

# UCSF

## Surveys and Program Evaluations from Outside UCSF

### Title

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### Author

Jenine Harris

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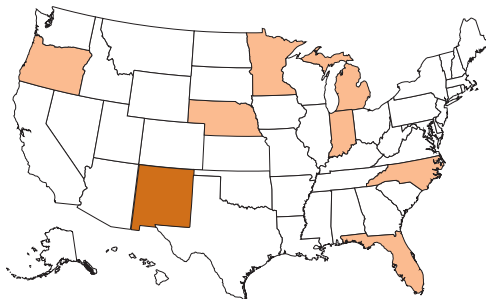
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# INTRODUCTION

## New Mexico

**I**N 2004, THE CENTER FOR TOBACCO Policy Research (CTPR) partnered with New Mexico 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 movements 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 New Mexico tobacco control movement was acquired in the following ways: 1) a program background survey completed by the Tobacco Use Prevention and Control agency (TUPAC); and 2) key informant interviews with 11 key tobacco control partners. To identify these partners, TUPAC named the agencies that played a significant role in tobacco control movement.

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 movement. 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 April 2004.

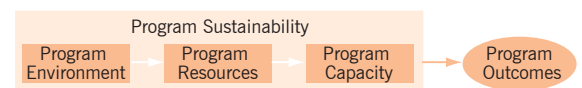
#### Participating Partners in New Mexico

- DOH Tobacco Use Prevention and Control
- Tobacco Free Roswell
- New Mexicans Concerned About Tobacco
- Coletta Reid and Associates: STOMP
- McKee/Wallwork/Henderson
- American Cancer Society
- American Heart Association
- University of New Mexico, Health Sciences Department
- Public Health Division, Health Promotion
- Public Education Department
- Behavioral Health Services Division

### The Report Series

Previously, the CTPR disseminated *preliminary* evaluation findings in the report, *Standing their ground: New Mexico's efforts to maintain their tobacco control program*, 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 movement environment, resources, capacity, and sustainability. Throughout the series, we have included New Mexico specific results and comparisons from the other seven states. Quotes from participants (offset in color) were chosen as representative

THIS REPORT  
PROVIDES AN  
OVERVIEW OF  
PROJECT LEaP  
AND

SUMMARY HIGHLIGHTS  
FROM THE  
SERIES OF FOUR  
REPORTS PRESENTING  
NEW MEXICO  
EVALUATION RESULTS.

PRODUCED BY:  
CENTER FOR  
TOBACCO POLICY  
RESEARCH  
AT  
SAINT LOUIS UNIVERSITY

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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 New Mexico reports is presented below. Please refer to the individual reports for more detail.

### Program Environment

- New Mexico's financial climate was challenging for the tobacco control movement, resulting in reallocation of funding.
- Overall, the political climate was unsupportive of tobacco control. The Legislature was viewed as being more supportive than the Governor.
- A number of champions for the tobacco control movement were identified, including the Tobacco Settlement Revenue Oversight Committee.
- The grassroots network was very effective in working with decision makers to protect funding and address policy issues.

### Program Resources

- Although funding was limited for the program, partners generally felt it was consistent and would remain stable for the time being. Funding from the CDC was thought to be especially stable.
- Human resources appeared rich in the state. In general, partners were satisfied with the level of staff expertise and considered morale to be high.
- The program was currently evaluating six of the Best Practices categories and there were plans for future comprehensive program and outcome evaluations.
- As a whole, New Mexico's tobacco control resources were somewhat adequate and provided the program with a base on which to build and expand its efforts.

### Program Capacity

- The tobacco control movement had adopted a formal strategic plan based on the assumption that funding would remain stable.

- TUPAC was an asset to the movement and many of its strengths were identified, including: strong leadership, experienced staff, and providing useful technical assistance.
- New Mexico's tobacco control network was considered effective, as were the relationships between the state and grassroots organizations.
- All four of the New Mexico partner networks (contact, integration, money, importance) were among the most highly connected of the Project LEaP states.
- TUPAC, as the lead agency, played a critical role in New Mexico's tobacco control network.

### Program Sustainability

- New Mexico had a moderate level of sustainability. It had neither the lowest nor highest level of sustainability for any one of the five domains.
- Of all five domains, *Community Awareness & Capacity* had the most evidence of sustainability for New Mexico and *Funding Stability & Planning* had the least.
- Overall, the Project LEaP tobacco control programs' levels 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.

*Inquiries should be directed to Angela Recktenwald at (314) 977-8109 or [ctpr@slu.edu](mailto:ctpr@slu.edu).*

*The American Legacy Foundation (Legacy) and the Association of State and Territorial Chronic Disease Program Directors (CDD) provided financial support for this project. The information presented in these reports do not necessarily represent the views of Legacy or CDD, their staff, or Boards of Directors.*



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# ENVIRONMENT

New Mexico

Report Content

Economic Climate 1

Political Environment 2

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Report Highlights 4

Project LEaP  
Linking Evaluation and Practice

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

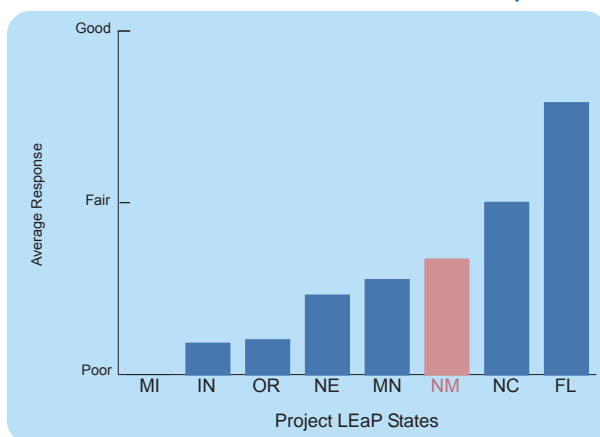
August 2005

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

**P**revalence 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 movement operates. At the time of the Project LEaP evaluation, the smoking prevalence rate of adults in New Mexico was approximately 22% compared to the U.S. national average of 21.7% (BRFSS, 2003). According to the *New Mexico Youth Risk and Resiliency Survey 2003*, approximately 30% of all high school students reported smoking in the past 30 days, the same proportion as was reported in 1991.

Not only does cigarette use deduct valuable years of life from New Mexico's citizens, it

**Perceived State Financial Climates: State Comparison**



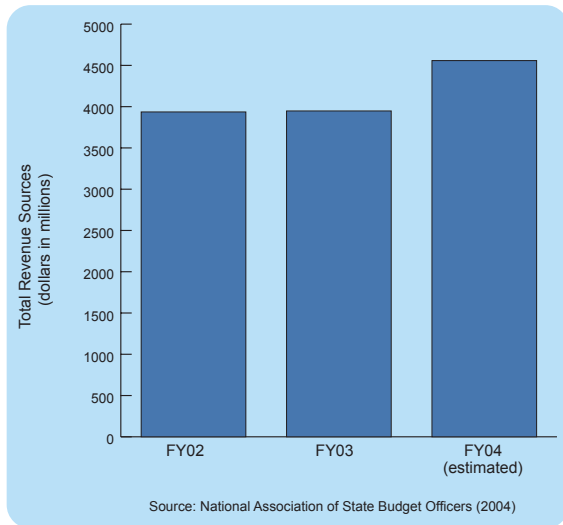
also costs the state nearly \$170M in Medicaid expenses alone on an annual basis (SAMMEC, 2001). In 2001, the smoking attributable expenditures (SAEs) for New Mexico totalled \$360M (SAMMEC). These costs equal \$530 per household, or \$274 per adult in the state (US Census, 2000).

**A**nother important factor within the tobacco control environment is the existence of smoke-free air (SFA) policies. With the recent passage of several local SFA ordinances for worksites and public places in New Mexico, increasingly more citizens are being protected by comprehensive SFA ordinances. In 2002, 66% of New Mexican employees were protected by non-smoking policies in the worksite, equal to the U.S. national average. The percentage of residents (71.3%) reporting that they prohibited smoking in their home was slightly higher than the national average of 70.4% (CPS, 2002).

