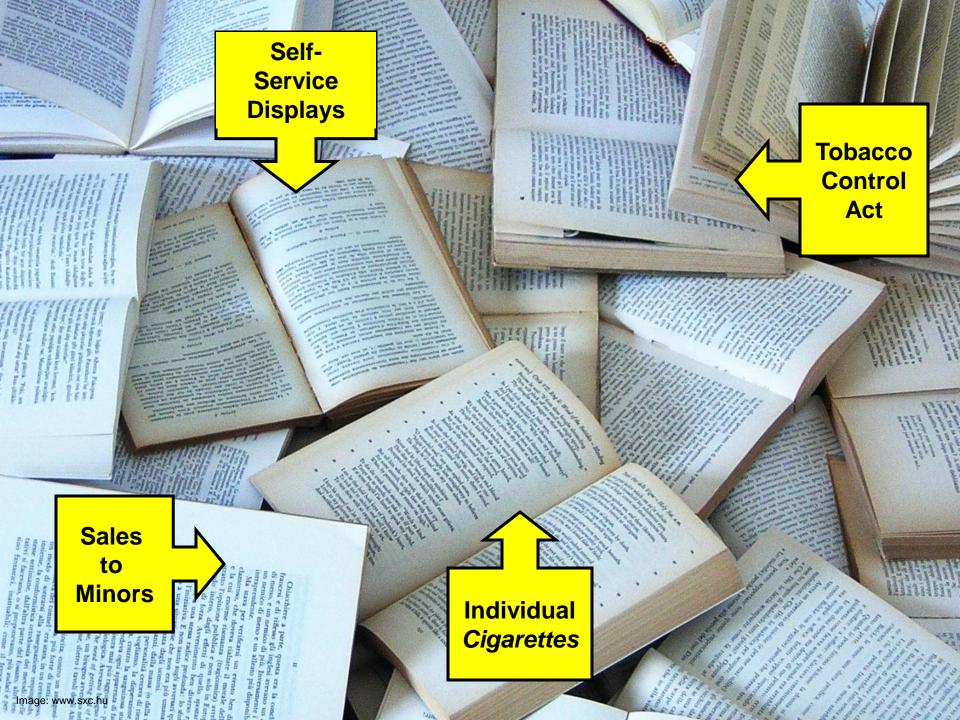
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- 2. Licensing fee covers administration and enforcement costs
- 3. Violating any tobacco law is a violation of the license

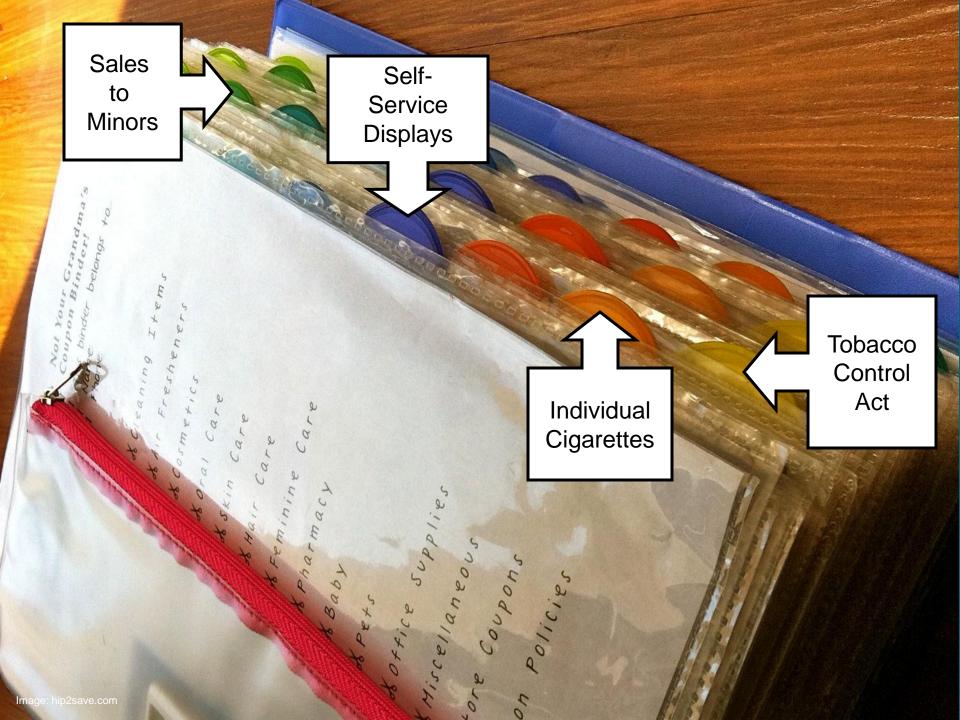












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- 1. All retailers must obtain a non-transferable license, renewed annually
- 2. Licensing fee covers administration and enforcement costs
- 3. Violating any tobacco law is a violation of the license
- 4. Meaningful penalties: temporary suspension of the license



