Title
Center for Tobacco Policy Research at Saint Louis University. Project LEAP. Minnesota

Author
Jenine Harris

Publication Date
2005-10-05

Project LEaP
Linking Evaluation and Practice

INTRODUCTION

Minnesota

This report provides an overview of Project LEaP and summary highlights from the series of four reports presenting Minnesota evaluation results.

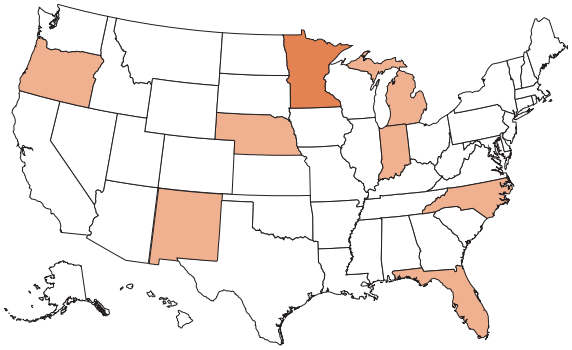
Produced by: Center for Tobacco Policy Research at Saint Louis University

http://ctpr.slu.edu

October 2005

In 2004, the Center for Tobacco Policy Research (CTPR) partnered with Minnesota and seven other states to evaluate how unstable state financial climates were affecting state tobacco control movements 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, movement capacity, and the effects of funding reductions on movement implementation.

Project LEaP States



Methods

Information about the Minnesota tobacco control movement was acquired in the following ways: 1) a movement background survey completed by the MN Department of Health (MDH); and 2) key informant interviews with 24 key tobacco control partners. To identify these partners, MDH named the agencies that played a significant role in the 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 August, 2004.

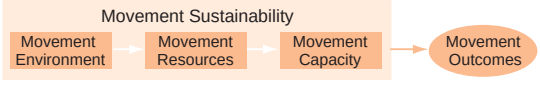
Participating Partners in Minnesota's Network

- MN Department of Health
- American Cancer Society
- American Heart Association
- American Lung Association
- ANSR
- B-Team
- Blue Cross Blue Shield of MN
- Loveland Communications
- MN Department of Human Services
- MN Partnership for Action Against Tobacco
- MN Smoke-Free Coalition
- Park Nicollet Health Service
- St. Louis County Public Health
- Street Factory Media
- Tobacco Law Center
- University of Minnesota-Boynton Health Service

The Report Series

Previously, the CTPR disseminated *preliminary* evaluation findings in the report, *Minnesota tobacco control: Stepping up to the challenge*, 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 movements.

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

Movement Environment

- Minnesota's economic climate was described as poor to fair due to consecutive years of large budget deficits.
- Most partners reported that Governor Pawlenty was not supportive of tobacco control. However, some were reluctant to characterize the Governor as unsupportive, but felt he was only vocally supportive.
- The Legislature's support for tobacco control activities was described as mixed. The Democratic Senate and some key champions were thought of as supportive while the Republican Legislature was unsupportive.
- Partners described the tobacco industry as having a strong but covert presence in the state that negatively affected the tobacco control movement.

Movement Resources

- The cut in funding for the Minnesota Department of Health (MDH) led to reduction or elimination of movement components and impacted the efforts of many partners.
- Tobacco control funding administered by Blue Cross Blue Shield of MN and Minnesota Partnership for Action Against Tobacco allowed for several tobacco control efforts to continue, particularly in the area of cessation.
- On average, partners' staffing levels were neither adequate nor inadequate. For those with inadequate staffing levels, most had either reductions in staffing or staff that spent only a portion of their time on tobacco control issues.
- Program evaluation activities were somewhat inadequate due to budget constraints. However, surveillance activities were considered moderately adequate.

Movement Capacity

- MDH's knowledgeable, and dedicated staff was considered a major facilitator to Minnesota's tobacco control movement.
- Partners viewed the tobacco control network as effective but not as strong as it could be, due to negative political influence.
- 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.
- MDH, ACS, and Smoke-Free Coalition exerted the most influence over Minnesota's contact network.

Movement Sustainability

- Minnesota's profile showed a moderate level of sustainability. It was similar to the profiles of other Project LEaP states.
- The *Community Awareness & Capacity* domain had *strong evidence* for contributing to movement sustainability mostly due to a strong and effective grassroots network.
- Despite no strategic plan at the time of the evaluation, strong partner communication and staff support and expertise helped Minnesota have *strong evidence* of sustainability in the *Structure and Administration* domain.
- The low score on *Funding Stability & Planning*, the lowest of all Project LEaP states, was due to funding instability and a lack of capacity as a result of funding reductions.

Inquiries should be directed to Nancy Mueller at (314) 977-4027 or 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.

The Tobacco Control Movement

ENVIRONMENT

Minnesota

Project LEaP
Linking Evaluation and Practice

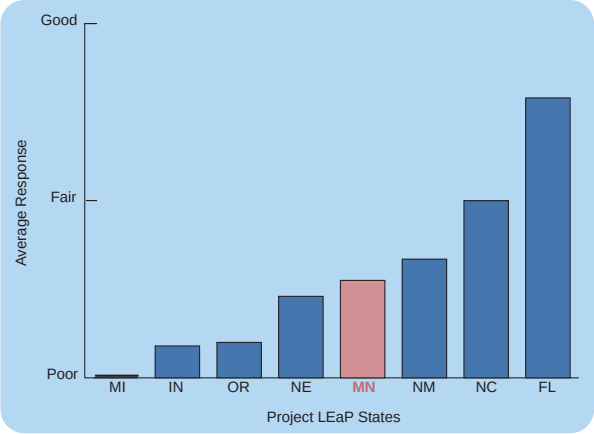
*This is the **first** report in a series of four presenting evaluation findings from Project LEaP.*

October 2005

ENVIRONMENTAL 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 movement, how those resources are used, and the ability of a movement to effectively and efficiently function. This report presents the findings about Minnesota's tobacco control movement 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 movement operates. At the time of the Project LEaP evaluation, the prevalence of smoking among adults in Minnesota was approximately 21.8% of the population, nearly the same as the national average of 21.7% (BRFSS, 2002). Also, about 26.6% of 12th graders and 14.7% of 9th graders were current smokers (MSS, 2004), a decrease from 42.1% and 29.9% seen in 1998 (MSS Trends 1992-2004, 2005). Although Minnesota has made progress, the youth smoking rate was still higher than the national average of 21.9% (YRBSS, 2003).