**State Economic Climate**

**O**ne of the most important environmental aspects associated with tobacco control is the economic climate of a state. The majority of partners (66.7%) reported New Mexico's financial climate was fair. Before the climate could be improved, many felt the state's financial situation would worsen. In 2003, Governor Bill Richardson signed tax reduction legislation that would phase in cuts to personal income tax rates over a five-year period. One reason for the tax cut was to help New Mexico become more competitive with surrounding states. Tobacco control partners were concerned the current cut was taking away revenue needed to fund public health programs, specifically tobacco control. However, according to a 2004 report from the

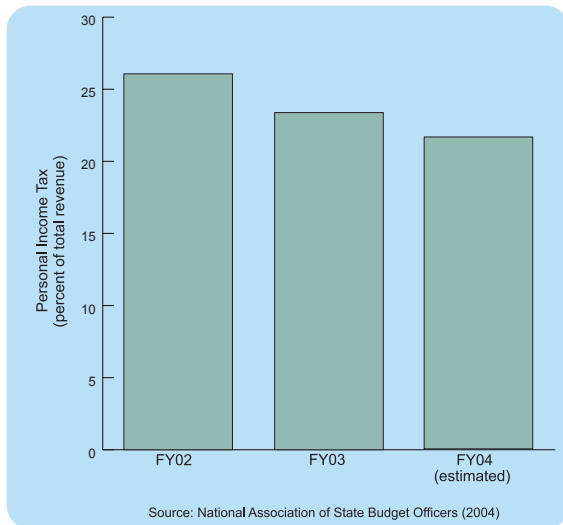
### New Mexico's Total Tax Revenue



National Association of State Budget Officers, New Mexico's total tax revenue was projected to increase despite the personal income tax cut (see adjacent graphics).

Overall, the state government has rising costs and it [the state financial climate] is very strained. The Governor passed a tax break recently that most financial advisors say would lead to a very large deficit. He refuses to go back on that tax break. So the climate is increasingly strained. It'll get worse every year.

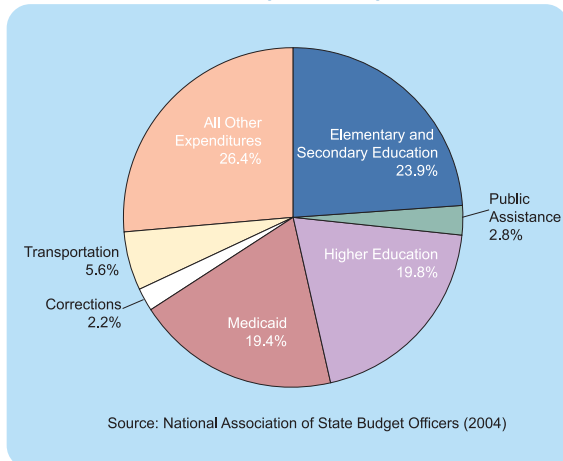
### New Mexico's Personal Income Tax Revenue (% of Total Revenue)



Partners identified increasing health and social services costs, particularly in regard to Medicaid, as adding to the challenging fiscal climate. The 2004 National Association of State Budget Officers' report showed New Mexico's general fund expenditures for Medicaid had been increasing. In comparison to expenditures for other major spending categories (*i.e.*, education, public assistance, corrections), Medicaid made up 15.9% of total expenditures in FY2002, 17.8% in FY2003, and was estimated to make up 19.4% in FY2004 (see bottom left graphic).

New Mexico's difficult financial climate has impacted many state programs, including tobacco control. For the past three fiscal years, \$5M of MSA funds had been allocated for tobacco prevention and control. In December 2003, the Legislature appropriated a \$1M increase in funding for tobacco control. However, in May 2004, the additional million was distributed to other programs within the Department of Health. Partners thought this reallocation of funding was partially influenced by the state's poor financial climate. Due to the lack of increased funding, partners were unable to make important expansions to their movement. They also reported feelings of instability in regard to future allocations, and some were concerned about job security within tobacco prevention and control. (See *Resources* report for more detailed information about the program financial climate.)

### New Mexico's General Fund Expenditures FY04 (Estimated)



Funding has been level for three years and it's going to level again next year...As costs of doing work keep increasing, we continually have to do more with less to maintain the same level of service.

## State Political Environment

Another significant aspect of the environment is the political climate in the state. At the time of the evaluation, Governor Bill Richardson, a Democrat, had been in office over a year. Both state legislative branches were also controlled by the Democratic Party, which held a nearly two to one majority in both the House and Senate.

Most tobacco control partners viewed the overall political climate in New Mexico as unsupportive of tobacco control. Partners felt that, although there were some political supporters,

the support was minimal. Competing political priorities and a lack of support from the Governor were identified as contributors to the challenging political climate.

Tobacco has, in the last few months, lost ground as being a priority issue at the state political level. Obesity and some other high profile issues have risen to the top.

### Political Leadership

The Governor was thought to provide little support for tobacco control in New Mexico. Partners felt that the Governor ranked tobacco control very low in comparison to other public health issues in general (see top right graphic). In addition, many thought the Governor’s favorable view of cigar smoking and influence from the tobacco industry may have affected his level of support.

Overall, partners viewed the Legislature as somewhat supportive of tobacco control. Some mentioned continued funding as evidence of legislative support. However, others felt the tobacco control program needed more vocal supporters in the Legislature.

It [level of support] gets down to specific legislators, but the fact that the program is still funded speaks positively of their support. In some peoples’ minds it would be a very easy thing to use that money for something else.

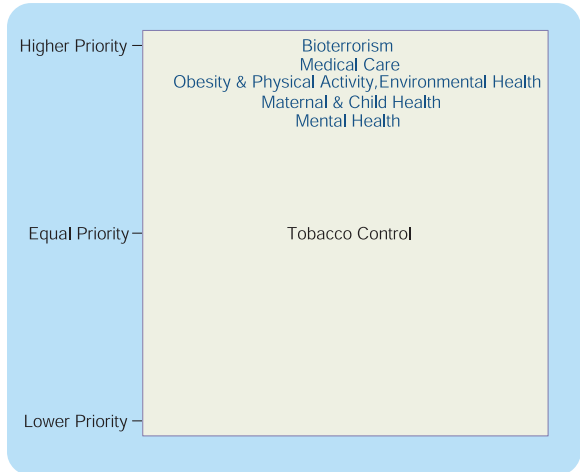
Even though they perceived the general climate as unsupportive, the partners identified many people and agencies that stood out as supporters of tobacco control. Partners listed a number of tobacco control champions including advocacy groups, legislators, and tobacco control professionals (see table). Of New Mexico tobacco control champions one partner even said that “there were too many to name.”

Members of the Tobacco Settlement Revenue Oversight Committee were also identified as some of the more supportive and knowledgeable legislators regarding tobacco control. The oversight committee is made up of legislators and takes responsibility for monitoring the use of Master Settlement Agreement funds. The Committee was also listed by a number of partners as a tobacco control champion for the state.

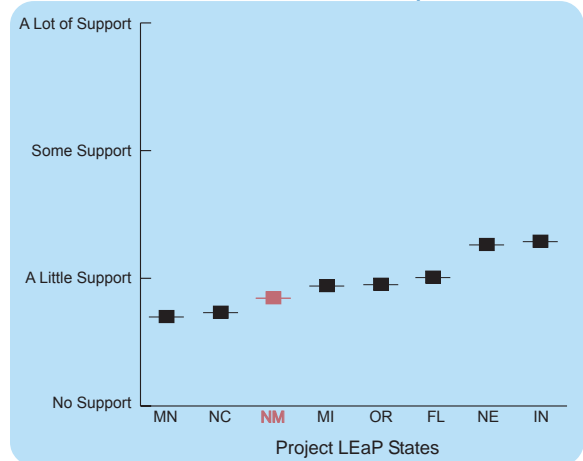
They set up the Tobacco Settlement Committee when the moneys first came in and that turned out to be really, really important to New Mexico...They became our advocates in the Legislature.

In addition to strong champions, a few partners mentioned the grassroots. The grassroots network had been very effective in working with political decision-makers to protect tobacco control funds and address policy issues like smoke-free air (SFA).

### Perceptions of Governor Richardson’s Prioritization of Tobacco Control



### Perceived Political Support for Tobacco Control: State Comparison



### NM Tobacco Control Champions

Partners identified the following as champions of tobacco prevention and control:

- Representative Gail Beam
- Senator Dede Feldman
- Tobacco Settlement Revenue Oversight Committee
- Coletta Reid (STOMP)
- NMCAT
  - Cheryl Ferguson
  - Cynthia Serna
- American Heart Association
- American Lung Association
- American Cancer Society
- TUPAC



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

State	Excise Tax
RI	\$2.460
NJ	\$2.400
WA	\$2.025
ME <sup>2</sup>	\$2.000
MI	\$2.000
MT	\$1.700
AK	\$1.600
CT	\$1.510
MA	\$1.510
NY	\$1.500
HI <sup>1</sup>	\$1.400
PA	\$1.350
OH	\$1.250
MN <sup>3</sup>	\$1.230
VT	\$1.190
AZ	\$1.180
OR <sup>4</sup>	\$1.180
OK	\$1.030
DC	\$1.000
MD	\$1.000
IL	\$0.980
<b>NM</b>	<b>\$0.910</b>
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

<sup>1</sup>Scheduled to revert to \$1.00 on 7/1/06.

<sup>2</sup>Effective 9/19/05.

<sup>3</sup>Effective 8/1/05.

<sup>4</sup>Temporary 10 cent increase expired 1/1/04.