### **ChangeLab Solutions**



#### Model California Ordinance Requiring a Tobacco Retailer License

(with Annotations)

Revised June 2013 (Originally issued September 1998)

Developed by ChangeLab Solutions

This material was made possible by funds received from Grant Number 09-11182 with the California Department of Public Health, California Tobacco Control Program.

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### **TRL PLUG-INS**

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### **TRL PLUG-INS**

### TRL PLUG-INS

### Eligibility Plug-ins

### Requirements and Prohibitions



#### This Application is for (Check one):

Phone

Number

New License

Annual Renewal

Reissuing a Revoked License

Change of Ownership

#### **BUSINESS INFORMATION**

Business Name Business Address

Business Mailing Address

Previous Name of Business at this Address (if any)

State of California Board of Equalization Tobacco Retailer's License Number

City of Cerritos Business License Number

#### OWNER INFORMATION

R	ULES
1.	YOU CAN
2.	YOU CANT
3.	YOU CAN
4.	YOU CAN'T

# TRL PLUG-INS: ELIGIBILITY

- WHO can sell
- WHERE can they sell

TOBACCO RETAILER'S LICENSE APPLICATION	This Application is for (Check one): New License Annual Renewal Reissuing a Revoked License Change of Ownership
BUSINESS INFORMATION	Phone
	Number
Name Business Address	Humber
Business	
Business Address Business	
Business Address Business Mailing Address Previous Name of Business	

### **TOBACCO-FREE PHARMACIES**



### NO LICENSES NEAR SCHOOLS AND YOUTH-POPULATED AREAS



### NO LICENSES NEAR SCHOOLS AND YOUTH-POPULATED AREAS



### NO LICENSES NEAR SCHOOLS AND YOUTH-POPULATED AREAS



### LICENSES LIMITED BY LOCATION



### LICENSES LIMITED BY POPULATION

HUNTINGTON PARK Population: 59,000 Tobacco retailers: 100+ Goal: 1 retailer /1,000 people

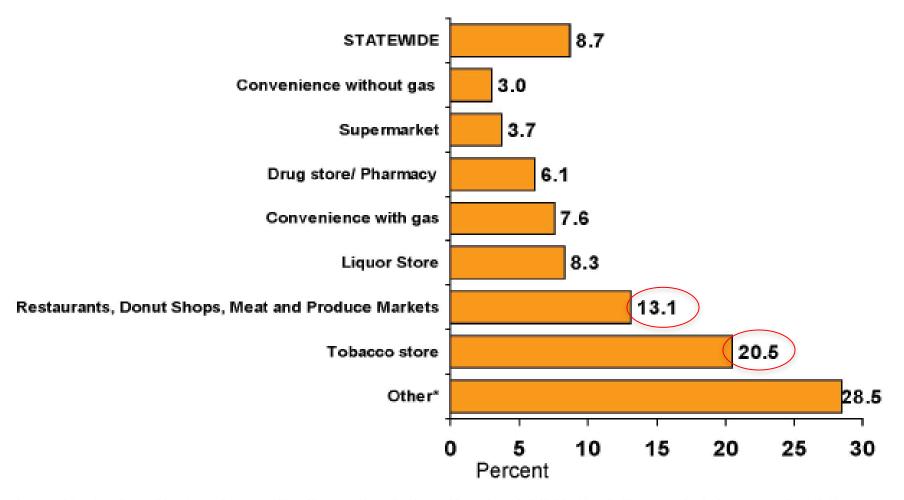
Questington De

### NO LICENSE FOR NEW RETAILERS THAT PRIMARILY WILL SELL TOBACCO





### Percent of Retailers Selling Tobacco to Youth by Store Type, 2012



Source: Youth Tobacco Purchase Survey, 2012. Prepared by: California Department of Public Health, Tobacco Control Program, July 2012. \*Other includes gas station only, gift and discount stores, and others.

