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Project LEaP
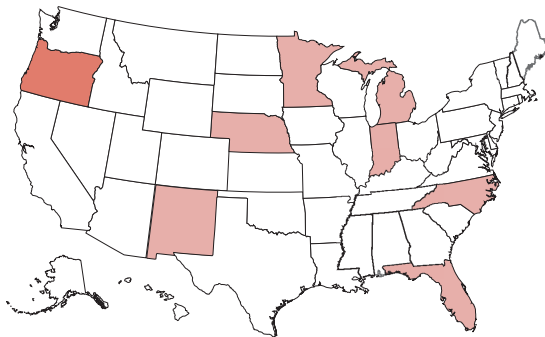## Linking Evaluation and Practice

INTRODUCTION
Oregon

IN 2004, THE CENTER FOR TOBACCO Policy Research (CTPR) partnered with Oregon and seven other states to evaluate how unstable state financial climates were affecting state tobacco control programs and to identify strategies to help states deal with tobacco control funding reductions. Using both quantitative and qualitative methodologies, information was collected from the eight state tobacco control programs on topics such as state financial and political climates, partner relationships, program capacity, and the effects of funding reductions on program implementation.

### Project LEaP States

Methods

Information about the Oregon tobacco control program was acquired in the following ways: 1) a program background survey completed by the OR Department of Health Tobacco Prevention & Education Program (TPEP); and 2) key informant interviews with 20 key tobacco control partners. To identify these partners, TPEP named the agencies that played a significant role in the tobacco control program.

Though the partners listed are not considered a complete register of the tobacco control constituency in the state, they are representative of the types of agencies involved in the tobacco control program. On average,

one individual from each partner agency participated in a single interview (in-person or telephone), which lasted approximately 64 minutes. The following table presents the partner agencies interviewed in August.

Participating Partners in Oregon's Network

- OR Department of Health Tobacco Prevention & Education Program
- American Cancer Society
- American Heart Association
- American Lung Association
- CDC Office on Smoking and Health
- Department of Human Services
- Deschutes County
- Office of Medical Assistance Programs
- Office of Mental Health & Addiction Services
- Oregon Research Institute
- State Department of Education
- State Department of Justice
- State Department of Revenue
- Tobacco Free Coalition of Oregon
- Tobacco Reduction Advisory Committee
- Tri-County Coalition

The Report Series

Previously, the CTPR disseminated *preliminary* evaluation findings in the report, *Starting Over: Oregon's fight to write a new chapter for tobacco control*, to tobacco control partners. The *final* evaluation findings are being presented in this series of four reports. The reports are organized around the project conceptual model that identifies the critical components of tobacco control programs.

Project LEaP Conceptual Model
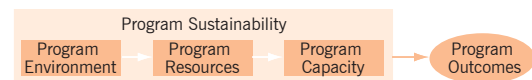
This report series has been organized to reflect each of the areas identified by the model: tobacco control program environment, resources, capacity, and sustainability. Throughout the series, we have included Oregon specific results and comparisons from the other seven states. Quotes from participants (offset in

color) were chosen as representative examples of the broader findings and to provide the reader with additional detail. To protect participants' confidentiality, all identifying phrases or remarks have been removed. It is important to remember the findings represent the major themes or ideas from many partners and do not reflect the thoughts of any one individual or agency.

A brief summary of the major highlights from each of the four Oregon reports is presented below. Please refer to the individual reports for more detail.

Program Environment

- Because of Oregon's poor economic climate, the tobacco control program suffered a devastating funding cut causing many activities to be suspended or eliminated.

- The political climate was challenging for tobacco control, with little support from the Governor and Legislature.

- Oregon lacked strong political champions for tobacco control. The champions that were identified were directly involved in the tobacco control movement.

Program Resources

- Oregon's tobacco control program was forced to temporarily halt its operations when unused funds were removed by the Legislature to fill budget gaps.

- The reduction in funding resulted in changes to program components, including the reduction of staffing and local programs.

- Staff experience and dedication among tobacco control professionals was recognized as a major strength of the overall program.

- The low staff morale among partners was due to the poor fiscal environment and the loss of many staff and funds.

- The level of program evaluation was described as extremely inadequate and had been reduced by more than 50% compared to the previous FY.

- Partners' surveillance of tobacco industry activities included advertising, lobbying, promotions, and event sponsorships.

Program Capacity

- TPEP's passionate, knowledgeable, and experienced staff was named as a major facilitator to Oregon's tobacco control program.

- A major impediment to the program was the bureaucracy TPEP experienced as a state administered program.

- Partners viewed the tobacco control network as moderately effective due to budget cuts and the need to expand the network.

- While some partners thought the relationship between the state and the grassroots partners was highly effective, many saw increased communication as a strategy to improve it.

Program Sustainability

- Oregon's profile showed a moderate level of sustainability. It was similar to the profiles of other Project LEaP states.

- Of all five domains, *Community Awareness & Capacity* had the most evidence of sustainability for Oregona and *Funding Stability & Planning* had the least.

- Overall, the Project LEaP tobacco control programs' level of sustainability were most affected by limited program and fiscal planning.

- For the *Community Awareness & Capacity* domain, most Project LEaP states experienced a fair amount of local level participation and had a strong grassroots base.

- Across Project LEaP states, the amount of political and public support was generally low, independent of the states' overall fiscal health.

Project **LEaP**
Linking Evaluation and Practice

THIS IS THE **FIRST** REPORT IN A SERIES OF FOUR PRESENTING EVALUATION FINDINGS FROM PROJECT LEaP.

August 2005

ENVIRONMENTAL FACTORS, such as a state's financial and political climates, have a significant role in state tobacco prevention and control programs. The state environment can affect the amount of resources allocated for a program, how those resources are used, and the ability of a program to function effectively and efficiently. This report presents the findings about Oregon's tobacco control program environment.

Prevalence of tobacco use is an important indicator of the tobacco control environment. By considering the amount of use and other related demographics in the state, we can better understand the setting in which the tobacco control program operates. At the time of the Project LEaP evaluation, the prevalence of smoking among adults in Oregon was approximately 21%, slightly lower than the national average of 21.7% (BRFSS, 2003). According to the *2003 Oregon Healthy Teens Survey* approximately 19% of all high school students reported smoking in the past 30 days. In fact, it is estimated that 9.8M packs of cigarettes are illegally bought or smoked by youth in Oregon each year (TFK, 2002).
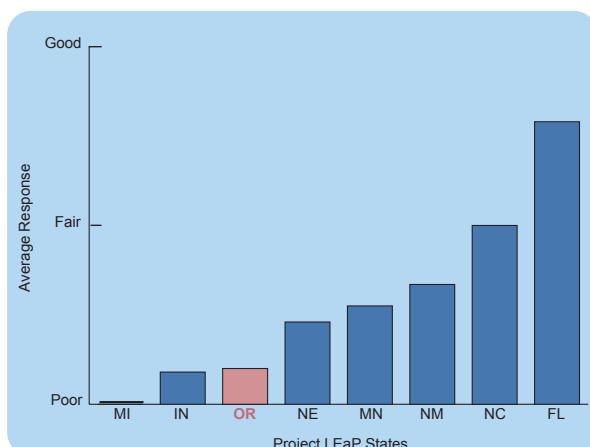
The state climate can also be affected by high economic costs associated with smoking. In Oregon, smoking costs nearly $871M annually in healthcare costs (SAMMEC, 2001). In addition to healthcare costs, smoking also costs Oregon an estimated $1.1B per year in lost productivity (SAMMEC, 2001).

Another factor contributing to the state environment for tobacco control is the existence of smoke-free air (SFA) policies. Oregon's Smokefree Workplace Law, passed in 2002, covers over 95% of employees (Oregon Tobacco Facts, 2004). In addition, 71% of residents reported they had a rule that smoking was not allowed in their home compared to the national average of 67.2% (CPS, 2002).

State Economic Climate

One of the most important environmental aspects associated with tobacco control is the state economic climate. Oregon is one of only five states in the country without a sales tax, meaning that personal and corporate income taxes make up 76% of tax revenues. This dependence on income taxes makes the Oregon economy particularly susceptible to difficult national financial climates (Government Performance Project, 2005).

The majority of partners (80%) indicated the economic climate in Oregon was poor. Reasons given for the poor economic climate included:

- A multi-million dollar budget shortfall;
- High unemployment rates in the state; and
- Effects of the national recession.

Perceived State Financial Climates: State Comparison

Figure: Bar chart titled "Perceived State Financial Climates: State Comparison." Y-axis "Average Response" ranging from Poor to Fair to Good. X-axis "Project LEaP States" with states MI, IN, OR, NE, MN, NM, NC, FL.

Annual Tobacco Revenue and Tobacco Control Expenditures (2002-2004)
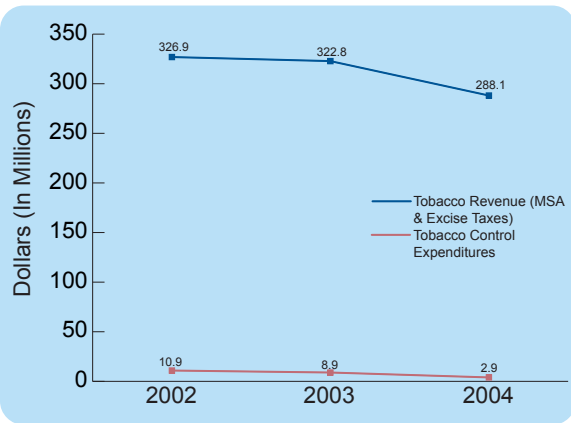
OR Tobacco Control Activities Affected by the 2003 Budget Cut

Reduced
- Staffing levels at the state and agency levels
- Media efforts

Suspended
- Contracts with local coalitions
- Funding for school programs

Eliminated
- The quitline
- Multi-cultural programs

Average Annual Taxes to Cover Tobacco-related Costs (By Household)

* National average

Source: Tobacco-Free Kids, 2003

Most partners thought Oregon's current financial crisis would last at least until the next biennium, set to begin in FY05. However, a few partners were optimistic about the future of Oregon's financial climate, saying there were some positive indicators the economy was turning around.