Perceived State Financial Climates: State Comparison



The state climate can also be affected by the high economic costs associated with smoking. In Minnesota, smoking costs about $1.9B annually in healthcare expenses (TFK, 2002). This includes about $428M per year in Medicaid expenditures (TFK, 2002). In addition to healthcare costs, smoking also costs Minnesota an estimated $1.3B 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. As of 2003 approximately 76% of Minnesota employees were protected by non-smoking polices in the worksite, which was up from 66% in 1999 (Secondhand Smoke in MN, 2003). In addition, in 2003, 76% of Minnesota's residents reported they had a rule that smoking was not allowed in their home, an increase from 66% in 1999.

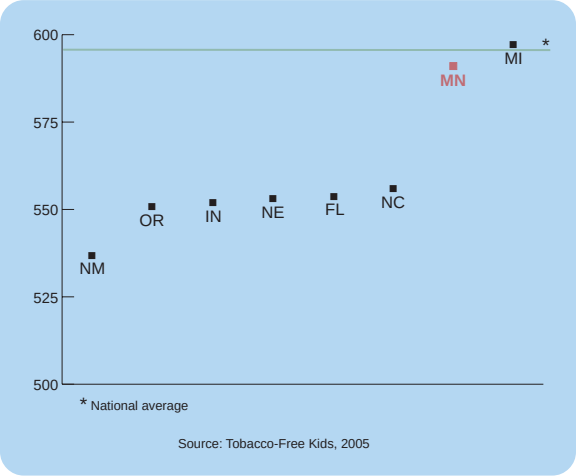
State Economic Climate

One of the most important environmental aspects associated with tobacco control is the state economic climate. Partners indicated the economic climate in Minnesota was poor (45%) to fair (55%) (see adjacent graphic).

> We're better than we were last year. We're better than we were the year before. But it's still not the type of financial climate where we are probably going to see any increased funding for tobacco control.

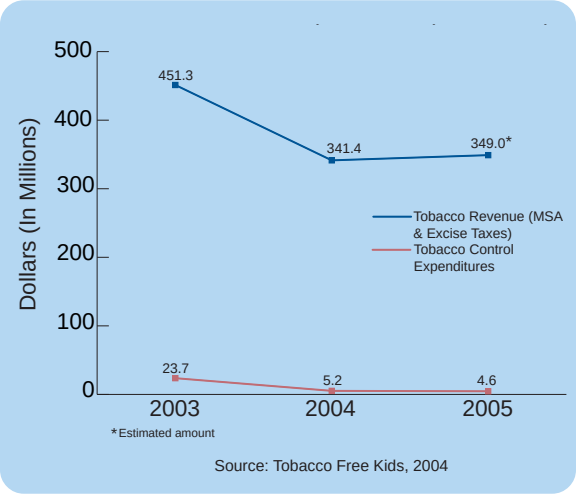
Reasons for the poor perception of the state economic climate stemmed from consecutive years of budget deficits. During Project LEaP, Minnesota was experiencing a budget shortfall which had decreased compared to the previous FYs. However, partners felt the duration of this deficit would last for at least another two years.

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



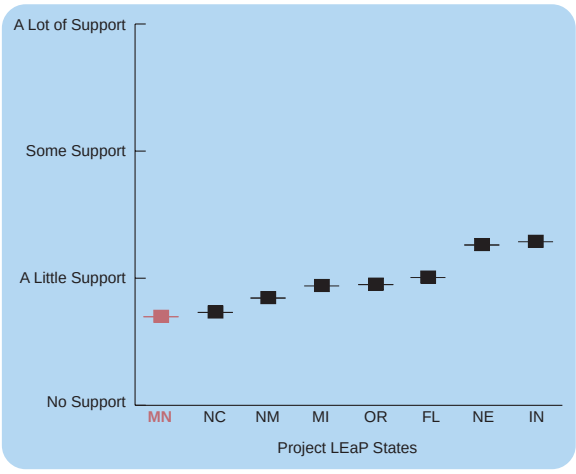
Source: Tobacco-Free Kids, 2005

Minnesota Annual Tobacco Revenue and Tobacco Control Expenditures (2002-2004)



Source: Tobacco Free Kids, 2004

Perceived Political Support for Tobacco Control: State Comparison



They did not think this timeframe could be shortened as long as current political leadership was in place due to the Governor's pledge of no new taxes.

> Poor was one of the earlier choices, and that is very much the case. I think it's only two years ago that we elected a Republican Governor and the Republicans got control of the House. This Governor pledged no new taxes at the same time that we met an enormous deficit; at least the biggest one that we've ever faced as a state.

Minnesota's economic climate had a negative impact on tobacco control funding. Total funding for the movement dropped from $42M in FY03 to $27.5M in FY05. The drop was primarily due to a reduction in state funding for the Minnesota Department of Health (MDH). In FY03 the state contributed $22.6M to the total funding, but by FY05 they contributed just over $3.3M, an 85% reduction in funding. This change in funding caused MDH to shift towards more community-based efforts, including secondhand smoke (see *Resources* report for more information).

> We had a big statewide program, which included Target Market as well as several statewide grants. And all of those ended [when funds were cut]. We had to totally revamp our community-based program, which was the only piece that we had left.