# TRL PLUG-INS: REQUIREMENTS AND PROHIBITIONS

• WHAT other conditions must be met

ES YOU CAN .... 2. YOU CANT ... YOU CAN .... YOU CAN'T

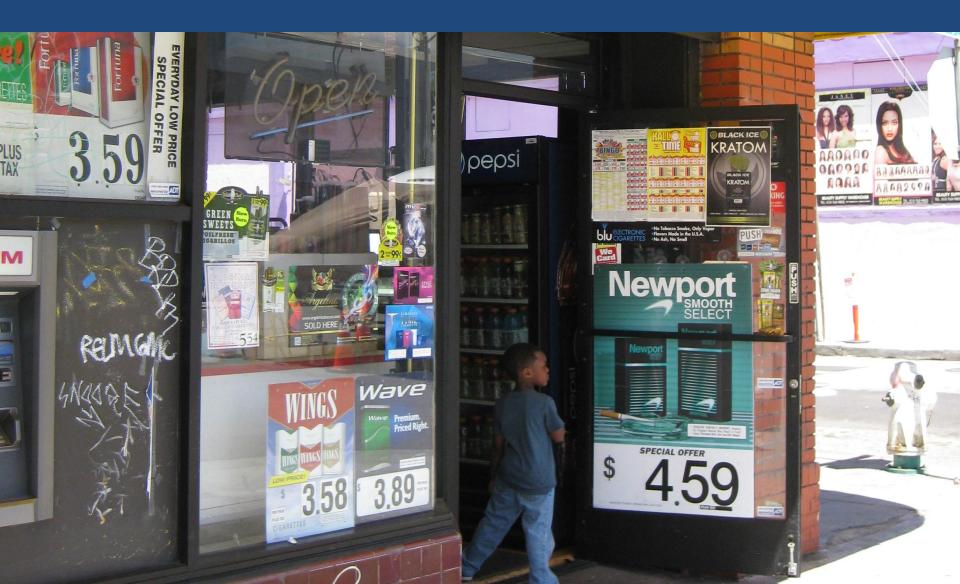
### **PROHIBIT SALE OF SINGLE CIGARS**



### VIOLATING STATE LAWS PROHIBITING SALES OF DRUG PARAPHERNALIA



### SIGNAGE REQUIREMENTS



### **EMERGING PRODUCTS**



# **ChangeLab Solutions**

### Licensing Ordinance Checklist

Your community has a range of policy choices to consider when designing a local tobacco retailer licensing ordinance. The options below are included in ChangeLab Solutions' Model California Ordinance Requiring a Tobacco Retailer License and accompanying "plug-ins," all of which are available at www.changelabsolutions.org/publications/model-TRL-Ordinance. The provisions that ChangeLab Solutions considers essential already include a check mark. Contact us for help drafting an ordinance based on your community's choices.

#### POLICY OPTIONS IN MODEL ORDINANCE

#### Who Must Obtain License

- ${\ensuremath{\overline{\ensuremath{\mathbb{Z}}}}}$  All tobacco product retailers must obtain a nontransferable license
- Define "tobacco product" to include all nicotine and nontraditional products (e.g., e-cigarettes, snus)
- Retailers of "tobacco paraphernalia" (e.g., rolling papers, pipes) must also obtain license
- No license may be issued to mobile vendors
- **Enforcement of License Requirements**
- ☑ Licensing program will be administered by (e.g., who issues the license?): \_\_\_\_\_
- Licensing program will be enforced by \_\_\_\_\_ but also enforceable by any agency
- Youth decoy operations will be conducted by (if different from enforcement agency): \_\_\_\_\_
- Number of mandatory inspections is (e.g., times each store is checked per year): \_\_\_\_
- The hearing process will be an administrative process (attorneys and court system need not be involved)
- Grant youth decoys partial immunity

#### **Consequences of License Violation**

- Each violation results in a suspension of the privilege to sell tobacco products (and paraphernalia, if applicable) for \_\_\_\_\_ days for a 1st licensing violation; \_\_\_\_\_ days for a 2nd violation; \_\_\_\_\_ days for a 3rd violation; and \_\_\_\_\_ days for a 4th violation
- □ Number of years past violations will be tracked (the "look-back period"): \_\_\_\_\_ (minimum of 5 years)
- Prohibit display of tobacco products during suspension period
- Prohibit display of tobacco product advertising during suspension period
- Increase suspension periods and penalties for retailers who sell tobacco without a license
- Seize and destroy tobacco products offered for sale without a license