> It's all based on the economy; we have a lot of high-tech firms here, and other things related to that. So it really is linked to the economy in general. It's going to turn around, but when? I don't know; maybe in a year, to be hopeful.

To have a balanced budget, as required by law, Oregon cut funding for many state programs, including tobacco control. Though the state receives MSA funds, none of these have ever been used to fund the tobacco control program. In fact, in 2003, MSA funds for Oregon totaled over $85M. Additionally, revenue from cigarette excise taxes brought in over $242M. Despite these resources, in March 2003, the program suddenly lost $4M of the state funding that was allocated for 2003, bringing the total funding for 2003 from 12.9M to 8.9M. Partners described this funding cut as "devastating" and "decimating" to the program.

> The program was basically decimated. Fewer counties have people working on tobacco control; efforts to do prevention in communities has been cut back quite substantially.

In August 2003, $2.9M of the lost funding was reinstated and the program was able to begin "ramping" back up. Although this funding allowed staff to reinstate some activities and contracts, many partners felt the initial cuts had disrupted the momentum of the program. They thought the reinstated funding had to be focused more on the administrative work of re-starting the program than for tobacco prevention and control.

> And as a result [of budget cuts], we lost access to a lot of the local coalitions and the local organizations, volunteers, and community leaders...The institutional knowledge that was out in the grassroots to help people who are interested in tobacco control. We lost a lot of momentum in terms of volunteer activity and people engaged in tobacco control.
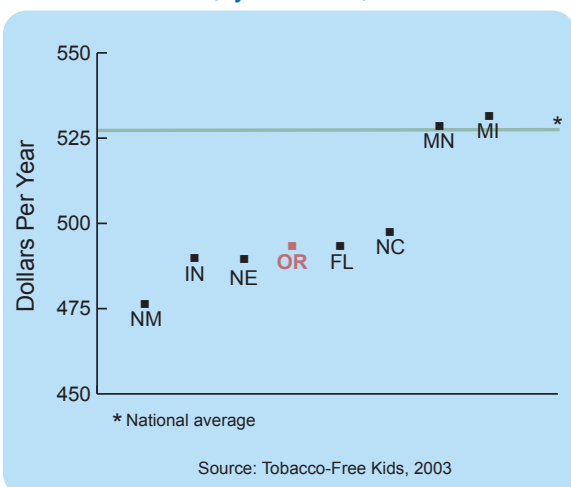
State Political Environment

Another significant aspect of program environment is the political climate in the state. At the time of the evaluation, Governor Ted Kulongoski, a Democrat, had been in office over a year. The State Legislature in Oregon consisted of 30 senators and 60 representatives. The majority of senators were Democrats (60%); while the majority of the representatives were Republicans (55%).

The overall political climate in Oregon was challenging for tobacco control partners. It was a mixed environment where there were

some who supported tobacco control, some who came out against it, and others who remained neutral.

> It's very split. There are some people who are very much for tobacco prevention and education, and cessation and control. There is still a bunch of the industry and supporters who are very much still pro tobacco. In Oregon there is [also] a big Libertarian insolence that basically is to let people do what they want to do and keep government out of it.

Political Leadership

Forty-four percent of partners felt Governor Kulongoski provided no support to their agencies for conducting tobacco control activities. The remaining partners were nearly evenly split between describing the level of Governor support as *a little* or *some*. They felt that though he had not come out against the program, he also had not been very vocal on the issue.

One of the reasons given for his limited support was the state economic climate. Due to the state budget shortfall the Governor was dealing with many issues. In comparison to other public health issues, partners felt the Governor prioritized tobacco control lower. They also thought that public health in general was a lower priority for the Governor when compared to state issues, such as crime, education, roads and highways, and social services.

Additionally, some partners thought that the Governor had not had time to show support due to his short time in office. A few also thought that since the program still had some funding this showed some indication of support from the Governor.
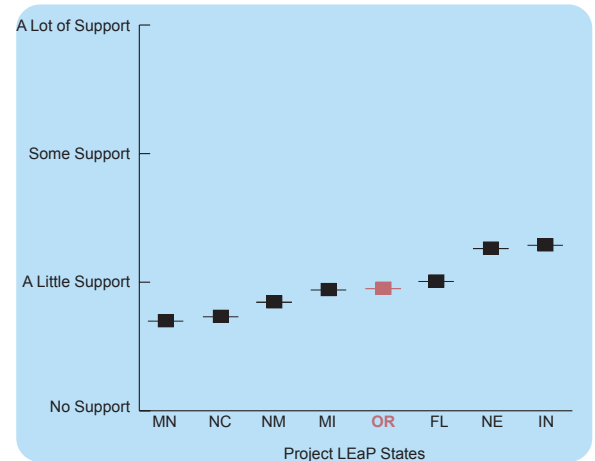
> He also had a new staff and he, at that time, was a new Governor. And it was an education for him and his staff. They're just now kind of realizing who we are and what we do and why we do it….So we continue to work with him.

Most partners felt the Legislature had been supportive in the past but that they were currently not supportive, or mixed in their support. Tobacco control was often a low priority due to the state economy and other programs needing funding, such as the Oregon Health Plan, Medicaid, and education.

> The Oregon Legislature systematically resisted funding tobacco prevention at an adequate level, and it did not put one single dime of the national tobacco settlement dollars into tobacco prevention. The voters twice approved a tobacco tax with a portion of the proceeds dedicated to tobacco prevention. The Legislature said, "Nah," to that, and put it all into the general fund.

> I think it's very difficult in times of budget crises for legislators to look long-term; they're only looking at what tomorrow brings…They're going to have another legislative body who's going to have to look at an increasing amount of lung cancer and Medicaid patients.

Perceived Political Support for Tobacco Control: State Comparison

Chart: vertical axis from No Support, A Little Support, Some Support, A Lot of Support. Horizontal axis "Project LEaP States": MN, NC, NM, MI, OR, FL, NE, IN.

Perceptions of Governor Kulongoski's Prioritization of Tobacco Control

Chart: vertical axis Lower Priority, Equal Priority, Higher Priority.
- Higher Priority: Bioterrorism, Medical Care, Maternal and Child Health; Mental Health
- Obesity & Physical Activity, Environmental Health
- Equal Priority: Tobacco Control

Political Challenges Facing Tobacco Control in Oregon

- The poor economic climate
- The influence of the tobacco industry and other opposition groups
- An unsupportive Republican majority in the House
- Preemption of local smoke-free ordinances

Where Does Oregon Rank?
Cigarette Excise Tax Rates
(as of 07/20/05)

State	Excise Tax
RI	$2.460
NJ	$2.400
WA	$2.025
ME[2]	$2.000
MI	$2.000
MT	$1.700
AK	$1.600
CT	$1.510
MA	$1.510
NY	$1.500
HI[1]	$1.400
PA	$1.350
OH	$1.250
MN[3]	$1.230
VT	$1.190
AZ	$1.180
OR[4]	$1.180
OK	$1.030
DC	$1.000
MD	$1.000
IL	$0.980
NM	$0.910
CA	$0.870
CO	$0.840
NV	$0.800
NH	$0.800
KS	$0.790
WI	$0.770
UT	$0.695
NE	$0.640
WY	$0.600
AR	$0.590
ID	$0.570
IN	$0.555
DE	$0.550
WV	$0.550
SD	$0.530
ND	$0.440
AL	$0.425
TX	$0.410
GA	$0.370
IA	$0.360
LA	$0.360
FL	$0.339
KY	$0.300
VA	$0.300
TN	$0.200
MS	$0.180
MO	$0.170
SC	$0.070
NC	$0.050

[1] Scheduled to revert to $1.00 on 7/1/06.
[2] Effective 9/19/05.
[3] Effective 8/1/05.
[4] Temporary 10 cent increase expired 1/1/04.

Source: Tobacco Free Kids, 2005

In contrast, some partners considered the Legislature to be somewhat supportive. Evidence for this perception included:

- Passing a strong clean indoor air law;
- Giving back some of the funding that had been eliminated; and
- Maintaining a high tobacco tax rate.

Oregon lacked strong tobacco control champions. Partners reported that the main, or only, champions in the state were agencies that were directly involved in tobacco control. Very few, if any, champions were identified in the Legislature.

We had some moderate people who were supportive in the Legislature last year who are no longer there now because of being moderate Republicans, who understood the component of the long-term issue for us. But they're not there anymore, so it doesn't really matter. The champions are the partners and the voluntaries.

The Tobacco Industry

Most partners felt that, although the presence was not overt, the tobacco industry had a strong presence in Oregon, primarily through their ties with the restaurant association. Partners thought the passing of preemption legislation and an effective, strong, and well-financed lobby were the primary evidence of a strong tobacco industry presence in Oregon.

They're always there though, behind the scenes, you know they're there. You can hear things come out of legislators' mouths that are tobacco quotes, industry quotes. There are questions being asked while you're testifying that you know are coming from someone else.

Report Highlights

- Because of Oregon's poor economic climate, the tobacco control program suffered a devastating funding cut causing many activities to be suspended or eliminated.
- The political climate was challenging for tobacco control, with little support from the Governor and Legislature.
- Oregon lacked strong political champions for tobacco control. The champions that were identified were directly involved in the tobacco control movement.

To learn more about program resources, read the next report,
The Tobacco Control Program Resources: Oregon.

For questions or comments, email Angela Recktenwald at ctpr@slu.edu

This report was produced by the
Center for Tobacco Policy Research.

Center for Tobacco Policy RESEARCH

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The Tobacco Control Program

RESOURCES

Oregon

THERE ARE MANY resources to draw on for tobacco control programs. Specifically a program may utilize: (1) monetary resources, (2) human resources, and (3) information resources. Monetary resources are important to tobacco control programs because they are needed to fund activities, contracts, and grants. However, it is also important to examine the human and information resources that programs possess and have access to. Without qualified and adequate staffing, programs can find it difficult to function effectively and to expand their efforts, even when adequate funding is present. Likewise, information resources, such as guidelines and proven methods, can significantly influence program success. The following report presents Project LEaP evaluation results regarding the three types of resources in Oregon's tobacco control program.