State Political Environment

Another significant aspect of movement environment was the political climate in the state. At the time of the evaluation, Republican Governor Tim Pawlenty had been in office for over a year. The Minnesota Legislature consisted of a House of Representatives with a 61% Republican majority and a Democrat led Senate with a 52% majority.

Consistent with the split in political party power, many partners described the political climate as mixed and volatile. Partners identified two areas where the political climate appeared to be split:

- Support for policy *(i.e.*, smoke-free air ordinances) at the state and local levels was different.

> Politically, public policy on the state level is going to be difficult. On the local level, It's going to be much more efficacious. We've got much more opportunity to affect some positive change.

- Tobacco control was a partisan issue in Minnesota. Support was divided between Republicans and Democrats.

> Unfortunately, tobacco control in Minnesota became a Democratic issue. There's a sense in the state that if you're a Republican you're against it, if you're a Democrat you're for it. There are exceptions on both sides, but generally speaking, that's the state we are in right now.

While some partners thought the climate was mixed, many felt that overall it was negative. The main reasons expressed for this perception were:

- The Legislature as a whole and the Governor were not very supportive; and
- There was a no new taxes pledge, inhibiting a tobacco tax from being passed.*

Political Support

Most partners reported that Governor Pawlenty was not supportive of tobacco control. However, some partners were reluctant to characterize the Governor as unsupportive, but rather felt he was only vocally supportive or mixed in support. This was based on public statements that he made, declaring he would sign a statewide smoke-free air bill. Some partners saw this as a sign of support, while others perceived the statements as lip service or "soft" support.

> He's a very health conscious person and recognizes and accepts that secondhand smoke is a health hazard. Although, it also conflicts some with his role of trying to reduce the level of government in the state. So he's been not quite as vocal. He has come out though and pushed in the last two weeks to say that if a statewide bill passed he would sign it and fully support it.

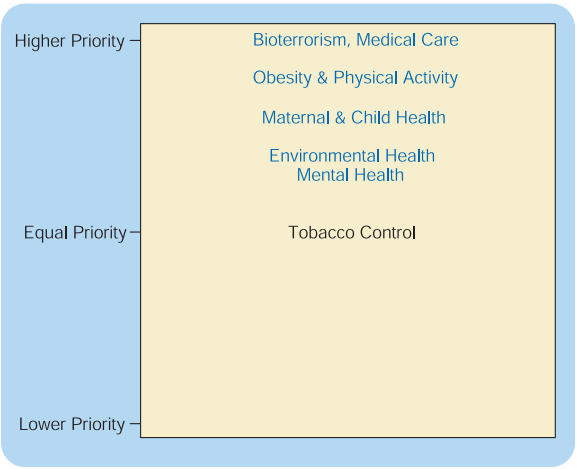
Partners distinguished between the House and Senate in terms of legislative support and reported tobacco control was a very partisan issue in Minnesota. The Senate was seen as at least moderately supportive, while the Republican controlled House was seen as extremely unsupportive. However, some partners grouped both the Senate and the House together, saying they were both unsupportive. Reasons for these feelings included:

- The Legislature drastically cut funding; and
- The Legislature appeared to oppose efforts to reduce tobacco-related disease and prevent initiation.

There were also a number of former champions identified. Former Attorney General Skip Humphrey was a champion for the movement and was instrumental in bringing a successful multi-billion lawsuit against tobacco companies in the late 1990s. Many partners thought that there had been more champions under the administration of former Governor Jesse Ventura. They also mentioned the previous health commissioner, Jan Malcolm, as the voice that persuaded Governor Ventura to support the endowment.

> Some of our biggest tobacco control champions who were in the Senate left. And Governor Ventura was actually great on tobacco and he left. The new Governor and the new administration are not supportive of tobacco. So we haven't had a lot of legislative success and have had to play defense.

Perceptions of Governor Pawlenty's Prioritization of Tobacco Control



Minnesota Tobacco Control Champions

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

Individuals

- Senators John Marty, Scott Dibble, Linda Berglin, and Becky Lourey
- Representative Ron Latz
- R.T. Rybak, Mayor of Minneapolis
- David Thune, St. Paul city council member

Agencies

- ANSR, particularly Jeanne Weigum
- Smokefree Coalition
- American Heart Association
- American Cancer Society
- American Lung Association
- Blue Cross Blue Shield of Minnesota
- Minnesota Partnership for Action Against Tobacco
- MDH and the MDH staff

Former Champions

- Senator Roger Moe
- Attorney General Skip Humphrey
- Health Commissioner Jan Malcolm
- Governor Jesse Ventura

*Recently, a health impact fee of $.75 was imposed on all cigarette sales in Minnesota.

Where Does Minnesota 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
NC[5]	$0.300
VA	$0.300
TN	$0.200
MS	$0.180
MO	$0.170
SC	$0.070

[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.
[5] Effective 9/1/05.

Source: Tobacco Free Kids, 2005

To learn more about movement resources, read the next report, *The Tobacco Control Movement Resources: Minnesota*.

Have questions or comments? Email Nancy Mueller at ctpr@slu.edu

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

Center for Tobacco Policy Research

http://ctpr.slu.edu

Most partners felt there were not enough current champions in positions of power and that more were needed. However, they did list some legislative champions. These included the authors of the statewide smoke-free air legislation, Representative Ron Latz and Senator Scott Dibble. In addition to legislators, many tobacco control agencies were seen as strong supporters of tobacco control. These included the three voluntaries (ACS, AHA, ALA) as well as the Smoke-Free Coalition* and ANSR. At ANSR, Jeanne Weigum was identified as the "go-to" person in terms of tobacco control media.

> ANSR and the Smoke-Free Coalition have been groups that have consistently tried to deal with this issue. In good times and bad times; when we've had money and we haven't had money, they've always been there and they've always looked towards this goal. I can't give them enough credit for that.