#### "PLUG-IN" POLICY PROVISIONS

#### Restrictions on Eligibility for a License

- No license for a business that contains a pharmacy
- No licenses near schools and youth-populated areas
- New tobacco retailers must be located a specified minimum distance from existing retailers
- $\hfill\square$  Number of available licenses is limited based on population
- No license for a retailer that primarily sells tobacco (e.g., head shop, discount cigarette store)
- No license for a restaurant or bar
- Only businesses that sell alcohol for off-site consumption may obtain licenses
- No license for a business that allows smoking anywhere on the premises

#### Additional Requirements for Retailers

- No sales of individual cigars or cigars in small packages
- No sales of drug paraphernalia
- Retailers may not cover more than 15% of windows with signs
- No sales to purchasers who are under 21

#### **Enforcement Options**

Allow the retailer to pay a fine in lieu of license suspension

- Requirements and Prohibitions for Licenses Pay an annual licensing fee that fully covers all program
- Pay an annual licensing fee that fully covers all program costs, including administration and enforcement
- Violating any tobacco law is also a violation of the license
- Require license to be displayed in a prominent location
- Require clerks to check ID if purchaser appears under age 27
- Prohibit all self-service displays (including e-cigarettes)
- □ Clerks selling tobacco must be old enough to purchase tobacco under state law (e.g., 18 years old)
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#### POLICY OPTIONS IN MODEL ORDINANCE

age 27

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Require clerks to check ID if purchaser appears under

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Allow the retailer to pay a fine in lieu of license suspension

# **ChangeLab Solutions**

**ChangeLabSolutions** 

What is tobacco retailer licensing?

promotion of tobacco products.

**Tobacco Retailer Licensing** 

An Effective Tool for Public Health

Communities are adopting tobacco retailer licensing laws as one way to ensure

associated with tobacco use. In this fact sheet, we explain how tobacco retailer

licensing works, why many communities are pursuing this policy, and what

goes into creating and implementing a strong tobacco retailer licensing law.

Licensing is a common policy tool that state and local governments use to regulate

businesses like alcohol retailers, pharmacists, or restaurants. A local government may

want to similarly license tobacco retailers in order to protect public health and safety

Under a local tobacco retailer licensing law, the city or county government requires

all businesses that sell tobacco products to obtain a license from the government

administration and enforcement activities such as store inspections and youth

purchase compliance checks. Increasingly, tobacco retailer licensing is being used to

promote other innovative policy solutions as well, including controlling the location

and density of tobacco retailers and imposing additional restrictions on the sale and

As of June 2012, more than 100 cities and counties in California had adopted a local

a requirement that all tobacco retailers obtain a license and renew it annually;

· meaningful penalties for violators through fines and penalties, including the

· a provision stating that any violation of existing local, state or federal tobacco

tobacco retailer licensing law.3 The Center for Tobacco Policy & Organizing (The

Center) classifies 94 of these as "strong,"<sup>4</sup> meaning the laws have at a minimum:

an annual licensing fee high enough to fund sufficient enforcement;

suspension and revocation of the license:5 and

laws constitutes a violation of the local law.

in exchange for the privilege of selling these products to consumers.<sup>1</sup> Local governments may require licensed retailers to pay an annual fee, which can fund

by ensuring that retailers comply with responsible retailing practices.

compliance with tobacco laws and to combat the public health problems

ChangeLab Solutions has developed model language for a tobacco retailer licensing law in California cities and counties. The model language offers a variety of policy options that can be tailored to the specific goals and needs of your community.

In addition to the core provisions, ChangeLab Solutions has drafted supplementary "plugin" provisions, which offer additional policy options that can be incorporated into the law. For more information, please see our resources on Tobacco Retailer Licensing at www.changelabsolutions.org/ publications.model-TRL-ordinance.

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	Model California Ordinance Requiring a Tobacco Retailer License (wth Arrodators)
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	www.changuisticolifices.org/tobacco-control

While ChangeLab Solutions' model language for a tobacco retailer licensing law was designed for California communities, the model can be adapted for use in other states as well. It is important to carefully check the existing law in your state to learn if local tobacco retailer licensing is allowed. Consult with an attorney licensed in your jurisdiction.

changelabsolutions.org/tobacco-contro



Several communities have prohibited businesses that contain pharmacies from obtaining tobacco retailer licenses because these businesses often provide healthrelated services to the public.