Source: Tobacco Free Kids, 2005

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

**Have questions or comments?  
Email Angela Recktenwald at [ctpr@slu.edu](mailto:ctpr@slu.edu)**

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



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We've had a number of communities pass clean indoor air laws, which is very local work. It takes a lot of coordination between the program and the local agencies.

Some partners also thought the general public of New Mexico was becoming more supportive of tobacco control. They reported that the increased excise tax and passage of smoke-free air policies was evidence of this support.

I think it's a positive climate in general. Now if you're talking about political insofar as government and politics, I think it's minimal. But if you're referring to the overall climate, I think that New Mexico is warming to the health message.

### *The Tobacco Industry*

Many partners felt the tobacco industry had a presence in the state, but that its presence may not have been as strong as it was in other states. They saw the tobacco industry as trying to shape the political climate through connections with local allies and politicians. Partners identified activities like lobbying, campaign contributions, marketing, and sponsoring local community events as typical of the tobacco industry in New Mexico.

When you're trying to get people to quit and the tobacco industry is promoting the heck out of tobacco, it's an adversarial relationship.

A few partners said that the presence of the tobacco industry was not entirely negative. These partners thought the tobacco industry had kept the tobacco debate going in New Mexico.

If there was anything good, it would only be in the sense that they kind of promote this vigorous debate, which goes on in all these issues, and it does make the front page of the papers in a lot of situations.

### **Report Highlights**

- New Mexico's financial climate was challenging for the tobacco control movement, and some lead agency funding had been reallocated.
- Overall, the political climate was unsupportive of tobacco control. The Legislature was viewed as being more supportive than the Governor.
- A number of champions for the tobacco control movement were identified, including the Tobacco Settlement Revenue Oversight Committee.
- The grassroots network was very effective in working with decision-makers to protect funding and address policy issues.

# RESOURCES

New Mexico

Report Content

Monetary Resources 1

Human Resources 2

Information Resources 3

Report Highlights 4

**T**HERE ARE MANY resources to draw on for tobacco control movements. Specifically a movement may utilize: (1) monetary resources, (2) human resources and (3) information resources. Monetary resources are important to tobacco control movements 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, movements can find it difficult to function effectively and to expand their efforts, even when adequate funding is present. Likewise, informational resources, such as guidelines and proven methods, can significantly influence movement success. The following report presents Project LEaP evaluation results regarding the three types of resources in New Mexico's tobacco control movement.

## Monetary Resources

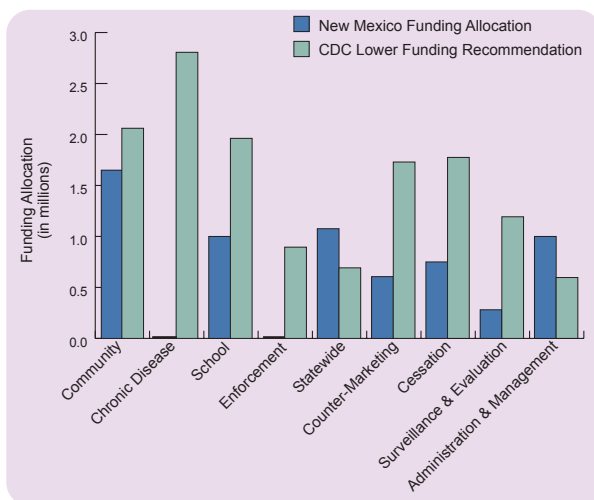
At the time of the evaluation, New Mexico's tobacco control movement was receiving a reported \$5M in state allocated dollars. However, total program funding for FY04

came to \$6.3M (\$3.52 per capita) when \$1.3M received from the Centers for Disease Control and Prevention (CDC) was included (US Census). The movement allocated a portion of this funding to all of the CDC *Best Practices* (BP) categories with the exception of the Enforcement and Chronic Disease categories, which were not funded in the state at the time. For the categories that received some funding, most were below the CDC lower funding recommendation. However, funding for two categories, Statewide Programs and Administration & Management, was above the lower recommendation level (see bottom left graphic).

For the previous two fiscal years (FY 02 and 03) state tobacco control funding had been static at \$5M and many of the partners considered the movement's current funding to be somewhat stable. Political support to keep funding earmarked for tobacco control use was a major stabilizing factor for the movement. Still, some partners were concerned that tobacco control and other health programs were not as high a priority in the state, which could result in future funding loss.

Partners indicated that planning for the movement was difficult because of limited resources. However, it was completed on the assumption that funding would stay level. In January 2004, the Legislature approved a \$1M increase in funding for tobacco control. The movement had hoped to increase and enhance its efforts and activities with these extra funds. Specifically, the movement had anticipated implementing a proactive Quitline, increasing funding amounts for contractors, and increasing the number of successful programs.

Funding by BP Category:  
State Allocation & CDC Recommendation



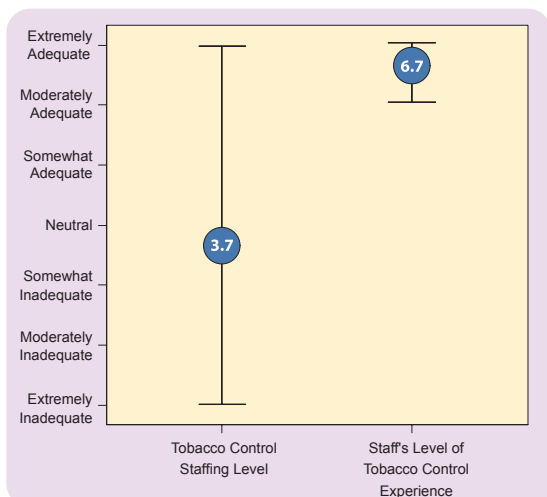
Project LEaP  
Linking Evaluation and Practice

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

August 2005

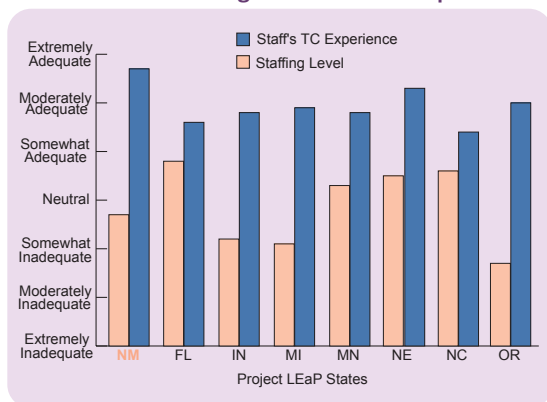


### Adequacy of Staffing Level and Experience Within NM Partners' Agencies



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 Within Partners' Agencies: State Comparison



### Reasons for High Staff Morale

Partners who cited high morale within their agencies stated that staff:

- Believe in the importance of tobacco prevention and control;
- Feel they were doing quality work; and
- Know that their activities were successful.

However, by Spring 2004, the additional \$1M was reallocated to other Department of Health programs, leaving tobacco control at its previous \$5M in state funding.

The level of funding and the perceived threat of future reductions lead to a decrease in security for the movement's contractors. Partners reported that previously negotiated contracts had to be renegotiated and funded at lower levels. However, partners did not witness negative effects from funding instability on all movement aspects. Specifically, they expressed that counter-marketing and evaluation efforts had not been affected by the instability. Though unable to address all of the movement's goals, some aspects of the it were considered very effective. Given the available funding, the counter-marketing efforts were thought to have been very effective. Also, evaluation was described as "rigorous" as the movement sought to demonstrate significant outcomes.

Fifty percent of the partners expected state funding for the movement to decrease in the next fiscal year while 40% expected it to stay the same. However, financial support from the CDC was thought to be very stable and partners were confident in the success and effectiveness of their own agencies' efforts.

## Human Resources

In addition to monetary resources, an adequate number of experienced staff are important to program implementation. The top left figure 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. When asked about the adequacy of staffing levels within their agencies, New Mexico partners gave a large range of responses. Of those who indicated that their staffing levels were inadequate, several had staff that only worked a portion of their time on tobacco prevention and control issues. However, despite disagreement on adequacy of staffing levels, the majority of partners agreed that staff tobacco control experience was moderately (33.3%) to extremely (66.7%) adequate.

### Staff Turnover and Morale

For most partners (58.3%), staff turnover had remained the same from the previous fiscal year. When looking at changes in staff morale among all partners, there was an even split. One-third of partners reported that staff morale had decreased, one-third felt morale had stayed the same, and another third felt it had increased. Of those agencies that reported increased staff turnover, all but one also reported decreased staff morale. Other reasons for decreases in morale included: changes in funding, agency reorganization, and lack of political support.

It [staff morale] really goes up and down. The staff feel good about the program and the work that we're doing, but feel very negative about the overall climate; knowing that we're under constant attack.