The Tobacco Industry

Most partners felt the tobacco industry's presence was strong in Minnesota. They thought that the tobacco industry affected the tobacco control movement in several ways, including limiting MPAAT's ability to focus on secondhand smoke; and derailing the endowment. Also, partners suggested the industry was covert in its activities and used front organizations to combat tobacco control. These organizations included the Chamber of Commerce, Restaurant Association, Minnesota Grocer's Association, and Minnesota Service Station Association.

> They've [tobacco industry] been instrumental in getting a lot of the tobacco settlement money shifted away from tobacco control programs and public health in general. So again, working through the Chamber of Commerce and the Taxpayers League. They're usually working through front groups.

Report Highlights

- Minnesota's economic climate was described as poor to fair due to consecutive years of large budget deficits.
- Most partners reported that Governor Pawlenty was not supportive of tobacco control. However, some were reluctant to characterize the Governor as unsupportive, but felt he was only vocally supportive.
- The Legislature's support for tobacco control activities was described as mixed. The Democratic Senate and some key champions were thought of as supportive while the Republican Legislature was unsupportive.
- Partners described the tobacco industry as having a strong but covert presence in the state that negatively affected the tobacco control movement.

*Since the evaluation, the Smoke-Free Coalition has been reduced to one half-time staff member as a result of funding loss.

The Tobacco Control Movement

RESOURCES

Minnesota

Project LEaP
Linking Evaluation and Practice

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

October 2005

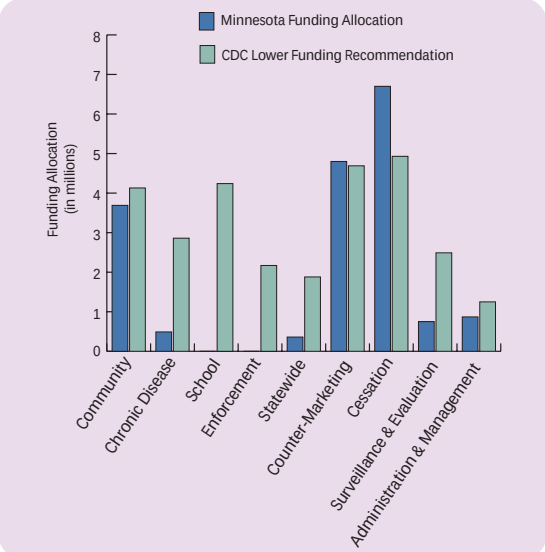
THERE ARE many resources to draw on for tobacco control movement. Specifically a movement may utilize: (1) monetary resources, (2) human resources, and (3) information resources. Monetary resources are important to tobacco control movements because they are needed to fund activities, contracts, and grants. However, it is also important to examine the human and information resources that movements 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, information 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 Minnesota's tobacco control movement.

Monetary Resources

At the time of the evaluation during FY05, Minnesota's tobacco control movement was receiving $27.5M in total funding. This included $4.5M allocated to the Minnesota Department of Health (MDH) from state appropriations ($3.3M) and the CDC Office on Smoking or Health ($1.2M). The limited funding for MDH was a result of an approximate 85% cut in their state appropriation (from $22.6M to $5.1M in FY04 and $3.3M in FY05). Additional funding for Minnesota's overall movement included:

- $15.4M administered by Minnesota Partnership for Action Against Tobacco (MPAAT)
- $7.5M administered by Blue Cross Blue Shield of Minnesota (BCBS of MN)

Funding by BP Category: State Allocation & CDC Recommendation



The decrease in funding for MDH devastated their movement activities and hurt many tobacco control partners' efforts, directly and indirectly. This cut in funding led to the reduction or elimination of movement components such as staff, funding for local agencies, statewide and youth prevention programs. Partners reported the Target Market campaign and its advertising activities were most affected due to its elimination. This had a significant impact on the movement and its prevention efforts throughout the state.

> Target Market was the statewide focus, and that ended along with the 15 plus staff that were involved in that program. All of those youth oriented activities are gone, and even with the strongest groups of youth, it has not been sustained anywhere to my knowledge in the state.

Minnesota's total movement funding was not enough to adequately address all nine of the categories from the CDC's *Best Practices for Comprehensive Tobacco Control Programs* (see adjacent graphic). After the reduction of MDH funding, many allocations for categories

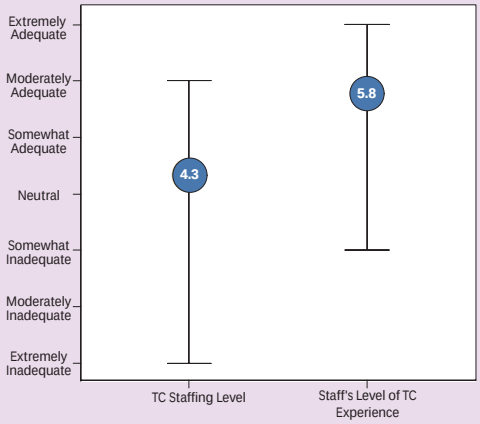
were decreased or even eliminated. The majority of movement funds ($6.7M) were dedicated to *cessation programs* primarily for QUITPLAN[sm] services administered through MPAAT. Of the remaining categories, *school programs* and *enforcement* did not receive any funding at the time of Project LEaP.

> The enforcement is a low priority, but has been maintained just because it was passed as a state law. So the locals are either enforcing that or not; it received no support from the state. School programs have been cut; the only thing that's been maintained is if you received a competitive grant, and so we have maintained some of that in our area.