More than 100 communities in California have passed tobacco retailer licensing ordinances, many of which have particularly effective fee and enforcement provisions. For a list of communities with strong tobacco retailer licensing laws and the Plug-ins they have incorporated, see the Center for Tobacco Policy & Organizing's Maritx of Strong Local Tobacco Retailer Licensing Ordinances at www.centertobaccopolicy.org/ localpalice-lensing.



#### "Plug-in" Policy Provisions for a Tobacco Retailer License

Your community has a range of policy choices to consider when designing a local tobacco retailer licensing ordinance. Our Model Californio Ordinance Requiring a Tobacco Retailer License ("Model TRL") contains the basic elements for an effective licensing ordinance that can be used to enforce federal, state, and local tobacco control laws. From there, communities can include additional policy options, or "Plug-ins," to enhance the ordinance and address local public health concerns related to tobacco use.

This fact sheet describes each of the Plug-ins. The Model TRL and Plug-ins are available at www.changelobsolutions.org/tobacco-control. If you would like help adapting any of these models for your community, please contact us at www.changelobsolutions.org/tobaccoguestions.

#### **Restrictions on Eligibility for a License**

A local tobacco retailer licensing ardinance allows a community to exercise better control over where tobacco products are sold. These Plug-ins limit the types of businesses and the locations that are eligible for a tobacco retailer license. Limiting where tobacco is sold can reduce youth access to tobacco products and facilitate enforcement of the licensing provisions.

#### Tobacco-free pharmacies

This Plug-in prohibits businesses that contain pharmacies from obtaining a tobacco retailer license. The sale of tobacco products at stores containing pharmacies may convey a mixed message to consumers, who often rely on these businesses for health-related services. Because stores containing pharmacies frequently provide health-related information to the public, communities may be concerned that the sale of tobacco at these stores conveys a tacit approval of these products to the public. Further, stores containing pharmacies often stock tobacco products near cessation aids, compromising the efforts of smokers who are triving to quit.

#### No licenses near schools

This Plug-in prohibits a license for a business operating too close to a school or other area frequented by youth. Children are more likely to experiment with tobacco products when tobacco retailers are located near schools. Communities can use this Plug-in to establish 'tobacco-free zones' that restrict tobacco sales within a certain distance of schools, playgrounds, libraries, and similar venues.

#### New tobacco retailers must be a specified distance from current retailers

To prevent the concentration of tobacco retailers within particular neighborhoods, this Plug-in restricts how close tobacco retailers may be to one another. The number of tobacco retailers in a neighborhood affects youth smoking behaviors and youth access to tobacco products. Additionally, in some communities, disadvantaged neighborhoods are disproportionately impacted by high tobacco retailer density.

changelabsolutions.org/tobacco-contro

## **ChangeLab**Solutions

### Thank you!

## Meliah Schultzman mschultzman@changelabsolutions.org

Made possible by funds received from Grant Number 09-11182 with the California Department of Public Health, California Tobacco Control Program

# San Francisco's Tobacco-Free Pharmacies

Derek Smith, MSW, MPH San Francisco Department of Public Health

# The local ordinance

- In 2003, San Francisco adopted an ordinance requiring all tobacco retailers to apply for a permit and to agree to not break any state or federal laws around sales of tobacco (TRL)
- In 2008, San Francisco adopted an ordinance that disallows the issuing of a tobacco retailer permit to any establishment that also operates a pharmacy
  - This effectively stopped tobacco sales at the 63 local Walgreens and Rite Aid stores initially, and subsequently at all grocery stores with pharmacies

# Why is this a problem?

- Mixed message of selling tobacco products in a health-promoting business
- People entering pharmacies are vulnerable
- Most developed nations do not sell tobacco products at pharmacies
- Increasing availability to every store type means greater access



# **Facts about pharmacies**

- Research showed that prescription sales at Walgreens/Rite Aid makes up about 65% of their profit
- Tobacco is added on as a convenience product, but it is conflict with the fact pharmacies also sell quitting aids like nicotine patches, nicotine gum, and quitting prescriptions via the pharmacy
- Pharmacists are health professionals like us, they agree that selling tobacco at drug stores is a bad idea

8. In 1970, The American Pharmaceutical Association stated that mass display of

cigarettes in pharmacies is in direct contradiction to the role of a pharmacy as a public health facility;