## Information Resources

Information resources that can be utilized by a movement or 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)*. All of the partners interviewed were familiar with the CDC's Best Practices. They were asked to prioritize the eight BP categories (Administration and Management was excluded) as they would like to see them for New Mexico.

### Highest BP Priority

*Community programs* were ranked as the highest priority. Reasons for this ranking included getting the biggest “bang for the buck” and changing social norms. Many partners expressed that focusing on *community programs* would affect other BP categories and movement goals:

[Community Programs] allow more power and input from the people who actually live in the area and experience the problems and they tend to hit several levels of intervention.

In addition to believing that *community programs* should be the highest priority for New Mexico, some partners thought that *community programs* were currently the highest priority for the movement. Other partners were not sure what the tobacco control movement would consider as its top priority.

### Lowest BP Priority

Partners considered *surveillance & evaluation* as the lowest priority category. Reasons for this included believing that funds should go to programs instead and that the state was currently putting too much emphasis on surveillance. *Enforcement* was also ranked low. This was because some partners thought the state was not set up to perform enforcement, specifically for tobacco control. In general, many partners felt that these categories were ineffective or less effective than other BP categories.

The reason why I put enforcement [lower] is because I don't know a lot of research that says that a minor's access really prevents youth tobacco addiction. I'm looking at what research has shown to be most effective.

### Surveillance and Evaluation

The Tobacco Use Prevention and Cessation (TUPAC) program indicated that New Mexico was using a number of surveillance systems. They also reported that the Youth Tobacco Survey had

## 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**

**Counter-Marketing  
School Programs**

**Statewide Programs  
Cessation Programs**

**Chronic Disease Programs  
Surveillance & Evaluation**

**Enforcement**

Lowest Priority

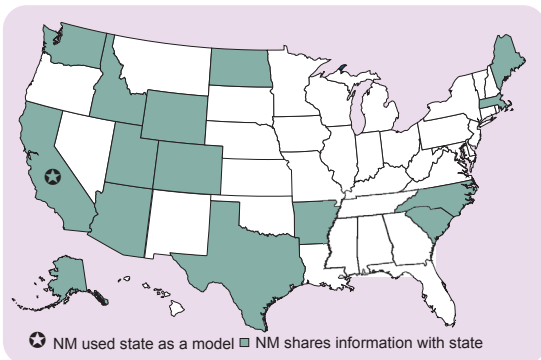
### Evaluation Activity by CDC BP Categories: State Comparison

	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	7
Event Sponsorships	6
Lobbying	5
Promotions	5
Other	2
None of the above	2

### Information Sharing Between New Mexico and Other State Programs



recently been cut due to staffing issues, leading to changes in surveillance activities.

Surveillance of tobacco industry activity was also occurring among many partners in New Mexico. The most common activities being monitored were advertising and event sponsorship. When discussing tobacco industry presence in New Mexico, partners discussed both of these activities frequently.

[The tobacco industry] has a pretty strong presence, particularly sponsoring rodeo events and agricultural type events.

TUPAC reported that evaluation activities were occurring in six BP categories. In addition, the program had plans to conduct an outcome evaluation and a comprehensive evaluation in the following 12 months. TUPAC described the level of program evaluation in the state as neither adequate nor inadequate and said that there had been no change in the level of program evaluation from the previous year.

### Sharing Information

In the past year, New Mexico's movement shared tobacco control information with tobacco control programs from 15 other states. California's program was used by TUPAC as a model for the New Mexico program.

### Report Highlights

- Although funding was limited for the movement, partners generally felt it was consistent and would remain stable for the time being. Funding from the CDC was thought to be especially stable.
- Human resources appeared rich in the state. In general, partners were satisfied with the level of staff expertise and considered morale to be high.
- Despite recent cuts to some of the activities, the movement was currently evaluating six of the BP categories and there were plans for comprehensive movement and outcome evaluations in the future.
- As a whole, New Mexico's tobacco control resources were somewhat adequate and provided the movement with a base on which to build and expand its efforts.

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

Have questions or comments?  
Email Angela Recktenwald at [ctrp@slu.edu](mailto:ctrp@slu.edu)

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



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# CAPACITY

New Mexico

Report Content

Partner Roles 1

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**N**O MATTER HOW ideal the funding or environmental situations, a tobacco control movement must have the capacity to utilize their resources and support. One important aspect of capacity is the system of relationships between movement partners. The ability to achieve movement 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 New Mexico's tobacco control movement 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 New Mexico tobacco control movement was comprised of a variety of different agency types and roles. The movement was lead by

### Participating Partners in New Mexico's Network

- NM Department of Health Tobacco Use Prevention & Control
- Tobacco Free Roswell
- New Mexicans Concerned About Tobacco - NMCAT
- Coletta Reid & Associates: STOMP
- McKee/Wallwork/Henderson
- American Cancer Society
- American Heart Association
- University of New Mexico, Health Sciences Department
- Public Health Division, Health Promotion
- Public Education Department
- NM Department of Health Behavioral Health Services Division

the Tobacco Use Prevention and Control (TUPAC) program, housed within the New Mexico Department of Health. TUPAC was responsible for program planning, implementation and evaluation within the state. The agency maintained approximately 13 fulltime staff and funded efforts in seven out of the nine *Best Practices* components recommended by the CDC:

- Community based programs
- School programs
- Statewide programs
- Cessation programs
- Counter-marketing efforts
- Surveillance and evaluation activities
- Administration and management

For the purpose of this evaluation, TUPAC was asked to identify agencies that play a significant role in New Mexico's tobacco prevention and control movement. The list of agencies does not represent all of the tobacco control agencies in New Mexico, only a representative sample. These agencies are listed in the adjacent graphic and described below.

Aside from TUPAC, there were three other state funded agencies that partnered with the movement:

- Behavioral Health Services Division
- Public Education Department
- Public Health Division, Health Promotion

Behavioral Health Services was responsible for funding 37 prevention services throughout

Project **LEAP**  
Linking Evaluation and Practice

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

August 2005

the state to provide merchant education to all vendors and tobacco outlets within their areas.

The Public Education Department worked with educators to help them include tobacco prevention as part of the health education curriculum in schools. The Public Health Division worked as a supporting agency for TUPAC and its tobacco control efforts.

The voluntary agencies in New Mexico included the American Cancer Society and the American Heart Association. These two agencies worked in collaboration with each other and other agencies to provide political advocacy for tobacco control both at the state and local levels. New Mexicans Concerned about Tobacco (NMCAT) was the statewide coalition, and like the individual voluntary agencies, served as an advocacy group. However, NMCAT focused most of its efforts on changing public policies.

A total of 64 agencies contracted with the movement to provide specific tobacco control services. Agencies that provided statewide services and participated in Project LEaP were:

- University of New Mexico, Health Sciences Department
- Coletta Reid & Associates: STOMP
- McKee/Wallwork/Henderson

University of New Mexico, Health Sciences Department designed and maintained evaluation tools for TUPAC contractors in the state. Colletta Reid and Associates coordinated the STOMP program aimed at reducing tobacco related disparities in New Mexico. McKee/Wallwork/Henderson provided all of the movement advertising and media relations activities.

## Strategic Planning

Partners reported that planning for the movement was a challenge due to insufficient funding. However, the movement recently adopted a formal strategic plan based on the assumption that funding would remain stable. The plan was developed with the input of multiple movement partners. However, the strategic plan did not address program implementation at different funding levels.

We keep trying to fund programs and services at the level that we're at... We have to operate under the assumption that we will [have the same funding] and then cross the bridge if we don't.

### 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
<b>Total Project LEaP Agencies</b>	<b>11</b>	<b>12</b>	<b>12</b>	<b>13</b>	<b>15</b>	<b>15</b>	<b>16</b>	<b>16</b>

### 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	NM	FL	IN	MI	MN	NE	NC	OR
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



Though a plan had not been previously developed, some planning activities had taken place within the movement in the previous two years. Specifically, the movement had made an effort to increase evaluation capacity for contractors and grantees by building it into their contractual agreements. The movement also made a concentrated effort to disseminate its results and to market itself to both the public and political decision-makers.

## Perceptions of TUPAC

TUPAC was highly regarded by its partners. Several strengths of TUPAC were identified that facilitated the movement. Partners stated that TUPAC:

- Provided strong leadership;
- Maintained knowledgeable and experienced staff;
- Was well-organized; and
- Offered useful and relevant technical assistance.

TUPAC was perceived as having few barriers to making the movement successful. One of these was the bureaucracy of being a state agency:

I'd say their [TUPACs] expertise facilitates a better program for us...The only thing that I would say possibly impedes it is that they are in state government, which is a bureaucracy. So sometimes you've got to play to the bureaucracy, and that costs time and money.