Monetary Resources

In FY02 the Oregon tobacco control program was receiving $10.9M in total funding. The following year, this amount increased to $12.9M, due to a $2M increase in state funding. However, in March 2003, the State Legislature reclaimed the unspent portion of the program's funding (approximately $4M) to help eliminate gaps in the state budget. This left the DOH Tobacco Prevention and Education Program (TPEP) with no state funding and just enough funds from the CDC to maintain two staff people.
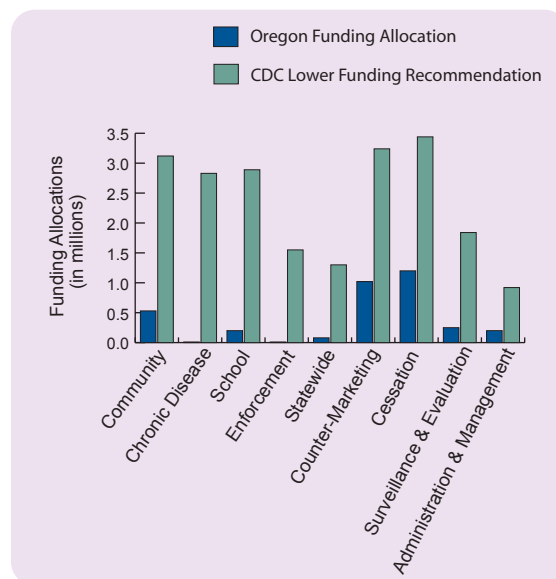
The program was forced to practically shut down until August of 2003 when $2.9M was restored to the program. Though this was only 30% of the original budget, the program was able to resume some of its efforts in October 2003. An additional $1M was allocated to the

program later that year, but was not used until FY05. During the Project LEaP evaluation the program was receiving a total of $5M ($4M in state funding $1M from CDC Office on Smoking and Health). Per CDC's recommendation, TPEP made the decision to build a skeleton of a program so that if funding were fully reinstated, it would be easier to implement a comprehensive program again.

> TPEP followed the advice of CDC to develop a skeleton of a comprehensive program. There were some parts of each of the program components that we reinstated. It keeps the infrastructure in place so that should more money become available, we can expand each of the components, rather than just focusing on a couple and letting the rest of them fade away.

Oregon's program was unable to adequately fund all nine of the categories recommended by *CDC Best Practices for Comprehensive Tobacco Control Programs (BP)*. All of the categories were funded far below the CDC lower funding recommendations (see graphic below). Cessation

Funding by BP Category: State Allocation & CDC Recommendation

Legend: Oregon Funding Allocation; CDC Lower Funding Recommendation

Y-axis: Funding Allocations (in millions), 0.0 to 3.5

X-axis categories: Community, Chronic Disease, School, Enforcement, Statewide, Counter-Marketing, Cessation, Surveillance & Evaluation, Administration & Management

- Community programs
- School programs
- Media efforts
- The quitline

Adequacy of Staffing Level and Experience Within OR Partners' Agencies

Note: The blue dot indicates the average score of partners' responses and the extending lines represent the range of their responses.

Adequacy of Staffing Level and Experience: State Comparison

programs ($1.2M) and counter-marketing programs ($1M) were the highest funded categories while chronic disease programs and enforcement were least funded ($10K each). Although Oregon's program was reestablished, its overall effectiveness had been minimized because of reduced funding.

Specifically, community programs changed from having funding in all 36 counties to funding 10 projects in 13 counties at a much lower level. Moreover, major staff reductions made the effectiveness of local coalitions even more challenging to maintain.

> The community part; the county coalitions. They lost about 75 staff people that were out in the communities working on tobacco control. Those people either lost their jobs or were shuffled within their county Health Departments. I think that community aspect was difficult for a lot of us.

Human Resources

In addition to monetary resources, an adequate number of experienced staff are important to program implementation. The figure to the left illustrates the adequacy of staffing levels and staff's level of tobacco control experience within *all* partners' agencies. The blue dot indicates the average score of partners' responses and the extending lines represent the range of their responses. Of those who indicated that their staffing levels were less than adequate, most had staff that only worked a portion of their time on tobacco control issues. However, despite the wide range of responses regarding adequacy of staffing levels, all partners agreed that staff tobacco control experience was highly regarded. This pattern was observed in all of the Project LEaP states (see adjacent graphic). Most partners noted experience and dedication of staff in the tobacco control community as a major strength of the program.

> Our grassroots are strong. We don't have a lot of people, but the people we have are dedicated and committed to this…We've done a good job of just communicating with each other and figuring out how to work together. That's one of the things that makes our movement pretty strong.
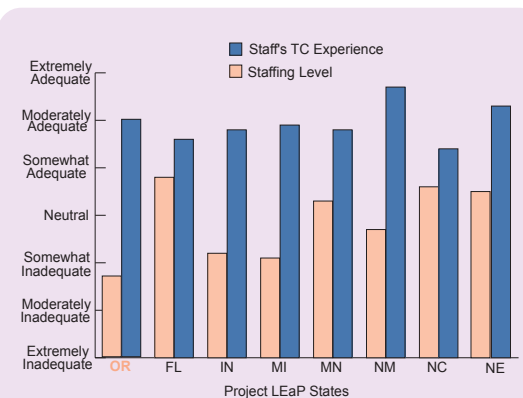
Staff Turnover and Morale

Most partners (66.7%) reported that staff turnover increased from the previous fiscal year and more than half (54.5%) of the staff reductions were a direct result of budget cuts. Considering staff morale, most mentioned that morale had worsened (58.8%) compared to the previous fiscal year (see graphic on pg. 3). Partners reported that poor staff morale was attributed to a poor fiscal environment as well as the loss of staff and funds. TPEP reported that their staff morale had declined from the previous year, however staff dedication continued to be a strong aspect of their efforts.

> Well, they [TPEP staff] really hung in there; they're very dedicated to this cause. You know, they weren't knocked out; they kept going, and they deserve a lot of credit for that.

Information Resources

Information resources that can be utilized by a program include surveillance data, case studies, and evidence-based guidelines. One example of evidence-based guidelines is the CDC's *Best Practices for Comprehensive Tobacco Control Programs (BP)*. Partners were asked to prioritize eight BP categories (Administration and Management was excluded because it is not mutually exclusive of the other categories) as they think they should be for Oregon.

BP Priority

Community programs and *statewide programs* were ranked as two of the highest priorities. Partners identified community programs as a high priority because policy change at the community level directly influences change at the state level.

> When you have buy-in from local leaders, local elected officials, local volunteers, organizations, all of that network at the local level, you not only have a tremendous amount of buy-in into the efforts of that community to reduce tobacco use through policy change, but you also can leverage those community partners into affecting change at the state level.

Statewide programs were ranked high because partners felt that when it was well funded in the past, it was an essential piece of the infrastructure of tobacco control in Oregon. Also they felt statewide programs were needed for coordination and facilitation of tobacco control efforts. *Chronic disease programs* were identified as the lowest priority for Oregon. Partners indicated that this component had not been funded or integrated into the overall state program. They reported a preference to focus on prevention efforts versus early detection.

> I don't see the state's role in trying to improve public health being disease management and detection of disease. I see it as being prevention and getting people…Certainly getting people into the medical systems and the medical healthcare establishment that can treat these things.

Surveillance and Evaluation

Oregon indicated that it was dedicating approximately 5% of its total tobacco control budget towards surveillance and evaluation activities. Despite TPEP's evaluation of all BP categories, the current level of program evaluation was viewed as extremely inadequate. Most likely this was because the level of evaluation had been reduced by more than 50% compared to the previous FY. Also, it was uncertain whether or not a comprehensive program evaluation would be conducted in the following 12-24 months for the state.

TPEP indicated that there was a slight change in surveillance activities from the previous FY and considered the current level of tobacco surveillance to be inadequate. Surveillance systems that

Change in Staff Morale from Previous FY
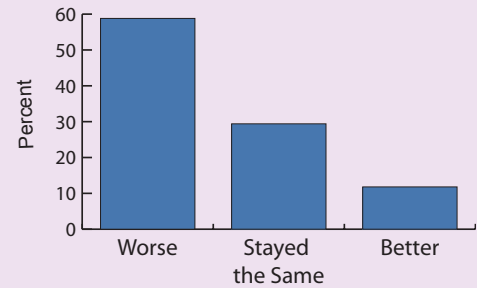
What are the Best Practices?

The CDC introduced the *Best Practices for Comprehensive Tobacco Control Programs* in August of 1999. Best Practices is an evidence-based guide to help states plan and establish effective tobacco control programs to prevent and reduce tobacco use. The guide identifies nine key areas for effective state tobacco control programs.

- Community
- Counter-Marketing
- Cessation
- Chronic Disease
- Surveillance & Evaluation
- Statewide
- School
- Enforcement
- Administration & Management

The guide also includes tobacco control program funding models for all 50 states and the District of Columbia.

Source: http://www.cdc.gov/tobacco/bestprac.htm

Partners' Average BP Ranking

Highest Priority

Community Programs

Statewide Programs
Counter-Marketing
Surveillance & Evaluation

Cessation Programs

School Programs

Enforcement

Chronic Disease Programs

Lowest Priority

	Community	Counter-Marketing	School	Cessation	Statewide	Chronic Disease	Enforcement
Oregon	✓	✓	✓	✓	✓	✓	✓
New Mexico	✓	✓	✓	✓	✓	✓	
Indiana	✓	✓	✓	✓	✓		✓
Nebraska	✓	✓	✓	✓	✓	✓	
Michigan	✓	✓		✓	✓		
North Carolina	✓				✓	✓	✓
Florida				✓			
Minnesota				✓			

What Tobacco Industry Activities Does Your Agency Monitor?