Human Resources

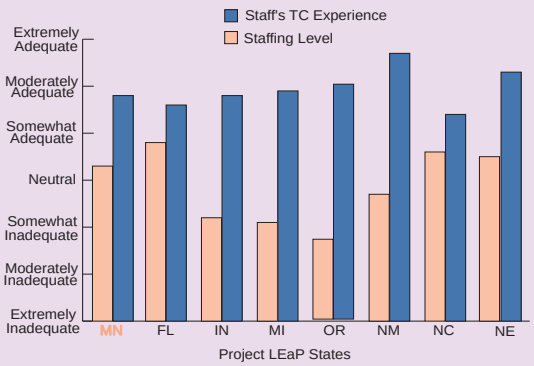
In addition to monetary resources, an adequate number of experienced staff are important to movement implementation. The top left figure illustrates the adequacy of staffing levels and staff's level of tobacco control experience within all partners' agencies. The blue dot indicates the average score of partners' responses and the extending lines represent the range of their responses. On average, partners rated their staffing level as neutral (*i.e.*, neither adequate nor inadequate) with 28% considering staffing levels within their agencies as inadequate. Inadequate staffing was due to reductions in staffing and only a portion of staff's time being devoted to tobacco control. However, despite the range of responses regarding adequacy of staffing level, most partners highly regarded the tobacco control experience of their staff. This pattern was also observed in all of the Project LEaP states (see graphic of state comparisons).

Adequacy of Staffing Level and Experience Within 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

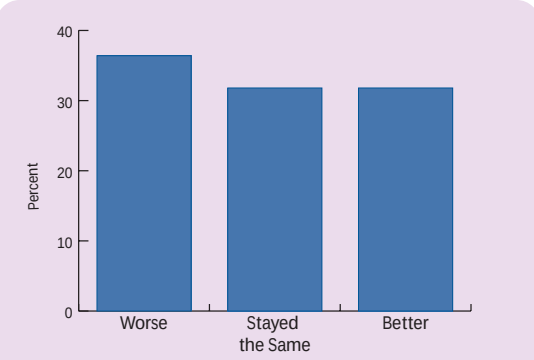


Staff Morale

Approximately one-third of partners reported a decrease in staff morale within their agencies when compared to the previous FY (see bottom left graphic). Reasons for lower morale included changes in funding, reductions in staff, and a lack of political support for tobacco control.

> We've been kind of kicked around for a while. We've just had a couple successes in clean indoor air, but that was the first success we had had in a long time…I'd say it's been a long two or three years. Now money keeps going away; staff keeps going away. And so while it's exciting that there's a lot of action on the local level and we'll see some successes, everything else is pretty challenging.

Change In Staff Morale From Previous FY



Of the remaining two-thirds, many viewed staff morale within their agencies as high, or at least improving. Strong support for tobacco control within partners' organizations and success in policy change (*e.g.*, smoke free ordinances) were considered the main reasons for the boosted morale.

> Morale is good, especially with regard to tobacco prevention, because we're very optimistic. We have momentum right now that we haven't had, I don't think, for the last few years. So it's an exciting time.

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 was not mutually exclusive of the other categories) as they thought it should be for Minnesota.

BP Priority

Counter-marketing programs were ranked as the highest priority for Minnesota, despite a significant reduction in funding for such programs. Reasons for this ranking included the view that counter-marketing activities were one of the most effective strategies for decreasing smoking rates and changing overall social norms. In particular, partners felt *counter-marketing programs* had a large impact on youth.

> That [counter-marketing] is where we have the opportunity to make the most impact...Right now the only media that we have in place are the promotional stuff for the cessation programs that Blue Cross and MPAAT offer. And we really are missing opportunities. It's important that the people continue to hear the message that not only smoking is harmful, second-hand smoke is harmful, and that there are some key things that they can do to address it.

Partners considered *chronic disease programs* as a lower priority for Minnesota. This was due to it being less associated with prevention, focusing more on individual health, and being expensive to implement.

> I would like to see more emphasis placed in prevention. Knowing how expensive and often times ineffective cessation and other treatments are, if we could focus more on the prevention and early onset [as opposed to chronic disease programs], it would be money better spent.

Surveillance & Evaluation

As one of the lead agencies for Minnesota's tobacco control movement, MDH was asked to describe their current level of surveillance and evaluation activities.* MDH indicated their primary focus was surveillance of movement outcomes and that there was a good partnership between MDH, MPAAT, and BCBS of MN to implement such activities. Overall the current level of tobacco surveillance activities was considered to be moderately adequate. Several surveillance systems were being implemented in the state, including the Adult Tobacco Survey, Minnesota Student Survey, and the Pregnancy Risk Monitoring System.

Surveillance of the tobacco industry was also occurring among movement partners. Approximately half of partners were monitoring some tobacco industry activities, including advertising, promotions, lobbying, and event sponsorships (see graphic on page 4).

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

Which Surveillance Systems has Minnesota Used?

- BRFSS
- Adult Tobacco Survey (ATS)
- Youth Tobacco Survey (YTS)
- Pregnancy Risk Assessment Monitoring System (PRAMS)
- Clean Indoor Air Surveys
- Media Evaluation Surveys
- Minnesota Student Survey

*Surveillance and evaluation information is based solely on MDH and does not reflect activities conducted by BCBS of MN or MPAAT

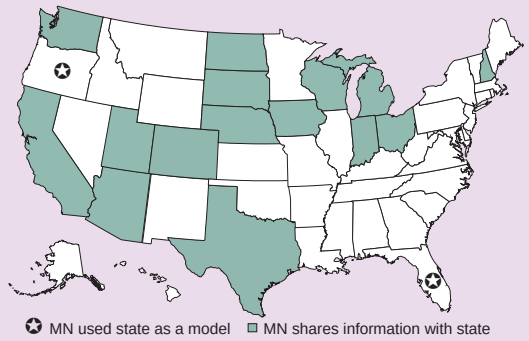
What Tobacco Industry Activities Does Your Agency Monitor?