## The Tobacco Control Network

Eleven tobacco control partners were identified as core members of New Mexico's movement. The tobacco control network, as a whole, was considered to be effective. Partners gave a number of reasons for the network's effectiveness, including:

- The large number of experienced and knowledgeable partners;
- Good coordination and collaboration;
- Open communication among partners;
- Prompt dissemination of information, particularly by NMCAT and TUPAC; and
- A strong, collaborative statewide coalition (NMCAT) with active advocates.

### Highlights of NM Strategic Goals

1. Design and implement statewide training strategies.
2. Develop and implement a statewide mechanism for programs targeting specific population groups.
3. Develop and enhance a communication infrastructure that will maximize the benefits of partnerships.
4. Develop a system to ensure effective statewide evaluation.

### 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



It's [the network] centralized enough between the higher-ups at TUPAC and the higher-ups at the coalition that the information is dispersed pretty evenly and quickly, and people have a pretty good sense of what's going on and they know where to go to get the information.

Involvement of the smaller, more rural communities was considered a strategy that could increase the effectiveness of the network. Partners felt that this could be done by obtaining the communities' input on how to address tobacco on a statewide level and by linking them with other partners, particularly those with more experience in tobacco control. In addition, partners stated that maintaining communication among the core agencies was important to increasing the effectiveness of the network.

Make sure to get involvement with some of the smaller, less experienced communities. Get them linked in with some of the others who have had more experience.

With an increase in funding they could allow contractors in some of the smaller communities to be funded. Some of the small communities have some serious problems with health disparities that are tobacco-related.

### State and Grassroots Relationship

Partners viewed the relationship between the state and grassroots partners as effective. They felt that local advocates could easily get involved in the statewide coalition. There also was an open line of communication between state and local efforts. Of the cooperation between state and grassroots agencies, one partner said:

We try and encourage their work; they try and encourage our work; and we support each other.

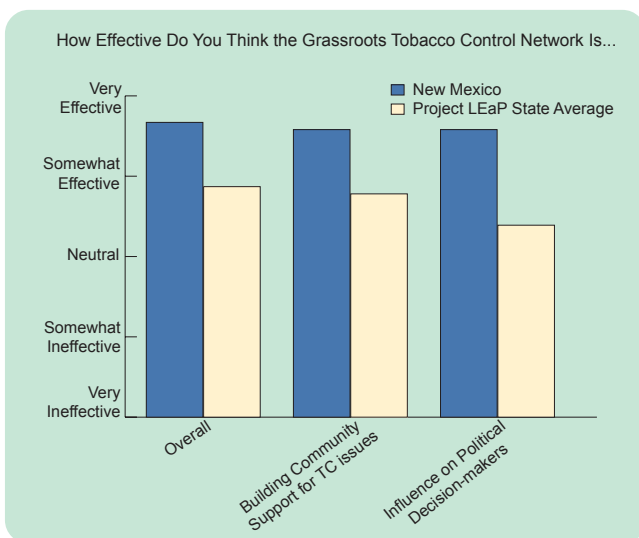
In particular, partners mentioned the relationship between TUPAC and local partners. TUPAC had a close relationship with grassroots agencies and provided support and technical assistance whenever local partners needed it.

TUPAC's grassroots efforts and their ability to mobilize local communities in tobacco prevention efforts is the best thing that they can do. Relationships have been excellent. They have grassroots partners in every community.

Although they felt that the relationships were effective, partners offered the following suggestions for improving relationships between state and local partners:

- Continue strong cooperation;

Effectiveness of Grassroots Network



- Increase involvement of smaller communities to reflect the entire state;
- Raise funding;
- Improve buy-in from higher levels within the Department of Health; and
- Enhance the number of staff in every district.

## Network Relations

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

- Contact – Frequency of contact between agencies
- Money – How money flows between agencies
- Importance – Perceived importance of agencies in NM’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](mailto:ctpr@slu.edu).

### Contact

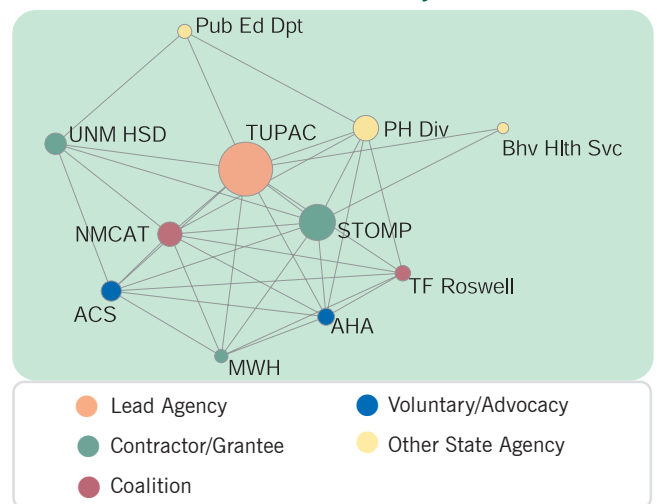
The contact network shows how often participating partners communicated with each other (see adjacent graphic). A line connects two partners if they had contact with each other on *more than a quarterly basis*. The size of the node (dot representing each agency) indicates the amount of influence a partner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

The New Mexico network was highly connected, meaning that most agencies had more than quarterly communication with each other. Because it was so highly connected, communication in New Mexico was less centralized (dependent on one agency to provide information to another). The contact network was also very efficient (*i.e.*, information was likely to be

### New Mexico Partner Agency Abbreviations

Agency	Abbreviation
NM Department of Health Tobacco Use Prevention & Control	● TUPAC
Tobacco Free Roswell	● TF Roswell
New Mexicans Concerned About Tobacco	● NMCAT
Coletta Reid & Associates: STOMP	● STOMP
McKee/Wallwork/Henderson	● MWH
American Cancer Society	● ACS
American Heart Association	● AHA
University of New Mexico Health Sciences Department	● UNM HSD
Public Health Division, Health Promotion	● PH Div
Public Education Department	● Pub Ed Dpt
NM Department of Health Behavioral Health Services Division	● Bhv Hlth Svc

### Quarterly Contact Among NM Partners (More than Quarterly)



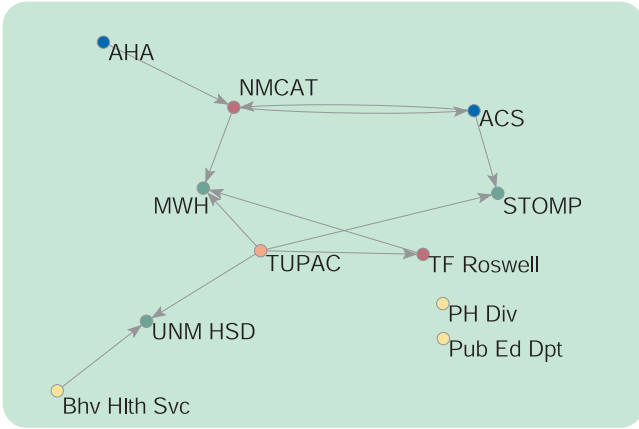
### What does the New Mexico Contact Network Show?

- New Mexico partners had very efficient communication. (*i.e.*, information is likely to move from one side of the network to the other fairly quickly.)
- Communication among partners is less centralized; most partners have frequent contact with each other.

### Agency Type Key

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

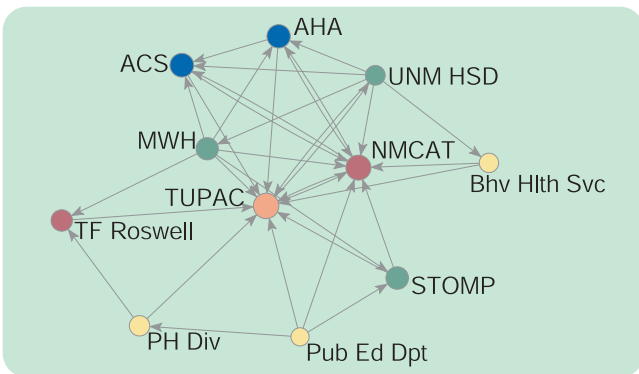
### Exchange of Money Between NM Partners



### What does the New Mexico Money Network Show?

- TUPAC was the primary funding agency and was the most influential agency in the network.
- In New Mexico, money was dispersed through more partners than the average Project LEaP participating state.

### Perceived Importance of NM Partners to the Program



### What does the New Mexico Importance Network show?

- TUPAC and NMCAT were chosen by the most agencies as extremely important to the program.
- Most agencies were selected by at least one agency as being extremely important to the program.

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 networks if there are fewer agencies to travel through. In this case, information was likely to get from one side of the network to the other quickly. Among all of the states participating in Project LEaP, New Mexico had one of the most efficient, connected, and least centralized contact networks.

### Money

In the money exchange network, an arrow between two agencies indicates the direction of money flow between partners (see adjacent graphic). Overall, TUPAC 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, TUPAC had the highest level of influence over funding in the network.