Activity	Number of agencies monitoring
Advertising	8
Event Sponsorships	5
Lobbying	5
Promotions	5
Other	2

Information Sharing Between Oregon and Other State Programs

✪ OR used state as a model   ▪ OR shares information with state

were being implemented, including the Behavioral Risk Factor Surveillance System (BRFSS). Although the Youth Risk Behavior Surveillance System (YRBSS) was not a part of the surveillance systems in Oregon, YRBSS questions were used in the Oregon Healthy Teens Survey, a surveillance system used in the state. Monitoring of the tobacco industry generally occurred among partners. Half of the interviewed partners reported monitoring some tobacco industry activities. These included:

- Advertising
- Lobbying
- Promotions
- Event sponsorships

Sharing Information

In the past year, the Oregon program shared tobacco control information with at least 11 other states (see map). Oregon also identified Massachusetts and California's tobacco control programs as useful models for its own program planning.
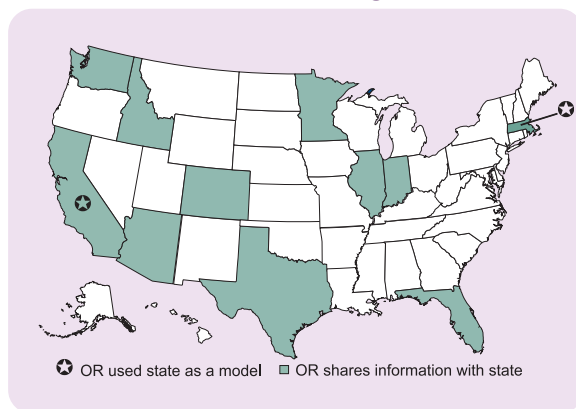
Report Highlights

- Oregon's tobacco control program was forced to temporarily halt its operations when unused funds were removed by the Legislature to fill budget gaps.

- The reduction in funding resulted in changes to program components, including the reduction of staffing and local programs.

- Staff experience and dedication among tobacco control professionals was recognized as a major strength of the overall program.

- The low staff morale among partners was due to the poor fiscal environment and the loss of many staff and funds.

- The level of program evaluation was described as extremely inadequate and had been reduced by more than 50% compared to the previous FY.

- Partners' surveillance of tobacco industry activities included advertising, lobbying, promotions, and event sponsorships.

To learn more about program capacity, read the next report, *The Tobacco Control Program Capacity: Oregon.*

Have questions? Email Angie Recktenwald at ctpr@slu.edu

This report was produced by the Center for Tobacco Policy Research at Saint Louis University.

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LEaP

Project

Linking Evaluation and Practice

August 2005

N O MATTER HOW ideal the funding or environmental situations, a tobacco control program must have the capacity to utilize their resources and support. One important aspect of capacity is the system of relationships between program partners. The ability to achieve program goals is often dependent on the ability of partners to establish collaborative relationships, effective communication, and efficient resource distribution. In this report, we will evaluate the capacity of Oregon's tobacco control program by reviewing the:

- Roles of the program partners;
- Strategic planning for the program;
- Partner relationships; and
- Program strengths and challenges.

Partner Roles

At the time of our interviews, the Oregon tobacco prevention and control program was comprised of a variety of agencies and roles. The program was led by the OR Department of Health Tobacco Prevention and Education Program (TPEP). TPEP was responsible for program planning, implementation, and surveillance and evaluation related to tobacco control within the state. TPEP, with twelve full-time staff, addressed the issue of tobacco control by focusing on four critical areas:

- Reducing exposure to secondhand smoke;
- Countering pro-tobacco influence;
- Helping people quit; and
- Eliminating health disparities.

For the purpose of this evaluation, TPEP was asked to identify agencies that played a significant role in Oregon's tobacco prevention and control program. The list of agencies did not represent all of the tobacco control agencies within the state, only a representative sample. These agencies are listed in the adjacent graphic and described below.

Aside from TPEP, there were six other state level groups involved in the evaluation:

- Department of Human Services
- State Department of Revenue
- State Department of Justice
- Office of Mental Health and Addiction Services
- Office of Medical Assistance Programs
- State Department of Education

The Department of Human Services was involved in the enforcement component of the program. Specifically, they conducted non-compliance activities with the Oregon smoke-free air act. The State Department of

Participating Partners in Oregon's Network

- OR Department of Health Tobacco Prevention & Education Program
- American Cancer Society
- American Heart Association
- American Lung Association
- CDC Office on Smoking and Health
- Department of Human Services
- Deschutes County
- Office of Medical Assistance Programs
- Office of Mental Health & Addiction Services
- Oregon Research Institute
- State Department of Education
- State Department of Justice
- State Department of Revenue
- Tobacco Free Coalition of Oregon
- Tobacco Reduction Advisory Committee
- Tri-County Coalition

Types of Agencies in All Project LEaP States

Agency Type	NM	FL	NC	MI	NE	IN	OR	MN
Lead agency	1	1	1	1	1	1	1	3
Contractors & grantees	3	2	1	4	4	5	1	6
Coalitions	2	3	3	3	3	3	3	1
Voluntary/Advocacy agencies	2	3	4	3	4	3	3	4
State agencies	3	2	3	0	2	2	6	1
Advisory agencies	0	1	0	2	1	1	2	1
Total Project LEaP Agencies	11	12	12	13	15	15	16	16

Summary of Partners' Organizational Change, FY03-04: State Comparison

Compared to the previous fiscal year, how have the following characteristics of your agency changed?

Characteristics	OR	FL	IN	MI	MN	NE	NM	NC
Size of agency	=	▼	=	=	=	▲	=	▲
Training opportunities	▼	=	=	=	▼	=	=	▲
Reporting requirements	=	=	=	=	=	▲	▲	▲
Staff turnover	▲	▲	=	=	▲	=	=	=
Physical resources	=	=	=	=	=	▲	=	=
Internal decision-making	=	=	▲	=	=	=	=	▲
Organization of agency	=	=	▲	=	=	=	=	▲
Staff morale	▼	=	=	=	=	=	=	▲
Internal communication	=	=	▲	=	=	=	=	▲

▼ Decreased/Worse; = Stayed the same; ▲ Increased/Better

Revenue, while not directly involved in tobacco control, served a critical administrative role. Its primary responsibility was to administer the revenue programs that were generated from the cigarette and other tobacco product tax programs. The State Department of Justice also provided critical support to the program in a number of ways, including enforcement of the MSA .

The Office of Mental Health and Addiction Services was responsible for SYNAR compliance, coordinating inspections, and reporting data in relation to SYNAR. The Office of Medical Assistance Programs worked with TPEP on statewide programs to increase cessation activities and provided a cessation program to all of its clients on the Oregon Health Plan. Finally, the State Department of Education partnered with TPEP to provide tobacco prevention services to schools, covering curriculum, training, and policy development, implementation, and enforcement.

The voluntary and advocacy groups at work in Oregon included the American Heart Association, American Cancer Society, and American Lung Association. These groups had various roles within the program including providing support and technical assistance for the statewide and regional coalitions. They also had primary responsibility for coordinating and conducting advocacy for program funding, supporting smoke-free air and tobacco prevention issues, and collaborative efforts with other partners in the state.

Like many other Project LEaP states, Oregon had a statewide coalition, Tobacco Free Coalition of Oregon (TOFCO). TOFCO developed strategies for advancing policy around tobacco control throughout the state. In addition to the statewide coalition, the Tri-County and Deschutes County coalitions represented the regional coalitions in the state. These coalitions were involved in coordinating local policy, advocacy, and program activities.

The Oregon Research Institute contracted with TPEP as an independent researcher on strategies related to tobacco cessation and prevention among adults and youth. At the national level, the CDC Office on Smoking and Health provided core funding for the program to support trainings, technical assistance, and the infrastructure. The Tobacco Reduction Advisory Committee also served as an advisor to the program -- educating the state government about the MSA settlement money, TPEP's budget, and other pressing tobacco-related topics.

Strategic Planning

At the time of the evaluation, TPEP had a strategic plan that was developed in the previous two years. Due to the budget cut, the following changes were made to the plan in the past fiscal year:

- The distribution of resources;
- Prioritization of program outcomes; and
- Staffing.

The plan also included provisions for implementing the program at different funding levels. When the budget cuts quickly struck the tobacco control program, TPEP reacted by meeting with key stakeholders and setting priorities. TPEP was able to use the different funding scenarios presented in the strategic plan. However, most other partners felt the cuts took place too quickly to allow time for planning.

> There wasn't much planning. It was rather precipitous. Within a period of several weeks, we initially heard from the state fiscal people what would be the fiscal impact, that we were shutting down the program…Three weeks later it was gone.

While planning might not have been an option, some agencies did what they could to maintain the work that was established. These efforts included collecting a database of tobacco control advocates and dispersing resources to community partners.

> Any resources that they had in their offices (supplies, posters) that the community partners might need they tried to disseminate those so they wouldn't be lost.

Despite the lack of funding to the partner agencies, TPEP reported not providing technical assistance or trainings in the previous two years on how to acquire additional sources of funding. However, within the previous two years TPEP did provide assistance or trainings on how to evaluate activities and programs. TPEP also made an effort to market the program by disseminating program outcomes to political decision-makers and to the public.

Perceptions of TPEP

The TPEP staff's passion, knowledge, and experience in tobacco control was a major facilitator to Oregon's tobacco control program.

> I think right now, their staff is great. They have people who are really dedicated to this and definitely passionate.

Goals for Reducing Tobacco-Related Death and Disease

(from Oregon's 2004 Strategic Plan)

1. Eliminate exposure to secondhand smoke.
2. Prevent the initiation of tobacco by youth.
3. Provide access to cessation resources for adults and youth.
4. Eliminate disparities in tobacco use.
5. Develop an infrastructure for tobacco use prevention.

Another major facilitator was the program's excellent evaluation and data collection system. Partners felt that TPEP had a great deal of expertise in the area of program evaluation and made it a priority to share evaluation information.