Activity	Number of agencies monitoring
Advertising	10
Event Sponsorships	8
Lobbying	11
Promotions	9
Other	2

Evaluation of CDC BP Categories: State Comparisons

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

Information Sharing Between Minnesota and Other State Programs



The current level of movement evaluation was described as somewhat inadequate, having decreased due to budget constraints. MDH indicated that previous to 2004 five of the nine BP categories had been evaluated. At the time of Project LEaP MDH was only evaluating cessation programs due to funding cuts.

Sharing Information

In the past year, the Minnesota program shared tobacco control information with at least 15 other states (see map). Minnesota also identified two other tobacco control movements (*i.e.*, Florida and Oregon) that had been useful models for its own movement planning. Specifically, Florida had been looked to in the past regarding their success with marketing programs. Oregon's experience had been used recently in planning for a round of community grants.

Report Highlights

- The cut in funding for the Minnesota Department of Health led to reduction or elimination of movement components and impacted the efforts of many partners.
- Tobacco control funding administered by Blue Cross Blue Shield of MN and Minnesota Partnership for Action Against Tobacco allowed for several tobacco control efforts to continue, particularly in the area of cessation.
- On average, partners' staffing levels were neither adequate nor inadequate. For those with less than adequate staffing levels, most had either reductions in staffing or staff that spent only a portion of their time on tobacco control issues.
- The current level of MDH movement evaluation was described as somewhat inadequate having decreased due to budget constraints. However, surveillance activities were considered moderately adequate.

To learn more about the movement capacity, read the next report, *Tobacco Control Movement Capacity: Minnesota*.

Have questions or comments?
Email Nancy Mueller at ctpr@slu.edu

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

Center for Tobacco Policy Research

http://ctpr.slu.edu

The Tobacco Control Movement

CAPACITY

Minnesota

Report Content

Project LEaP
Linking Evaluation and Practice

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

October 2005

NO 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 Minnesota's tobacco control movement by reviewing the:

- Roles of the movement partners;
- Strategic planning for the movement;
- Movement relationships; and
- Movement strengths and challenges.

Partner Roles

At the time of the Project LEaP interviews, the Minnesota tobacco prevention and control movement was comprised of a variety of agencies and roles. The movement had a unique tri-lead agency infrastructure due to a $6.1B lawsuit settlement in 1998. The tri-lead agency infrastructure consisted of:

- Minnesota Department of Health, Tobacco Use Prevention Program (MDH);
- Minnesota Partnership for Action Against Tobacco (MPAAT); and
- Blue Cross Blue Shield of Minnesota (BCBS of MN).

BCBS of MN developed tobacco prevention and cessation services and other health improvement programs. Of the $6.1B settlement won from the tobacco industry, $202M was used to establish MPAAT, an independent nonprofit organization. Initially, MPAAT focused its program on public policy change, a counter-marketing campaign, and Minnesota's Tobacco Helpline. In 2002, MPAAT was directed by the Court to invest more resources in cessation. Once these services were established, MPAAT was given permission to engage in a comprehensive approach to tobacco reduction by strengthening policies.

The remaining settlement dollars were set aside for state use. MDH was authorized to use 9% of the funds to manage the Tobacco Use Prevention and Local Public Health Endowment. The remaining 76% was allocated by the Legislature to the General Fund.

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

Participating Partners in Minnesota's Network

- MN Department of Health
- American Cancer Society
- American Heart Association
- American Lung Association
- ANSR
- B-Team
- Blue Cross Blue Shield of MN
- Loveland Communications
- MN Department of Human Services
- MN Partnership for Action Against Tobacco
- MN Smoke-Free Coalition
- Park Nicollet Health Service
- St. Louis County Public Health
- Street Factory Media
- Tobacco Law Center
- University of Minnesota-Boynton Health Service

Six of the agencies contracted with MDH or one of the other lead agencies to conduct tobacco control activities in the state:

- University of Minnesota-Boynton Health Service
- Loveland Communications
- ANSR
- St. Louis County Public Health
- B-Team
- Street Factory Media

University of Minnesota-Boynton Health Service was involved in smoking cessation efforts and reducing second-hand smoke among new mothers. They were also involved with data collection for youth smoking prevention. Loveland Communication was partnered with BCBS of MN to provide advertising for cessation programs directed at adults and college students. ANSR's main role was to create more tobacco-free and smoke-free environments in Minnesota by working on tobacco-free park initiatives and apartment building non-smoking policies. St. Louis County Public Health received funds from the Minnesota Youth Prevention Initiative. The B-Team provided education to the community about the effects of secondhand smoke and support for smoke-free ordinances. Street Factory Media provided media and marketing services to MDH and some of its partners.

Smoke-Free Coalition, the statewide coalition, served as the coordinating agency for many of the state partners. They also advocated for the movement and played a large role at the legislative level. The Tobacco Law Center served as legal research experts that provided tobacco control materials and information to the movement. The Department of Human Services was responsible for conducting SYNAR compliance in the state and was involved in drug, alcohol, and tobacco prevention, particularly among youth.

The voluntary and advocacy groups at work in Minnesota included:

- American Heart Association (AHA)
- American Cancer Society (ACS)
- American Lung Association (ALA)

AHA, ACS, and ALA were involved in coordinating local policy, advocacy, and movement activities.

Park Nicollet Health Service, another of the program partners, encouraged medical providers to address tobacco cessation as part of a patient's treatment protocol. Also, some of its staff members served as significant advocates of the movement.