Of those agencies that receive funding, most had only one funding source within the network. Of the three *other state agencies* participating, only Bhv Hlth Svc was active in the money network. Compared to money networks in the other Project LEaP states, the New Mexico money network was more connected. In other words, there was more exchanging of funds in New Mexico than in the other seven participating states.

### Importance

The importance network shows how important partners thought the other agencies in the network were to the tobacco control movement (see bottom left graphic). An arrow connects two partners when the originating partner felt that the receiving partner was *extremely* important to the program. The lead agency TUPAC was chosen by the most partners as being extremely important to the program, closely followed by NMCAT. ACS and ALA were also seen as extremely important by multiple agencies.

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 New Mexico importance network was more connected than average. There was a lot of agreement among agencies regarding the level of importance of other agencies in the network.

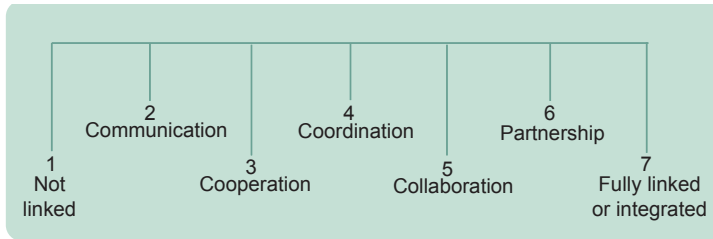
### Integration

The integration network shows the extent of the

relationship between partners. A line between two partners means the partners *at least coordinated* with each other to achieve program goals.

The following scale presents the continuum used to describe partners' integration relationships.

### Integration Scale



The New Mexico integration network shows that TUPAC worked with the most agencies (see graphic top right). As with the contact network, this network was highly connected. Most agencies worked with many other agencies, which means the network was less centralized. Also like the contact network, integration among New Mexico partners was highly efficient. When compared to other participating states, New Mexico had one of the most highly connected, efficient, and decentralized integration networks.

## Strengths and Challenges

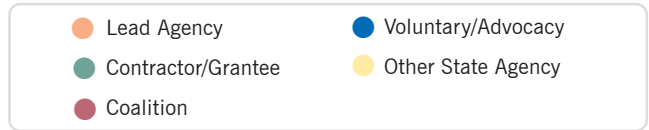
Partners identified several strengths of New Mexico's tobacco control movement. There was strong agreement that TUPAC and the individuals who worked in tobacco control were strengths of the program. However, nearly all of the partners agreed their biggest strength was the strong collaborative network of partners.

[Our strength is] that we all work together. In my exposure to other states, I realize that having the voluntaries, coalitions and Health Department all working together is a pretty rare thing.

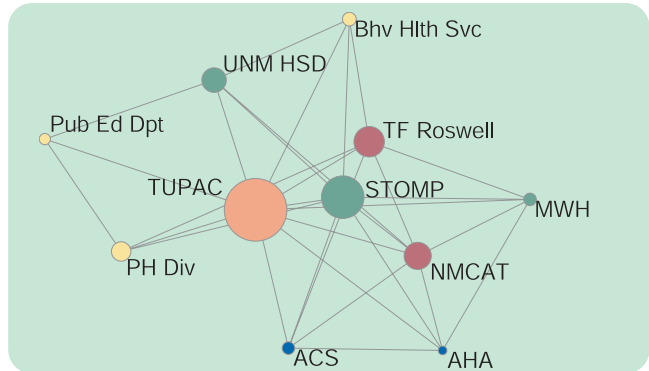
I think that there are some pretty outstanding people within the program...They do an amazing amount with very little money. I can't see another state with this level of funding doing anything with it.

Partners attributed this strength to their ability to create partnerships between many different groups in a very geographically dispersed state. They also reported that their advocacy and grassroots communities were able to work closely with TUPAC, expand their own efforts, and were more knowledgeable about tobacco control issues.

### Agency Type Key



### Integration Between NM Partners



### What does the New Mexico Integration Network Show?

- Most agencies worked with many other agencies, making this network less hierarchical.
- Of all Project LEaP states, the New Mexico integration network was one of the most highly connected, efficient, and decentralized networks.

### How Do New Mexico's Networks Compare to the Average Project LEaP State?

Network	Connectivity <sup>1</sup>	Centralization <sup>2</sup>
Contact	▲	=
Money	▲	N/A
Importance	▲	=
Integration	▲	▼

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

<sup>1</sup>How connected the overall network is; shown by the number of links between agencies  
<sup>2</sup>How influence is distributed in the network; shown by the size of agency nodes

## Perceived Program Strengths and Challenges

### Program strengths:

- A strong, collaborative network of partners
- TUPAC and the individuals working in tobacco control

### Program challenges:

- Inadequate funding
- A non-supportive political climate

We do seem to have a lot of small towns that are legitimately interested, have advocates that are legitimately interested in public health and tobacco issues.

[Strengths of the program are] the cooperation; the collaboration; the partnership; the ability to work together to choose priorities we all agree on; the ability of the advocacy community to work closely with TUPAC and vice-versa; and the many years of experience.

The most commonly reported challenge to the movement was inadequate funding. Partners stated the movement was far below the CDC recommendations and were unable to fund enough contracts, which constrained them. They also felt the lack of support from the political sector was a major detriment to the movement and its efforts.

We don't have enough money, obviously. We're way below the CDC recommended funding levels; we're like a third of what it should be. And we have pretty strong opposition for funding in the state, including no support from pretty high-up.

## Report Highlights

- The tobacco control movement adopted a formal strategic plan based on the assumption that funding would remain stable.
- TUPAC was viewed as an asset to the movement. TUPAC's strengths included: strong leadership; experienced staff; and providing useful technical assistance.
- New Mexico's tobacco control network was considered effective, as were the relationships between the state and grassroots organizations.
- All four of the New Mexico networks (contact, integration, money, importance) were among the most highly connected of the Project LEaP states.
- As the lead agency, TUPAC, has played a critical role in New Mexico's tobacco control network.

To learn more about program sustainability, read the next report, *The Tobacco Control Program Sustainability: New Mexico*.

Have questions or comments?  
Email Angela Recktenwald at [ctpr@slu.edu](mailto:ctpr@slu.edu)

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<http://ctpr.slu.edu>

# SUSTAINABILITY

New Mexico

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**I**N RECENT YEARS, sustainability has become a growing concern as state tobacco control movements are faced with increasingly limited resources. There are many definitions for sustainability, including the longevity of a movement 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 the movement'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 funding. While important, this alone will not sustain a movement. When funding loss is experienced, movements are faced with

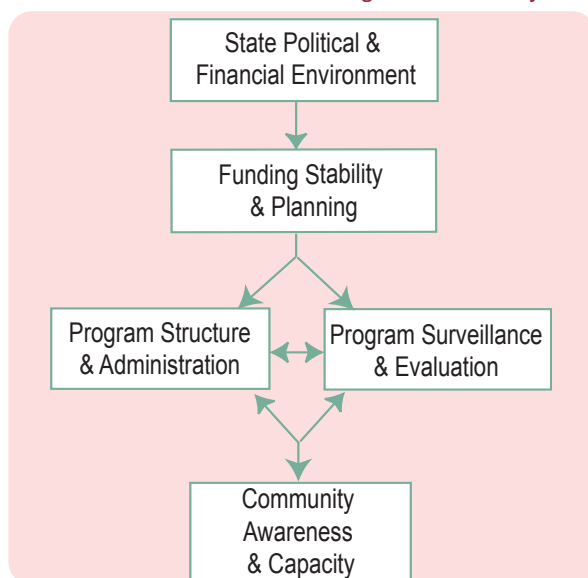
significant challenges. Furthermore, those that have failed to build sustainability in other areas are more susceptible to capacity loss, diminished activities, or even movement closure. Mounting state deficits and financial difficulties have placed many state tobacco control movements in precisely this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

## The Sustainability Framework

Because little work has been done to aid tobacco control movements 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 elements or domains:

- 1) State Political & Financial Environment
- 2) Community Awareness & Capacity
- 3) Program Structure & Administration
- 4) Funding Stability & Planning
- 5) Program Surveillance & Evaluation

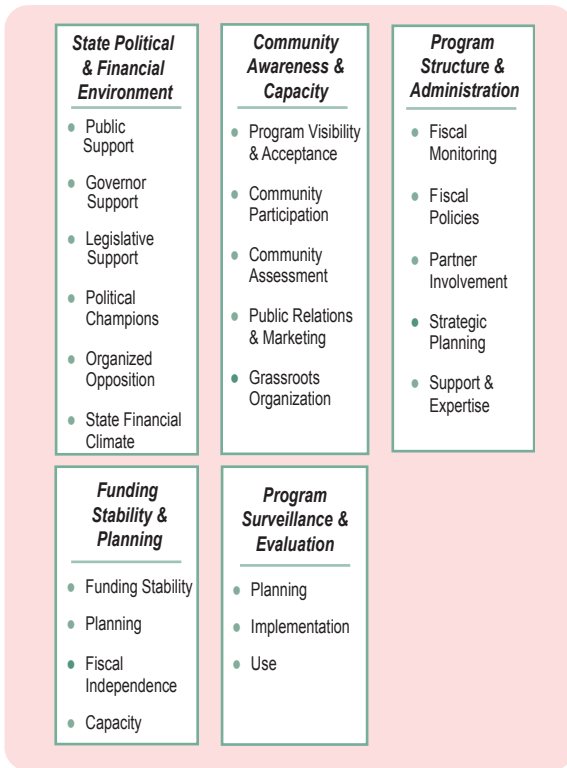
Domains of Tobacco Control Program Sustainability