## San Francisco and Tobacco-Free Pharmacies

- Bob Gordon of the LGBT Partnership worked to encourage private pharmacies to not sell tobacco
- He researched existing pharmacies and began cultivating relationships with owners and pharmacists, providing some help to a later citywide policy
- Health Officer Mitch Katz became determined that this rule must be championed citywide

tobacco free; however, tobacco products are still sold by 94% of chain drugstores;

11. Of the independently owned pharmacies that are tobacco-free, 88% report they

have experienced either no loss or an increase in business since removing tobacco from their shelves;

<sup>10.</sup> A majority (78%) of independently owned pharmacies in California have become



City and County of San Francisco DEPARTMENT OF PUBLIC HEALTH Gavin Newsom, Mayor Mitchell H. Katz, M.D. Director of Health

#### **OCCUPATIONAL & ENVIRONMENTAL HEALTH**

December 3, 2010

To: Tobacco Permit Holders

Re: Complying with the ban on pharmacy sales of tobacco products

Dear Tobacco Retailer:

The Board of Supervisors recently amended the law contained in Article 19J of the San Francisco Health Code that prohibits pharmacies from selling tobacco products. Please note that general grocery stores and big box stores with pharmacies are now prohibited from selling tobacco products. A "Big Box Store" shall mean a single retail establishment occupying an area in excess of 100,000 gross square feet. A "General Grocery Store" shall have the same meaning as set forth in Planning Code Section 790.102(a) or any successor provisions.

Your San Francisco permit to sell tobacco products in a pharmacy will expire on November 30, 2010. Please remove all tobacco products from your pharmacy by December 15, 2010. Grocery and "big box stores" that have paid an annual licensing fee for a tobacco sales permit are entitled to a refund. The Tax Collector will be refunding the amount due during January 2010.

# The number of San Francisco retailers drops by 63...

## San Francisco was sued

- But arguments were mainly dismissed
- Those focusing on 1<sup>st</sup> amendment and inability to advertise the product were not persuasive
- Policy proposals should be focused on the jurisdiction's desire to regulate where tobacco is sold, not on advertising

## Impacts

- There is no longer any tobacco sold at SF stores that contain pharmacies
- A study in Tobacco Control, 2012, looked a customer perspectives of the sales ban and found that:
  - 76% reported that the ban made no difference whether they shopped at San Francisco pharmacies;
  - 13% shopped there less, and
  - 12% shopped there more
- New Walgreens and CVS stores have opened, so clearly there is growth in the pharmacy store business

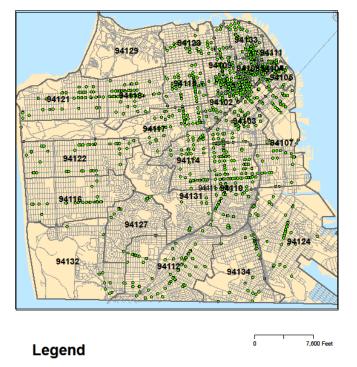


# **Tobacco Retailer Density**

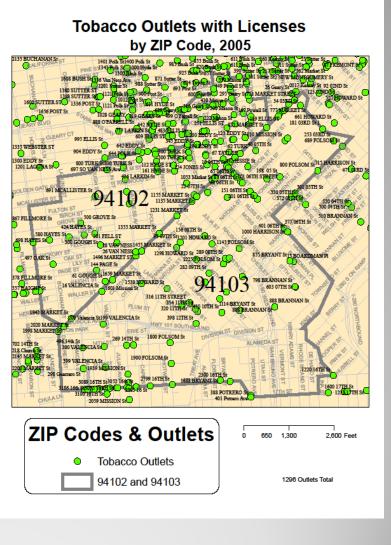
- San Francisco, with the leadership of Youth Leadership Institute advocates, has been exploring tobacco density solutions for over 4 years
- Many neighborhoods are grossly overconcentrated with tobacco retail outlets
- This is a social justice issue, as we know youth growing up exposed to tobacco are much more likely to smoke
- Several steps to this issue: Assessment, Research, and Negotiation

## Assess

### Tobacco Outlets with Licenses 2005



- Tobacco Outlets
- SFGIS.zipcode



# **Research and Negotiation**

- What has worked in other communities? On similar issues?
- How can this be linked to past successes or other efforts to improve neighborhoods?
- Make a plan about how to frame this issue
- Communicate with key players- legislators, store owners, health experts, regulators to determine the questions/concerns
- Draft and re-draft a policy that works for your community

## **REGULATION OF ELECTRONIC CIGARETTES IN CONTRA COSTA**

Denice A. Dennis, MPH Tobacco Prevention Project Contra Costa Health Services June 27, 2013



Electronic cigarettes ("e-cigarettes") are battery operated products designed to deliver nicotine.