Types of Agencies in All Project LEaP States

Agency Type	NM	FL	NC	MI	IN	NE	MN	OR
Lead agency	1	1	1	1	1	1	3	1
Contractors & grantees	3	2	1	4	5	4	6	1
Coalitions	2	3	3	3	3	3	1	3
Voluntary/Advocacy agencies	2	3	4	3	3	4	4	3
State agencies	3	2	3	0	2	2	1	6
Advisory agencies	0	1	0	2	1	1	1	2
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	MN	FL	IN	MI	NE	NM	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

Given Minnesota's vast history in tobacco control, past partners who played a major role in the success of the tobacco control movement were included in the interview process. Past contracting agencies included in the evaluation were:

- CLEAR
- Stearns County Public Health
- University of Minnesota-Division of Epidemiology, Program Evaluation Assistance Center

Strategic Planning

At the time of the evaluation, MDH had a strategic plan that had been created during the previous two years. This plan did not include provisions for implementing the movement at different funding levels and had changed within the last fiscal year in the following areas:

- Distribution of resources;
- Prioritization of movement outcomes;
- Staffing;
- Efforts to change policy; and
- External partnerships.

MDH had experienced a significant budget reduction as tobacco endowment funds were used to fill state budget gaps. Partners planned for the budget reductions by assessing priorities, meeting with key stakeholders, and looking at other funding strategies and opportunities. However, some partners indicated there was insufficient time to plan.

> Not a lot [of time to plan]. We didn't know what would happen going into session. We had a brand new Governor and a huge deficit, and really didn't know what he would do. We anticipated that he could take all of the funding, which in fact he did.

MDH reported providing technical assistance or trainings in the previous two years on how to evaluate activities and programs to contractors and local grantees. However, there had been no trainings or assistance on how to acquire additional sources of funding to these agencies. MDH also made efforts to market the movement and disseminate movement outcomes to political decision-makers and the public.

Recent Changes to Minnesota's Strategic Plan

Within the past fiscal year, Minnesota's strategic plan changed in the following areas:

1. Distribution of resources;
2. Prioritization of movement outcomes;
3. Staffing;
4. Efforts to change policy; and
5. External partnerships.

Perceptions of MDH

Partners described MDH's staff as knowledgeable, experienced, and dedicated. Additionally, some partners

stated MDH had kept the right focus despite difficult financial and political times. They did so by funding smoke-free air programs that were more effective, albeit more controversial.

> They have great staff, especially Cindy, who has done a good job internally of selling this program. We were all pretty amazed when they came out with the program that we're currently working under, because there were state dollars used for local campaigns.

Partners felt that a major impediment to the movement was that MDH was less effective than it had previously been. This was a result of having to answer to the current administration, which was viewed as unsupportive of tobacco control.

> The largest thing is just that it [MDH] could be more politically supportive. I understand that the Governor's office has kind of a tight rein on what they're doing in terms of distributing funds or allowing for funds to be distributed. But they're being almost too careful about money being used for advocacy or activities that could be perceived as political.

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

The Tobacco Control Network

Sixteen tobacco control agencies were identified as core members of Minnesota's movement. Partners considered the overall tobacco control network in Minnesota to be effective. However, some felt it was not as strong as it should be, particularly in relation to negative political influence. Despite this perception, there were good relationships among agencies and coordinating efforts were made to avoid duplication of activities. Also, several partners felt that local efforts were more effective than those at the state level. In fact, there had been successes in local smoke-free workplace policies.

> The local networks by and large are doing a pretty good job. Sometimes you see that in terms of local ordinances that have come up and been discussed and passed. And we've had some examples recently with some local smoke-free ordinances.

Partners also noted the three lead agencies (MPAAT, MDH, and BCBS of MN) had faced various challenges that impacted their work together. At the time of the evaluation, they were beginning to meet on a more regular basis to coordinate efforts. Additionally, they continued to coordinate to avoid duplication of efforts and to use their resources in the most effective manner. Smoke-free Coalition had also played a lead role in coordinating partners' efforts. However, they were in a transitional phase due to loss of Robert Wood Johnson Foundation funding. Partners feared that the coalition's ability to coordinate would diminish due to

the elimination of these funds.

> Money is a double-edged sword; it absolutely is. But you have to have enough. And Smoke-Free not being funded at this point, having to hustle for money, is going to be a real problem.

Partners mentioned two main ways for improving the overall tobacco control network:

- Increased funding, particularly for the statewide coalition; and
- Increased development and publicity of opportunities to discuss coordination efforts.

State and Grassroots Relationship

Overall, the relationship between the state and local grassroots partners was viewed as supportive and typically good. Grassroots partners were very effective in policy work and many statewide agencies helped support this. However, some partners thought statewide partners were taking control over local efforts as opposed to letting community agencies take more of a leadership role. Others considered the inability of MDH to be involved in advocacy and policy work to be a challenge. This was particularly difficult for those partners receiving funding from MDH.

> The state is severely limited in the degree to which it can be involved in advocacy efforts. And so they aren't a big player in terms of grassroots advocacy.

Partners offered several suggestions for improving the relationship between statewide and grassroots partners:

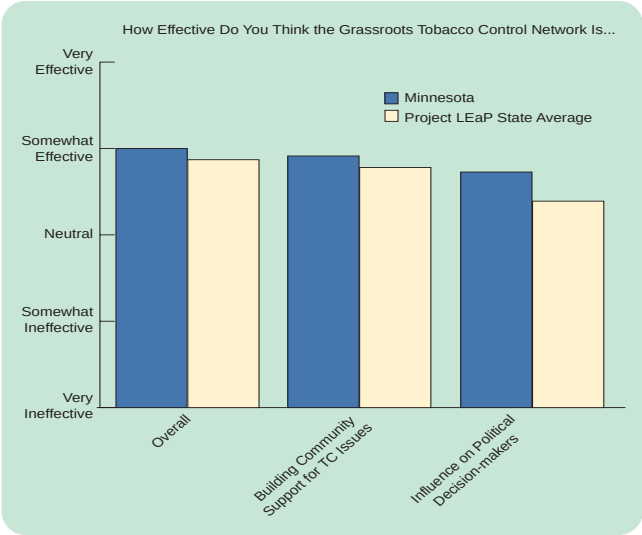
- Increased resources, including staff;
- Open communication and the increased opportunity to coordinate; and
- Maintain a supportive role, behind the scenes, among statewide partners.