The framework's main purpose is to help states in their strategic planning activities. By



## The Sustainability Framework

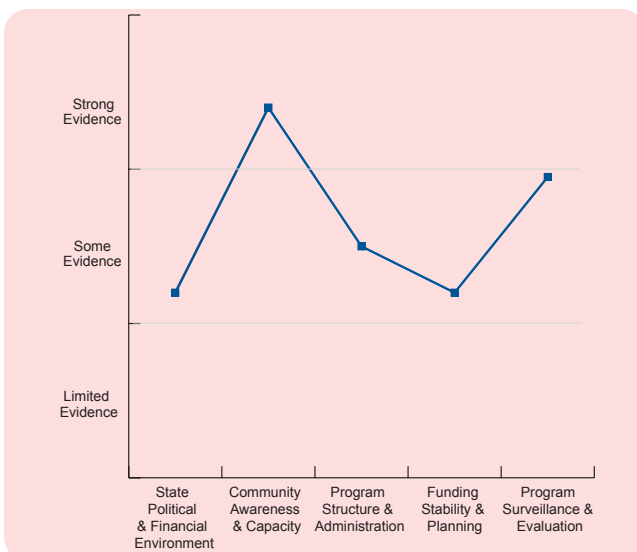


Example of Scoring Table

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 <i>and</i> 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 New Mexico Sustainability



assessing sustainability, movements can understand where they are, capitalize on their strengths, and address their challenges. A secondary use for the tool is to examine programs across states, allowing for greater information sharing among movements.

It is important to note that all five domains are interrelated. For example, a state's environment regarding tobacco control often has an influence on movement funding. In turn, a movement's ability to successfully implement their efforts, assessed through surveillance and evaluation, can often have an impact on state-level support. For that reason, it is critical that one domain 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 sustainability for 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 six of the eight Project LEaP states. Sustainability information for all eight states will be made available on the CTPR website (<http://ctpr.slu.edu>) in the near future.

## New Mexico Sustainability Profile

New Mexico's profile was somewhat similar to the other Project LEaP states. Its overall score showed there was *some evidence* (2.1) of sustainability for its tobacco control movement. New Mexico had the highest level of sustainability of all but one state for *Program*

*Surveillance & Evaluation.* Of all five domains, *Community Awareness & Capacity* was the highest for the state and *Funding Stability & Planning* was the lowest. Each of the five domains are described in more detail below.

### State Political & Financial Environment

New Mexico’s *State Political & Financial Environment* showed *some evidence* (1.8) of sustainability. Specifically, partners felt that the public was moderately supportive, but that the Legislature offered little support and the Governor none. Though the Legislature was somewhat supportive, partners indicated there was a need for more vocal players and that only two legislators and one legislative committee supported its efforts. When compared to other partner states, New Mexico’s experience was common. While some states reported slightly higher Governor support, Legislative support was typically considered minimal at best.

I would say that most of the State Legislature has been fairly supportive, but not all. Some of the opposition can be very vocal. There have been some really good players, but there are just not enough of them, and some of them are very junior, and so their voices aren’t heard.

The state was not experiencing a financial shortfall, but partners reported the financial climate was increasingly strained. Moreover, it was expected to worsen as a result of a recent tax cut and the high health and social services costs in the state. New Mexico was the only evaluated state which had not experienced a budget deficit either currently or in the previous year. However, like New Mexico, most Project LEaP states felt their economies were very poor and worsening.

I would say that we’re probably one of two or three states that don’t have an overall deficit. But our Medicaid deficit is growing. So I would say our financial outlook is probably looking dimmer than it has.

### Community Awareness & Capacity







Based on a variety of aspects, the *Community Awareness and Capacity* domain had *strong evidence* (2.6) of sustainability. In particular, partners conveyed that the program retained a lot of community participation as a result of a very effective grassroots network. They reported that the relationship between the grassroots partners and the state was good and that the grassroots network was valuable and successful at building support and influencing political decision-makers. A good




#### What is State Political & Financial Environment?

The environment within a state influences movement 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.

#### New Mexico State Political & Financial Environment

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

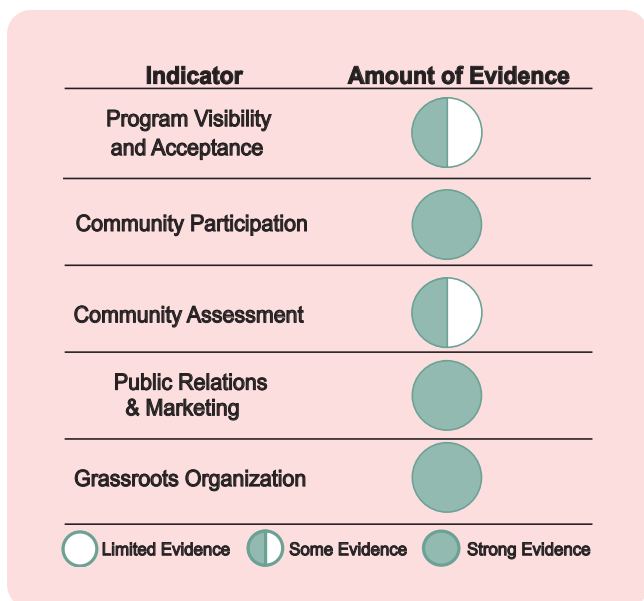
 Limited Evidence  
  Some Evidence  
  Strong Evidence

#### What is Community Awareness & Capacity?

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

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

## New Mexico Community Awareness & Capacity



relationship between the grassroots network and the state was reported by all Project LEaP states. Also, most felt their grassroots network was somewhat to very effective.

It's been very effective, because we have good statewide organizations such as NMCAT. Whatever the needs are of the local communities, they get translated to the statewide group and to the Legislature. And then the other way around, whenever there's an issue to be advocated to the Legislature or that people need to be informed about, we get e-mails right away saying call so-and-so, or talk to people about the particular issue. So there's a real open line of communication there.

The New Mexico movement was also thought to have a lot of activity in public relations and marketing. It had used several media outlets to market itself to both the public and political decision makers, including:

- Magazines/newspapers
- Billboards
- Radio
- TV

Though the movement had participated in a variety of general surveillance activities, it had not used varied and extensive methods to assess its populations with tobacco-related disparities.

One of the things that we need to do is get better data for specific populations. Because the surveys tend to group Native Americans all in one population, and there's tremendous diversity among different tribes; there are different languages; different cultures; different perceptions around tobacco as commercial versus ceremonial tobacco.

New Mexico's marketing efforts were consistent with other evaluated states; the majority of Project LEaP states reported use of four or fewer modes of media. In relation to tobacco-related disparities, New Mexico reported using only one strategy (media literacy) to solicit information. Other Project LEaP states used several strategies to obtain information (see table to left).

### Program Structure & Administration

For *Program Structure & Administration*, New Mexico showed *some evidence* (2.0) of sustainability. There was a fiscal manager overseeing five programs, including the tobacco control movement. The program used the fiscal policies set by the Department of Health. While partners tended to agree with the movement goals, little collective planning had taken place by which to achieve them.

### Summary of Counter-Marketing/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

### 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.

However, at the time of the evaluation a strategic plan had only recently been completed and was in the first stages of implementation.

Most of the other Project LEaP states also had a fiscal manager and evidence of fiscal policies. Also, partners tended to overwhelmingly agree with the lead agency's goals. Also, many had made plans to achieve the goals as a group. In addition, all but one other state had a strategic plan in place at the time of the evaluations, the majority of which were flexible and long-ranged.

### Funding Stability & Planning

Funding Stability & Planning in New Mexico was considered to have *some evidence* (1.7) of sustainability. Funding had been very stable at \$5M per year for three consecutive years and was expected to remain stable in the coming year. Partners indicated that there was a perceived threat to funding, but that no strategies had been developed to address it.