> They really help with all of the data gathering that they're doing and being able to provide statistics for us to back up the education that we're trying to do; that's a huge help, and I know it's been a priority for them to keep that. So they do a very good job at program evaluation and research, and they have a lot of expertise in those areas.

Finally, partners mentioned that TPEP was well connected with other agencies around the country, especially the CDC. These relationships were thought to provide good resources for technical assistance and program implementation.

> There's obviously staff who are having communications with CDC and others that are getting the latest information of how to implement the program and technical assistance...

While TPEP had a number of strengths, the bureaucracy they experienced as a state administrated program was a major impediment for the program. Specifically, partners reported they often had to to diminish some of their efforts to avoid political scrutiny.

> Just the bureaucracy that they are under I think is probably the biggest obstacle in getting our work done.

> They're somewhat hampered in being able to put the best program characteristics together, just because of how some people in the Administration may feel it'll look politically.

The Tobacco Control Network

Sixteen tobacco control partner agencies were identified as core members of Oregon's program. Partners considered the overall tobacco control network in Oregon to be moderately effective. Reasons for this perception included:

- The funding cut decreased its effectiveness because of lost efforts and partners; and

- The network needed to be expanded to include more organizations.

> The network is currently in a state of flux and is potentially going to be worse off. It's been somewhat effective. It's going to be less effective in the short-term until there's more resources dedicated by somebody to improve it.

BP Categories Funded: State Comparison

	Community	Chronic Disease	School	Enforcement	Statewide	Counter-Marketing	Cessation	Surveillance & Evaluation	Administration & Management
North Carolina	✓	✓	✓	✓	✓	✓	✓	✓	✓
Oregon	✓	✓	✓	✓	✓	✓	✓	✓	✓
Nebraska	✓	✓	✓	✓		✓	✓	✓	✓
Minnesota	✓	✓			✓	✓	✓	✓	✓
New Mexico	✓		✓		✓	✓	✓	✓	✓
Indiana*	✓			✓	✓	✓		✓	✓
Michigan	✓				✓	✓	✓	✓	✓
Florida					✓		✓		✓

*Indiana combines funding for several categories into one lump sum

Increased, stable funding was seen as the best way to improve the network. Additionally, some partners identified specific points to improve effectiveness, including:

- Having a better understanding of the different roles in the network;
- Increasing the size of the network; and
- Improving coordination and collaboration.

State and Grassroots Relationship

Partners were mixed in their views of the effectiveness of the relationship between the state and local grassroots partners. Some defined the relationship as highly effective while others felt it was not effective. Many partners stated the relationship was previously very effective, but it was difficult to maintain with the drop in funding.

It [the effectiveness of the relationship] has really decreased as the program has been cut. There's no way that you can still provide support and services when your staffing level has been decimated.

Despite the development of a new statewide newsletter distributed to partners, a lack of communication between the state agency and the local grassroots programs was also identified.

The state hasn't been as encouraging for local programs as you would hope that they would be in terms of sharing information, communicating information about what is happening with either policy changes or internal programs, and operations.
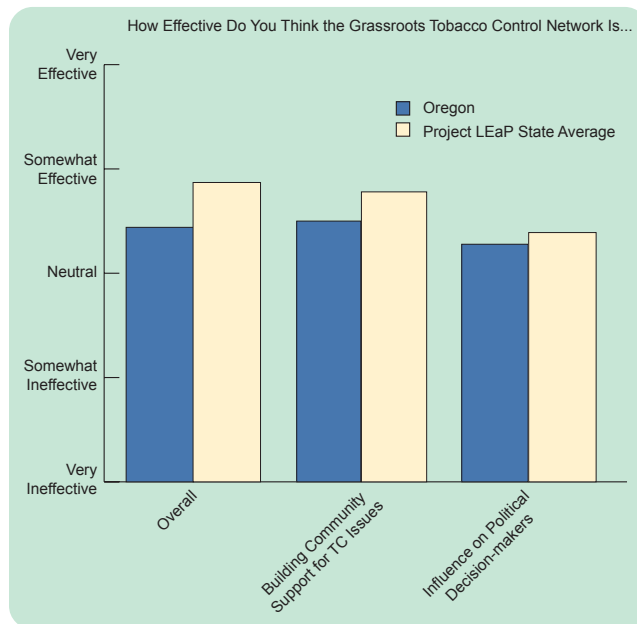
To improve the relationship partners reported a need for more funding and increased staff. They felt that with more resources they could provide more technical assistance and training to the local programs.

Network Relations

In order to learn more about relationships among Oregon partners, four areas of the overall tobacco control network were examined:

- Contact – Frequency of contact between agencies
- Money – How money flows between agencies

Effectiveness of Grassroots Network

How Effective Do You Think the Grassroots Tobacco Control Network Is...

Legend: Oregon; Project LEaP State Average

Y-axis: Very Effective, Somewhat Effective, Neutral, Somewhat Ineffective, Very Ineffective

X-axis: Overall; Building Community Support for TC Issues; Influence on Political Decision-makers

**Oregon Partner Agency Abbreviations**

| Agency	Abbreviation
OR Department of Health Tobacco Prevention & Education Program	• TPEP
American Cancer Society	• ACS
American Heart Association	• AHA
American Lung Association	• ALA
CDC Office on Smoking and Health	• CDCOSH
Department of Human Services	• DHS
Deschutes County	• Dschtes Cnty
Office of Medical Assistance Programs	• Med Assist
Office of Mental Health & Addiction Services	• Mentl Hlth
Oregon Research Institute	• ORI
State Department of Education	• DOE
State Department of Justice	• DOJ
State Department of Revenue	• DOR
Tobacco Free Coalition of Oregon	• TOFCO
Tobacco Reduction Advisory Committee	• Adv Comm
Tri-County Coalition	• Tri-Cnty

**Quarterly Contact Among OR Partners
(More than Quarterly)**
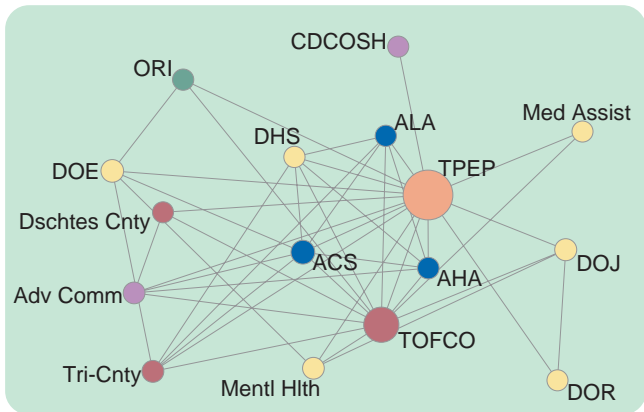
What Does the Oregon Contact Network Show?

● Oregon partners had efficient communication (*i.e.,* information was likely to move from one side of the network to the other fairly quickly).

● Communication among partners was more centralized than other Project LEaP states; TPEP and TOFCO exerted a high level of influence within the network.

Exchange of Money Between OR Partners
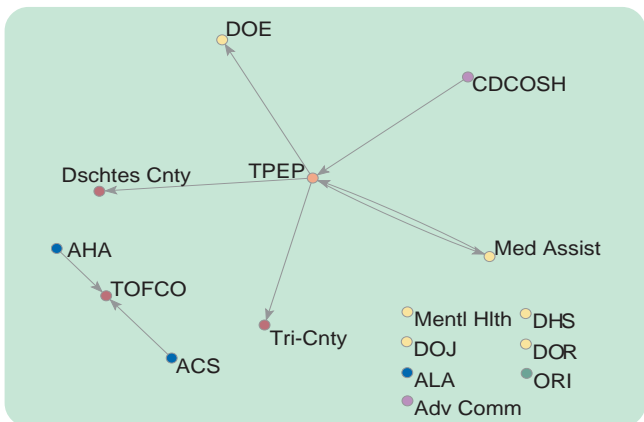
● Importance – Perceived importance of agencies in Oregon's tobacco control efforts

● Integration – Extent to which agencies work together to achieve tobacco control goals

From the information provided by the partners, graphical representations and descriptive measures of different networks within the state were developed. For more technical details regarding the development and interpretation of the networks, please contact CTPR at ctpr@slu.edu.

Contact

The contact network shows how often participating partners communicated with each other. A line connects two partners if they had contact with each other on *more than a quarterly basis*. The size of the node (dot representing each agency) indicates the amount of influence a partner has over contact in the network. An example of having more influence, or a larger node, was seen between ALA and ORI. ALA did not have a direct connection with ORI, but both had contact with TPEP. As a result, TPEP acted as a bridge between the two and had more influence, and a larger node, within the network.

The Oregon network did not have a high level of contact between agencies. Just over a third of the agencies in the network had more than quarterly communication with each other. Two agencies, TPEP and TOFCO, had large nodes while all other agency nodes were similar in size. This indicates the two agencies exerted a large amount of control and were most central to the network. Overall, the network was the most centralized of all Project LEaP state contact networks. This means Oregon's contact network had a small number of agencies exhibiting the most control over the network.

The contact network was also very efficient (*i.e.,* information was likely to be communicated from one side of the network to the other fairly quickly). Efficiency has to do with how many steps (*e.g.,* agencies) it takes to get from one side of the network to the other. Things like information or money travel faster through the network if there are fewer agencies to travel through. The level of efficiency in this network was better than many other Project LEaP contact networks.

Money

In the money exchange network, an arrow between two agencies indicates the direction of money flow between

partners. Overall, TPEP provided the most funding to other partners, which was consistent with its role as the lead agency. By providing the most funding to other partners, TPEP had the highest level of influence over funding in the network.

Compared to money flow networks in other participating states, the Oregon network was less connected. In other words, there was less exchange of funds in Oregon than in other Project LEaP participating states due to Oregon's severe funding cut. This was illustrated by seven agencies not included in the network (*i.e.,* they did not have a financial relationship with any other agencies), and the sparse connections seen between those agencies that were included.