They turn nicotine and other chemicals into a vapor that is inhaled by the user, and are often the shape and size of a regular cigarette.

E-cigarettes are available in various flavors and claimed strengths of nicotine cartridges.

# Why regulate?

- E- cigarettes may appeal to youth because of their:
  - high-tech design
  - easy availability online, via mall kiosks, and convenience stores
  - wide array of flavors of cartridges

including chocolate and mint.





# Why regulate?

- E-cigarettes may be starter products for youth, a "gateway drug" to other tobacco products.
- Want to deter youth from experimenting with these products.
- Including in TRL provides opportunity to enforce the 'no e-cigs sales to minors" law, and may reduce the number of retailers selling these products.



# Why regulate?

Concern that use of e-cigarettes in public places and places of employment could:

- cause confusion around enforcement issues in smokefree areas.
- trigger relapse in those who are trying to quit smoking.
- increase social acceptance of smoking.



## **County's New Law Regulating E-cigarettes**

First reading 3/19/13; Adopted 4/9/13:

- All retailers selling electronic cigarettes must have a Tobacco Retailer License in order to sell tobacco products.
- Use of electronic cigarettes prohibited from use wherever smoking is prohibited under the County's comprehensive Secondhand Smoke Protections Ordinance.
- This includes all County buildings, vehicles and other areas occupied by county employees, including the grounds of the Regional Medical Center and health clinics.

## 445-10.002 License requirement

"It is unlawful for any retailer, individual, or entity to sell or offer for sale any tobacco products in the unincorporated area of the county without first obtaining and maintaining a valid tobacco retailer's license from Contra Costa County for each location where these sales are conducted."

### Prohibits smoking:

- In <u>any</u> indoor workplace;
- Within 20 feet of all doors, operable windows, air ducts and ventilation systems of enclosed places open to the public;
- Outdoor dining at bars and restaurants;
- On public trails and in public parks;
- Service areas (ATM lines, bus stops, ticket lines);
- Public events (farmer's markets, etc);

Contro CCRMC campus and clinics prehensive • Plus Multi-unit housing protections Second and Smoke Protections Ordinance

## **Definitions changed under County Ordinance**

- "Tobacco Product" to include "any product or formulation of matter containing biologically active amounts of nicotine that is manufactured, sold, offered fro sale, or otherwise distributed with the expectation that the product or matter will be introduces in to the human body, including but not limited to electronic cigarettes."
- "Smoke", "smoking" changed as well.

**SECTION I. SUMMARY.** This ordinance amends the Second Product Control Ordinance of Contra Costa County, Division 44: prohibit the use of electronic cigarettes at all places where smoki tobacco retailer's license for the sale of electronic cigarettes, by *z* "smoking" and "tobacco product." This ordinance also amends t



# **Preparing for Reports to BOS**

- Developed "Findings" specific to E-cigarettes for the new ordinance. Fact Sheets currently available:
  - ChangeLab Solutions
  - NACCHO
  - CA Youth Advocacy Network (CYAN)

Developed list of other communities in state and in country that regulate sale of e-cigarettes or have language in their Secondhand Smoke Ordinances. (Center for Tobacco Policy and Organizing now has this list for TRLs in CA.)

# **Arguments heard against regulation**

"E-cigarettes helped me quit, so it's bad public health policy to take them away from me."

"Youth aren't being influenced by e-cigarettes (because they are too expensive/don't look like cigarettes/aren't being marketed to them)."

"There is no research supporting ill health effects of secondhand vapors."

NO ONE SPOKE AGAINST LICENSING.



# **Support for Regulation**

- 4 of 5 members of the Board of Supervisors supported regulation of e-cigarettes.
- Board member comments included:
  - "there is a perception that if we were NOT to do anything about this, it's ok (to use this product)
  - "Need to control how they are sold because we don't know if they are a safe product."
  - "do not want to go backwards...(by undermining community norms)"
  - No one from the public or from the Board spoke of concerns about *licensing* retailers who sell tobacco products.

Thank You! Denice A. Dennis, MPH Contra Costa Health Services

## ChangeLabSolutions

### Thank you!

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