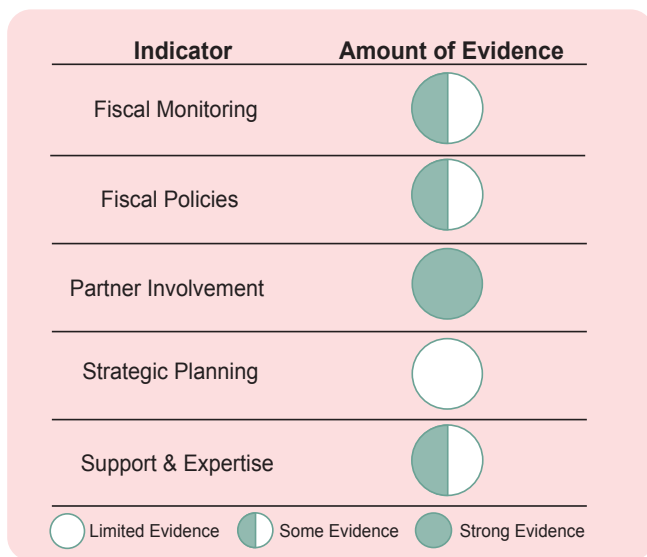
We assume it's going to be there until it's gone. And we can't always be worried about what's not going to happen. We have to assume and do the best we can with what we have. So we don't dread it going away; we just focus on what we have and what we can do.

Also, there was limited evidence of fiscal independence as no technical assistance had been offered or planning completed to identify outside funding sources. New Mexico was the only Project LEaP state that had maintained a level amount of funding. All states encountered at least a threat to funding, and some had been unable to plan as a result of short notice. However, the majority of states conducted some planning activities. Specifically, these states had attempted to diversify funding sources, refocus efforts, reprioritize, and increase program marketing.

Regarding program capacity, there was some evidence that the movement had the ability to sustain itself. This was supported by stable staffing, the prevention focus of the movement, and increased fiscal tracking and tobacco control education. However, there was anxiety regarding future funding and partners said that there was not adequate funding to implement school based programs.

Except one, all other states in our evaluation had experienced significant changes in their programs as a result of funding reductions or the threat of reduction. Unlike New Mexico, they reported reduced staff, a refocusing of the movement towards policy and the

#### New Mexico Program Structure & Administration

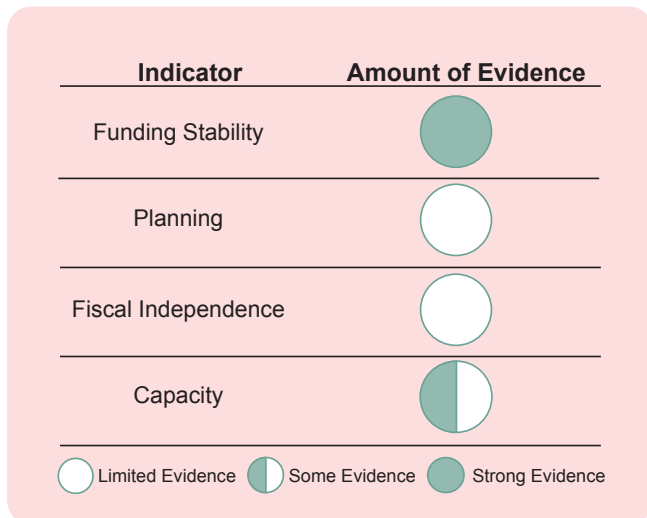


#### What is Funding Stability & Planning?

For a program to consider long-term provision of services, it must first have some financial stability. Funding stability and planning includes:

- Level funding available on a long-term basis;
- Strategies to deal with funding changes;
- Identification of various funding streams; and
- Funding to implement the program.

#### New Mexico Funding Stability & Planning

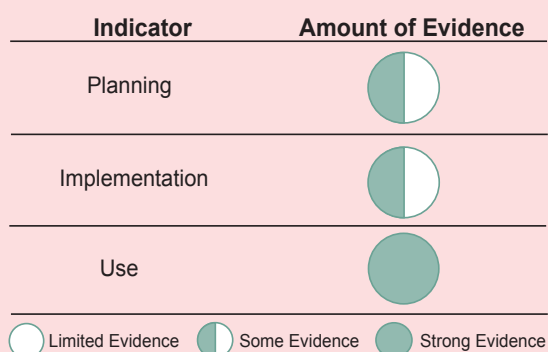


### What is Program Surveillance & Evaluation?

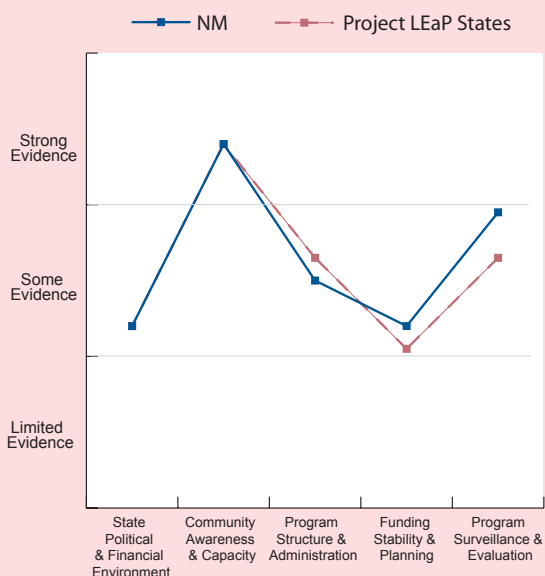
The dissemination of successful program results influences program continuation and support. Strong program surveillance and evaluation includes:

- Planning for surveillance and evaluation activities;
- Implementing these activities on a regular basis; and
- Using the information obtained to educate others.

#### New Mexico Program Surveillance & Evaluation



Evidence of Sustainability: New Mexico Compared to Project LEaP State Average



reduction or elimination of many of their core programs (e.g., statewide programs, community efforts).

I don't think it's [funding] a hundred percent secure. I think every year we have to fight for it. But I don't see us completely losing it. I don't know how to do it [secure funding], except compared to other states, we're not as in dire straits as other states.

### Program Surveillance & Evaluation

New Mexico's movement had *some evidence* (2.3) of sustainability regarding *Program Surveillance & Evaluation*. This was due to many aspects, including a plan to complete a comprehensive program evaluation in the following 24 months. The state also reportedly participated in eight key surveillance activities. These included the BRFSS, YRBSS, CPS, ATS and PRAMS. Still, surveillance was considered moderately inadequate in the state.

We also employ very significant dollars into rigorous evaluation of every program, we're hoping to have very significant outcomes in terms of statistical significance in reducing substance abuse across the board, which includes tobacco. TUPAC requires evaluation for the prevention programs they fund. The pool of qualified evaluators in the state is really growing and that has a significant impact on the flow of dollars.

The movement had used the information provided from its surveillance efforts to inform both the public and political decision-makers about outcomes. Like New Mexico, many of the other Project LEaP states also reported a plan to conduct a comprehensive movement evaluation. Though all had participated in a high number of surveillance activities, New Mexico had participated in the most.

### Sustainability Across Project LEaP States

New Mexico's sustainability profile is similar to that seen in other Project LEaP states. For most domains, sustainability varied across states (see graphic to the left). Nearly all states fell within the some evidence of sustainability range for most domains. There were two domains in which strong evidence was found for any state: *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.



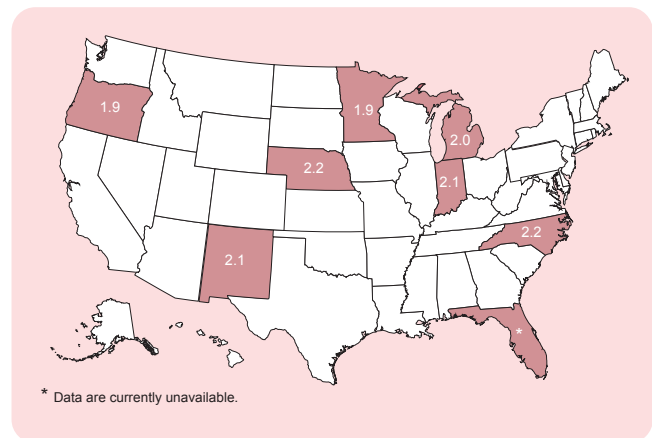
In contrast, the *Program Structure & Administration* domain showed variability in the scores between states. While most states had at least some evidence of sustainability, two were found to have strong evidence and one to have limited evidence. Planning set many states apart in this domain. Not only 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 and 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 variance 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 not used the results to broadly market themselves.

## Report Highlights

- Overall, New Mexico had a moderate level of sustainability. It had neither the lowest nor highest level of sustainability for any one of the five domains.
- Of all five domains, *Community Awareness & Capacity* had the most evidence of sustainability for New Mexico and *Funding Stability & Planning* had the least.
- Overall, the Project LEaP tobacco control programs' levels 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.

Overall Sustainability Scores for Project LEaP States



### Check out the complete Project LEaP New Mexico Report 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*

Have questions or comments?  
Email Angela Recktenwald at [ctr@slu.edu](mailto:ctr@slu.edu)

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



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