Importance

The importance network shows how important partners thought other agencies were to the overall tobacco control program. An arrow connects two partners when the originating partner feels that the receiving partner is *extremely* important to the program. As indicated by the fairly uniform node size, most agencies were viewed as equally important to the network. TPEP was selected by the most agencies as extremely important in the network, followed by AHA, ACS, DHS, TOFCO, CDCOSH, ALA, Tri-County Coalition, and the Office of Medical Assistance Programs. Most agencies were selected by at least one other agency as being an extremely important part of the program. When compared to other participating states, the Oregon importance network was about the same.

Integration

The integration network shows the extent of the relationship between partners. A line between two partners means that the partners *at least coordinated* with each other to achieve program goals (see integration scale below).

Integration Scale
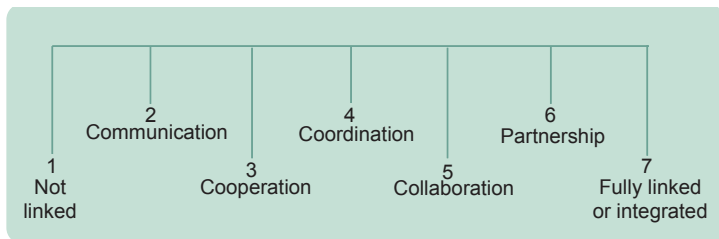
The Oregon integration network shows that, of the participating partners, TPEP worked with the most

Agency Type Key

- Lead Agency
- Contractor/Grantee
- Coalition
- Voluntary/Advocacy
- Other State Agency
- Advisory/Consulting

What Does the Oregon Money Network Show?

- TPEP provided funding to the most agencies and only four other agencies provided money to other members of the network.
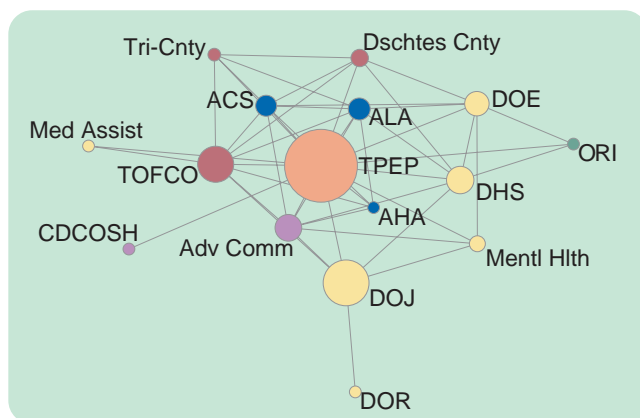- OR's money flow network was less connected compared to other Project LEaP states.

Perceived Importance of OR Partners to the Program
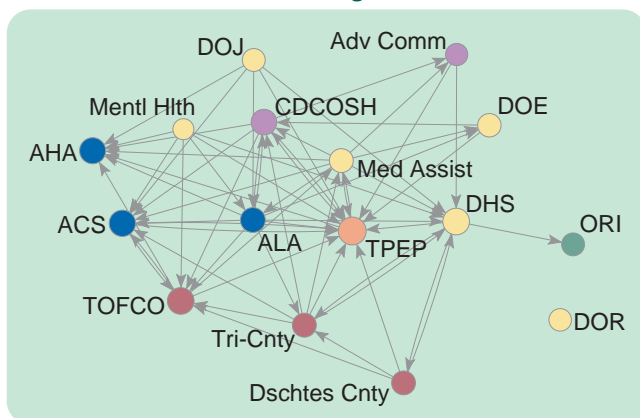
What Does the Oregon Importance Network Show?

- Most agencies were seen as equally important within the network.
- Like other Project LEaP states, the importance network was fairly well connected, indicating a high level of respect among agencies.

Integration Between OR Partners

agencies. DOJ and TOFCO were also highly connected, indicating that they worked closely with many of the agencies. As with contact, the integration network was not highly connected, indicating that integration in Oregon is very centralized. The network was very efficient and, compared to other Project LEaP states, more centralized. This is seen graphically in the three very large nodes, indicating those agencies were seen as central in the network.

Strengths and Challenges

Most partners felt the experience and dedication of the staff in the tobacco control community was a strength of the program. Other major strengths included:

- The collaboration and cooperation seen among partners;

- The support from the Oregon population; and

- The use of evaluation data to inform policy.

We're all working on different things, but in concert with one another; we've been very good at being able to collaborate and enhance what each of us is doing

There is a very supportive citizenry across the state who support tobacco control and want to see less smoke wherever they go; it's a very healthy and health-minded state.

Challenges for the program included lack of funding and resources, lack of political support, and a tobacco control network that needed to be strengthened and broadened.

We've never done a good job of making the case for involving unions or schools or even chronic disease organizations.

How Do Oregon's Networks Compare to the Average Project LEaP State?

Network	Connectivity[1]	Centralization[2]
Contact	▼	▲
Money	▼	N/A
Importance	=	▼
Integration	▼	▲

▼ Less than other LEaP states
= The same as other LEaP states
▲ More than other LEaP states

[1] How connected the overall network is; shown by the number of links between agencies
[2] How influence is distributed in the network; shown by the size of agency nodes

Report Highlights

- TPEP's passionate, knowledgeable, and experienced staff was named as a major facilitator to Oregon's tobacco control program.

- The major impediment to the program was the bureaucracy TPEP experienced as a state administered program.

- Partners viewed the tobacco control network as moderately effective due to budget cuts and the need to expand the network.

- While some partners thought the relationship between the state and the grassroots partners was highly effective, many saw increased communication as a strategy to improve it.

The Tobacco Control Program
SUSTAINABILITY
Oregon

Project **LEaP**
Linking Evaluation and Practice

IN RECENT YEARS, sustainability has become a growing concern as state tobacco control programs are faced with increasingly limited resources. There are many definitions for sustainability, including the longevity of a program after its inception. From the available public health literature, sustainability includes:

- Maintaining service coverage at a level that will provide continuing control of a health problem;

- Continuing to deliver a program's intended benefits over a long period of time;

- Becoming institutionalized within an organization; and

- Continuing to respond to community issues.

Often organizations spend considerable time and energy focused on program funding. While important, this alone will not sustain a program. When funding loss is experienced, programs are faced with

Domains of Tobacco Control Program Sustainability

significant challenges. Furthermore, those that have failed to build sustainability in other areas are more susceptible to capacity loss, diminished activities, or even program closure. Mounting state deficits and financial difficulties have placed many state tobacco control programs in precisely this situation. As a result, it is critical that programs integrate the concept of sustainability into their planning activities. Assessing current levels of sustainability allows programs to evaluate their strengths and challenges and address them in the future. Programs will be better equipped to plan and make decisions that will help increase program longevity and shorten the rebuilding time should funding return.
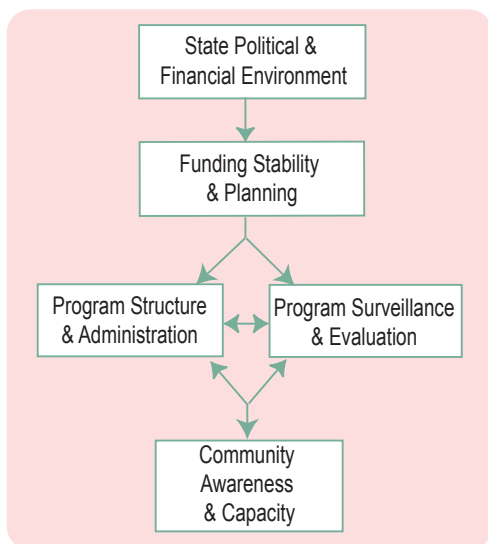
The Sustainability Framework

Because little work has been done to aid tobacco control programs in assessing their sustainability, the Center for Tobacco Policy Research (CTPR) has developed a framework for this purpose. Based on a thorough review of the scientific and business literature, discussions with experts, and our own research, the framework consists of five major domains:

1) State Political & Financial Environment

2) Community Awareness & Capacity

3) Program Structure & Administration

4) Funding Stability & Planning

5) Program Surveillance & Evaluation

The framework's main purpose is to help states in their strategic planning activities. By assessing sustainability, programs can understand where they are, capitalize on their strengths, and address their challenges.

The Sustainability Framework

State Political & Financial Environment	*Community Awareness & Capacity*	*Program Structure & Administration*
• Public Support	• Program Visibility & Acceptance	• Fiscal Monitoring
• Governor Support	• Community Participation	• Fiscal Policies
• Legislative Support	• Community Assessment	• Partner Involvement
• Political Champions	• Public Relations & Marketing	• Strategic Planning
• Organized Opposition	• Grassroots Organization	• Support & Expertise
• State Financial Climate		

Funding Stability & Planning	*Program Surveillance & Evaluation*
• Funding Stability	• Planning
• Planning	• Implementation
• Fiscal Independence	• Use
• Capacity	

Example of Scoring Table

Indicator	Example Data Obtained	Amount of Evidence
Planning for Surveillance & Evaluation	No plans to conduct program evaluation or surveillance	○
Implementation of Surveillance & Evaluation	Previous use of a variety of surveillance systems *and* conducted outcome evaluation	●
Use of Surveillance & Evaluation	No use of data to inform the programs' efforts, the public, or policy-makers	○

○ Limited Evidence   ◐ Some Evidence   ● A lot of Evidence

Overall Oregon Sustainability
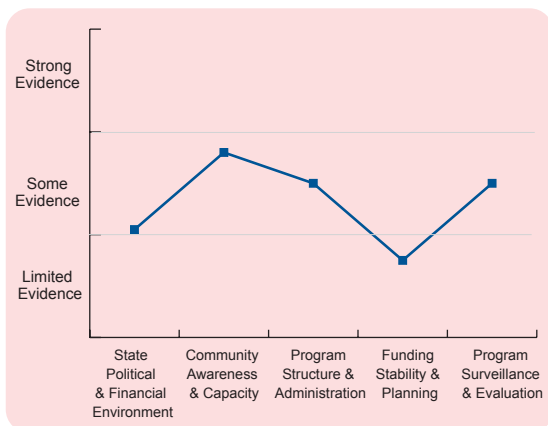
A secondary use for the tool is to examine programs across states, allowing for greater information sharing among programs.

It is important to note that all five domains are interrelated. For example, a state's environment regarding tobacco control often influences program funding stability and planning. In turn, a program's ability to successfully implement their program, assessed through surveillance and evaluation, can often have an impact on state-level support. For that reason, one domain should not be weighed without consideration of the others. This collective approach results in a more comprehensive and accurate picture. To assess each domain, a set of measurable indicators has been identified (see graphic to left).

Scoring Method

Using the framework, CTPR has assessed the evidence for sustainability of each of its Project LEaP states. Relevant qualitative and quantitative data collected during Project LEaP were used for this assessment as well as archival information (*e.g.* current strategic plans). For most indicators multiple data items were used in the assessment. Based on the compiled data, each indicator was assigned to one of three categories (see scoring example):

- Limited evidence
- Some evidence
- Strong evidence

Once assigned, an average of the total indicator scores was calculated and used to place each domain in the appropriate category. The highest possible average score was 3, while the lowest was 1. At the time of this publication, sustainability data were available for analysis for only seven of the eight Project LEaP states. Sustainability information for all eight states will be made available on the CTPR Web site (http://ctpr.slu.edu) in the near future.

Oregon's Sustainability

Oregon's profile showed a moderate level of sustainability (1.9). In general, the profile is similar to those of other Project LEaP states. Most commonly, Oregon's level of sustainability was mid-range in comparison to other states. *Community Awareness & Capacity* was the highest scoring domain for the state, while *Funding Stability & Planning* was the lowest. Each of the five domains and their scores are described in more detail in the following pages.

State Political & Financial Environment

Oregon's *State Political & Financial Environment* showed *some evidence* (1.7) of contributing to the program's sustainability. Partners reported there was positive public support for tobacco control as an issue. Specifically, this support surrounded smoke free air (SFA) ordinances and increases to the tobacco tax. However, regarding Governor Kulongoski, most partners considered his support to be mixed at best. Compared to other public health issues, partners thought tobacco control was lower in priority for the Governor overall.

> Well, he's [the Governor] not someone who has a public health background. You know, our previous Governor was a doctor, which helped. And so tobacco control just never rose from a personal experience level, and to compare it to other problems the state was facing, it just never rose as a priority.

The Legislature was thought to have been supportive of tobacco control in the past. However, current support was mixed as a result of conflicting priorities. Still, partners reported that there were several advocacy groups involved with the program that were influential in the political decision-making process. Along with these, Attorney General Hardy Meyers and Representative Carolyn Tomei were listed as champions of the program. When compared to other Project LEaP states, Oregon's experience was somewhat common. Most states reported minimal or mixed support from the Governor and Legislature. Also, most states were able to list at least two decision makers as program champions.

> I think our Attorney General is very supportive of tobacco control. There are some Legislators that are too, like Representative Tomei. TOFCO is a champion too. But I think we could do a lot better at cultivating champions.

The state, as a whole was facing a poor economy. There had been budget shortfalls in the previous and current FYs and many partners saw no relief in sight. As a result, many state programs had received significant reductions in state based funding. Seven of the eight states evaluated had also experienced a budget deficit either currently or in the previous year. Even more, most states felt their economies were very poor and declining.

> Oregon is in dire consequences...Because of the national recession, we have had one of the highest unemployment rates in the country. That has impacted the funding for programs because a lot of our general funds come from personal income taxes. So, because we have a high unemployment rate, there's not a lot of income coming in; so it's bad.

What is *State Political & Financial Environment*?

The environment within a state influences program funding, initiatives, and acceptance. Strong state environments include:

- Favorable public opinion;
- Support from the Governor and Legislature;
- Influential champions;
- Favorable state fiscal climate; and
- Lack of organized opposition.

Oregon *State Political & Financial Environment*

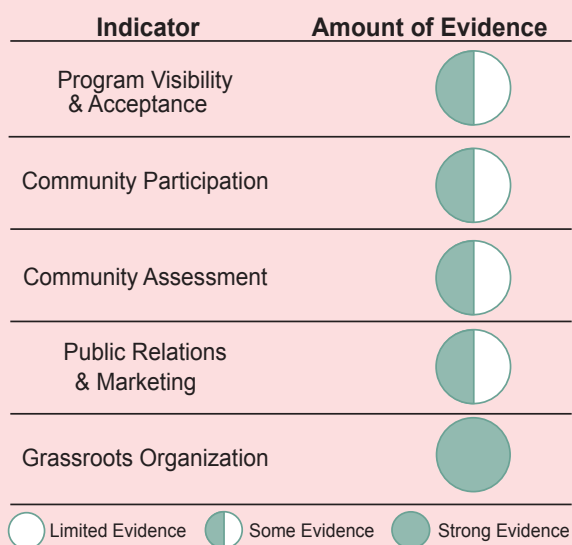| Indicator	Amount of Evidence
Public Support	Some Evidence
Governor Support	Limited Evidence
Legislative Support	Some Evidence
Political Champions	Some Evidence
Organized Opposition	Some Evidence
State Financial Climate	Limited Evidence

○ Limited Evidence   ◑ Some Evidence   ● Strong Evidence

What is *Community Awareness & Capacity*?

Involvement of the community influences the success of program initiatives. A strong community environment includes having:

- Participation of community stakeholders;
- A publicly visible program; and
- An understanding of the community.

Oregon *Community Awareness & Capacity*

Indicator	Amount of Evidence
Program Visibility & Acceptance	◐
Community Participation	◐
Community Assessment	◐
Public Relations & Marketing	◐
Grassroots Organization	●

○ Limited Evidence   ◐ Some Evidence   ● Strong Evidence

Summary of Countermarketing/Media Strategies: State Comparison

Strategies	IN	NE	NM	MI	NC	OR	MN	FL
Newspapers/Magazines	✓	✓	✓	✓	✓			
Billboards	✓	✓	✓					
Radio	✓	✓	✓	✓		✓		
Television	✓	✓	✓		✓	✓		
Transit advertising	✓							
The Internet	✓			✓				
Other*	✓	✓	✓	✓			✓	

*Other media strategies used: NE - Movie theater slides; IN - Events; MI - Posters and Fliers; MN - Mobile marketing; NM - Media literacy

Community Awareness & Capacity

Based on a variety of aspects the *Community Awareness & Capacity* domain had *some evidence* (2.2) of contributing to program sustainability. It was unclear as to the level of program recognition in the state, but most partners thought the media and public generally showed support for the program. Though there was a formalized network in place, the grassroots network was thought to be only somewhat effective in its tobacco control activities. In relation to sustainability, an effective grassroots network allows for program recognition and engagement of community members. Partners considered most community members to be engaged in the program. However, limited resources were thought to have hindered the relationship between the state and grassroots partners. This experience was not frequently reported by other Project LEaP states. In fact, the majority reported a strong relationship between the state and grassroots partners. Similar to Oregon, most states felt their networks were somewhat to very effective in their activities.

> When we started the program, there was a community component with coalitions in each of our 36 counties. That was great, and a lot of energy and networking was created around smoke free air ordinances. But two sessions ago, the state preempted local communities from doing that type of work. So that energy was lost. Then the coalitions were de-funded and shut down. So the state lost a lot of connections to the communities at the grassroots level.

Another way to increase program recognition is through public relations and marketing. The Oregon program was seen to actively market itself to both political decision-makers and the public. However, funding for counter-marketing had been reduced from the previous year and it was indicated that overall funding in this area was somewhat inadequate. Media outlets utilized in program dissemination included:

- Radio
- Television

Other influences that helped to determine the *Community Awareness & Capacity* domain score included Oregon's participation in several surveillance activites. The program had also participated in a variety of general surveillance activities including the BRFSS, YRBSS, ATS, and YTS. In addition, it had attempted to obtain information about populations with tobacco-related disparities in many ways. Specifically, the program solicited information from interactions with representatives from the population, feedback from partners, meetings with the populations, and internal review. These activities indicated a concentrated

effort by the program to understand the communities in which it works and to use that information to better reach community members.

Oregon's marketing efforts were consistent with other Project LEaP states. While some reported the use of many marketing modes, others reported two or fewer. In relation to tobacco-related disparities, Oregon was above average in its efforts. In general, most of the other states used fewer than four strategies to assess the communities in which they worked.

Program Structure & Administration

For *Program Structure & Administration*, Oregon showed *some evidence* (2.0) of sustainability. One indicator within this domain is the presence of a structure for program fiscal management. Because the lead agency was housed in the Oregon Department of Health (OR DOH), the Chronic Disease Section fiscal manager monitored the program's budget and fiscal interactions along with other section programs. Also, contracts and grants were managed with the use of fiscal guidelines and policies put forward by the OR DOH.

In relation to program goals, most partners agreed with those outlined by TPEP. However, there was no evidence of a collective planning process by which to achieve these goals.

> Those are the appropriate goals for the statewide program. Our agency has different goals because we're a more community-based organization, whereas TPEP is a statewide program. And I think those are the right goals. I would agree that those are the things they should be focusing on.

The Oregon program had developed a new formal strategic plan which had been set into place in 2004. From 2003 to 2004 the plan had been modified to reflect changes in staffing, funding distribution, and prioritization of goals. Plans for implementing the program at different funding levels were also created. Importantly, the plan was not only flexible, as evidenced above, but also reflected the long range goals of the program as far out as 2008.

In most other Project LEaP states, partners also agreed with the lead agency's program goals. In contrast to Oregon, many states showed evidence of making plans to achieve the goals as a group. All but two states had a strategic plan in place at the time of the evaluation. Like Oregon, most of these plans were flexible and included both the short- and long-term goals for the program.

Summary of Tobacco-Related Disparities Information Strategies: State Comparison

Strategies	NE	MI	NC	OR	IN	MN	NM	FL
Interaction with population representatives	✓	✓	✓	✓	✓	✓		
Meetings with multi-cultural agencies	✓	✓	✓	✓				
Other partner agency feedback	✓	✓	✓	✓	✓			
Internal agency review	✓	✓	✓			✓		
Other*							✓	
No input solicited								✓

* New Mexico has a contract specifically for addressing disparities.

What is *Program Structure & Administration*?

The way a program is administered and structured influences its ability to function and expand. Strong program structure and administration includes:

- Internal fiscal management;
- Flexible strategic planning; and
- An adequate number of experienced staff.

Oregon *Program Structure & Administration*

Indicator	Amount of Evidence
Fiscal Monitoring	
Fiscal Policies	
Partner Involvement	
Strategic Planning	
Support & Expertise	

Limited Evidence   Some Evidence   Strong Evidence

Funding Stability & Planning

F*unding Stability & Planning* for Oregon was considered to have *limited evidence* (1.5) of sustainability. From the two previous fiscal years to the current fiscal year, program funding had consistently changed. Funding first decreased and then increased between the years. In conjunction, it was expected to decrease one more in the following fiscal year. These changes indicated intense funding instability and affected the overall efforts of the program.

> Well, it [the reduction] virtually stopped efforts. The program, that was left, basically shut down all the contracts. So the efforts of the program went to administratively tying up all of those loose ends. Since funding was restored we've spent many months ramping back up. When the program was restored in August, we were kind of limping along.

In response to the reductions, the program had met with CDC to discuss their strategic plan. This helped them to develop a skeleton of a program that would allow them to reinstitute the program faster in the event funding should return. Additional strategies partners reported to cope with funding loss included:

- Meeting with key stakeholders;
- Developing different funding level scenarios; and
- Setting priorities.

Like Oregon, most states encountered significant reductions in funding and at the least a serious threat of funding loss. The majority had also made efforts to plan or respond to funding reductions. Specifically, states attempted to diversify funding sources, refocus efforts, reprioritize activities, and increase program marketing. Partners from other Project LEaP states also attempted to increase their fiscal independence. Aside from the strategies employed by Oregon, these partners pooled their resources to increase the performance of their funds and decrease overlap.

> We knew that we were not going to have a comprehensive program. We saw we needed to maintain a structure that could expand and contract as things like this happen. And to have funding and program effort in each of the goal areas, to try to make it so there was a skeleton to be built upon if funding was restored to have some sort of an effective program.

Regarding program capacity, there was limited evidence that the program had the ability to sustain itself. Although the staff was experienced, the quantity was inadequate for program needs. Also, prior to funding reductions the program had been able to fund 36 counties, but afterward

Oregon *Funding Stability & Planning*

Indicator	Amount of Evidence
Funding Stability	○
Planning	●
Fiscal Independence	○
Capacity	○

○ Limited Evidence   ◐ Some Evidence   ● Strong Evidence

no county coalitions were funded. Other results of the funding loss included loss of staff with little notification, reduction of media efforts, and reduced school programs.

Program Surveillance & Evaluation

Oregon's program had *some evidence* (2.0) of sustainability in regard to *Program Surveillance & Evaluation*. This was based on many aspects including plans for area specific evaluations. These plans were identified and outlined in the program's strategic plan. Also, the program participated in five key surveillance efforts. These included the BRFSS, SHEP, PRAMS, SFA, and Media evaluations. Still, surveillance activities were considered somewhat inadequate by program partners.

Though partners considered the program's evaluation efforts to be extremely inadequate, the program had conducted an overall tobacco control program evaluation the previous fiscal year. Also, it was reportedly participating in seven key evaluation activities. Specifically, the program was monitoring activities in:

- Community based programs
- School based programs
- Statewide programs
- Chronic Disease programs
- Cessation efforts
- Counter-marketing efforts
- Enforcement efforts

Well, we lost all of the funding for the evaluation for my agency. That essentially decimated the ability to do a rich evaluation of the program.

The information obtained through these activities was used by the program to educate political decision-makers, but not the general public. Most of the other Project LEaP states, like Oregon, participated in a high number of surveillance and evaluation activities. However, partners in these states generally felt the efforts were somewhat inadequate overall. Also, most states used evaluation and surveillance results to educate both political decision-makers and the public.
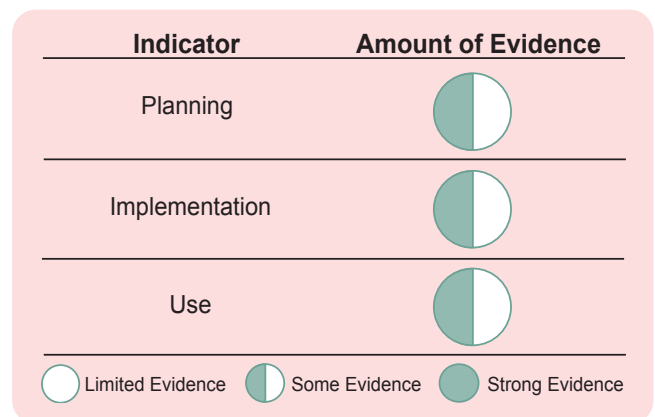
Sustainability Across Project LEaP States

Oregon's level of sustainability is similar to that seen in other Project LEaP states. For most domains, sustainability varied across states (see graphics on pg. 8). Nearly all states

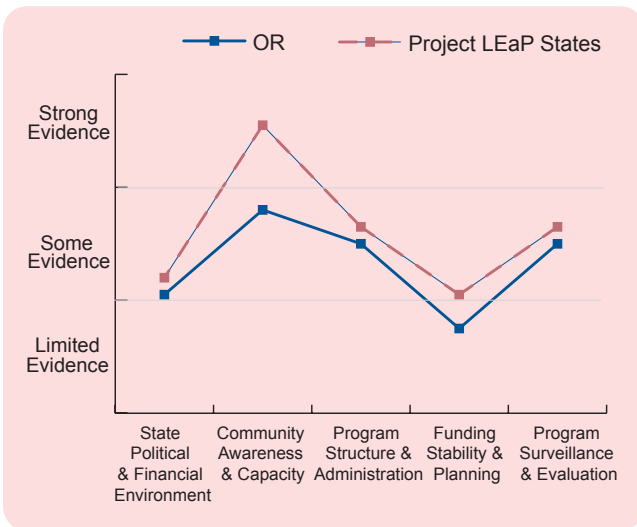### What is Program Surveillance & Evaluation?

The dissemination of successful program results influences program continuation and support. Strong program surveillance and evaluation includes:

- Planning for surveillance and evaluation activities;
- Implementing these activities on a regular basis; and
- Using the information obtained to educate others.
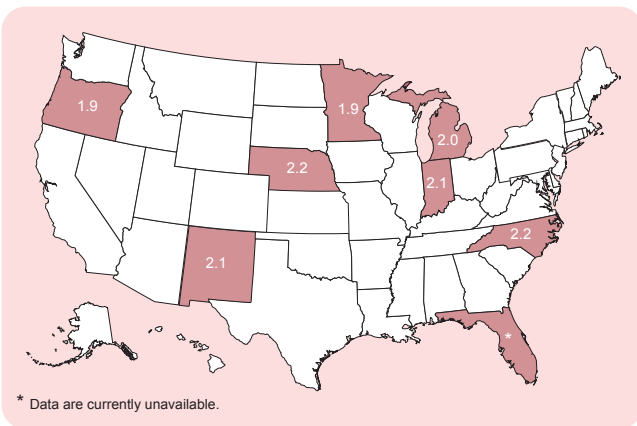
Oregon *Program Surveillance & Evaluation*

Indicator	Amount of Evidence
Planning	
Implementation	
Use	

○ Limited Evidence ◐ Some Evidence ● Strong Evidence

Evidence of Sustainability: Oregon Compared to Project LEaP State Average

Legend: OR — Project LEaP States

Y-axis: Strong Evidence, Some Evidence, Limited Evidence

X-axis: State Political & Financial Environment, Community Awareness & Capacity, Program Structure & Administration, Funding Stability & Planning, Program Surveillance & Evaluation

Overall Sustainability Scores for Project LEaP States

Map values: 1.9, 1.9, 2.0, 2.2, 2.1, 2.1, 2.2, 2.1, *

* Data are currently unavailable.

Check out the complete Project LEaP Oregon Reports Series:

- *Project LEaP Introduction & Series Highlights*
- *The Tobacco Control Program Environment*
- *The Tobacco Control Program Resources*
- *The Tobacco Control Program Capacity*
- *The Tobacco Control Program Sustainability*

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fell within the *some evidence* of sustainability range for most domains. There were two domains in which *strong evidence* was found: *Community Awareness & Capacity* and *Program Structure & Administration*. The differences in the scores for the *Community Awareness & Capacity* domain were minimal and indicated that most Project LEaP states had experienced strong community participation and support.

In contrast, the *Program Structure & Administration* domain showed variability in the scores between states. While most states had at least *some evidence* of sustainability, two states were found to have *strong evidence* and one to have *limited evidence*. Planning set many states apart in this domain. Not only did some states lack a strategic plan, but for others there was no evidence of planning efforts between program partners. The same variance was seen in the *State Political & Financial Environment* domain. Reasons for this included varying levels of governor support and the different degrees of influence the tobacco industry had in each state.

The *Program Surveillance & Evaluation* domain showed little difference between states. Most states found themselves limited in the amount of surveillance and evaluation activities they could participate in as a result of funding reductions. Also, many states had used the results to broadly market themselves.

Report Highlights

- Oregon's profile showed a moderate level of sustainability. It was similar to the profiles of other Project LEaP states.

- Of all five domains, *Community Awareness & Capacity* had the most evidence of sustainability for Oregon and *Funding Stability & Planning* had the least.

- Overall, the Project LEaP tobacco control programs' level of sustainability were most affected by limited program and fiscal planning.

- For the *Community Awareness & Capacity* domain, most Project LEaP states experienced a fair amount of local level participation and had a strong grassroots base.

- Across Project LEaP states, the amount of political and public support was generally low, independent of the states' overall fiscal health.