Network Relations

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

- Contact - Frequency of contact between agencies
- Money - How money flows between agencies
- Importance - Perceived importance of agencies in Minnesota's tobacco control efforts
- Integration - Extent to which agencies work together to achieve tobacco control goals

Effectiveness of Grassroots Network



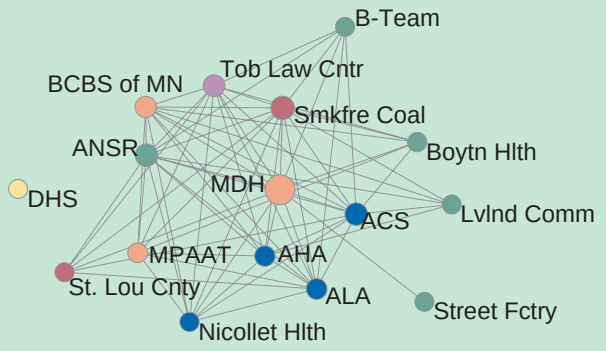
Minnesota Partner Agency Abbreviations

Agency	Abbreviation
MN Department of Health	MDH
American Cancer Society	ACS
American Heart Association	AHA
American Lung Association	ALA
ANSR	ANSR
B-Team	B-Team
Blue Cross Blue Shield of MN	BCBS of MN
Loveland Communications	Lvlnd Comm
MN Department of Human Services	DHS
MN Partnership for Action Against Tobacco	MPAAT
MN Smoke-Free Coalition	Smkfre Coal
Park Nicollet Health Service	Nicollet Hlth
St. Louis County Public Health	St. Lou Cnty
Street Factory Media	Street Fctry
Tobacco Law Center	Tob Law Cntr
University of Minnesota-Boynton Health Service	Boytn Hlth

Agency Type Key

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

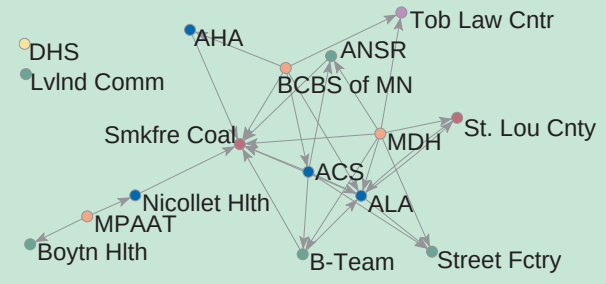
Quarterly Contact Among Minnesota Partners (More than Quarterly)



What does the Minnesota Contact Network Show?

- Over half of the agencies in the network had more than quarterly communication with each other.
- Communication among partners was less centralized compared to the other Project LEaP states; there were several agencies that exerted influence within the network.

Exchange of Money Between Minnesota Partners



What does the Minnesota Money Network Show?

- MDH provided funding to the most agencies interviewed, however several agencies provided funding to others in the network.
- Minnesota's money network was the most connected compared to other Project LEaP states.

From the information provided by 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 MDH, ACS, and Street Factory Media. ACS did not have a direct connection with Street Factory Media, but both had contact with MDH. As a result, MDH acted as a bridge between the two and had more influence, and a larger node, within the network.

The Minnesota network had a high level of contact between agencies. Just over half of the agencies in the network had more than quarterly communication with each other. While MDH had the most influence over the network, two other agencies, Smoke-Free Coalition and ACS, were moderately influential as well. The node size of these three agencies indicated that they were most central to the network. This indicates the three agencies exerted a larger amount of control than the other agencies and were more central to the network. However, the network was the least centralized of all Project LEaP state contact networks. Many agencies were involved and influential within the network.

The contact network was fairly 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 similar to the other Project LEaP contact networks.

Money

In the money exchange network, an arrow between two agencies indicates the direction of money flow between partners. Of the partners interviewed, MDH provided the most funding to other partners, which was consistent with its role as a lead agency. By providing the most funding to the other interviewed partners, MDH had the highest level of influence over funding in the network.

Compared to money flow networks in other participating states, the Minnesota network was the most connected. In other words, there was more exchanging of funds in Minnesota than in other Project LEaP states. This was illustrated by the number of agencies that provided funds as well as those who received money from more than one funding source.

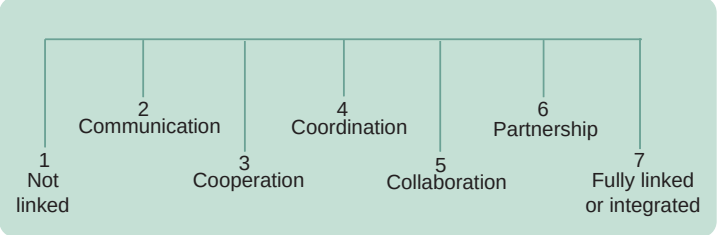
Importance

The importance network shows how important partners thought other agencies were to the overall tobacco control movement. An arrow connects two partners when the originating partner feels the receiving partner is *extremely* important to the movement. As indicated by the fairly uniform node size, most agencies were viewed as equally important to the network. MDH was selected by the most agencies as extremely important. Other agencies that were seen as extremely important by five or more agencies were Smoke-free Coalition, BCBS of MN, ACS, ALA, and MPAAT. The level of importance among agencies in Minnesota is typical among other Project LEaP states.

Integration

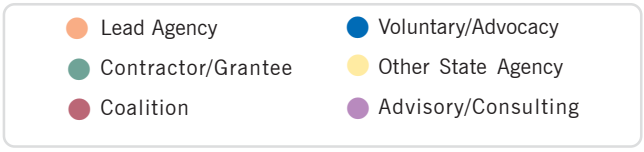
The integration network shows the extent of the relationship between partners. A line between two partners means the partners *at least coordinated* with each other to achieve movement goals (see integration scale below).

Integration Scale

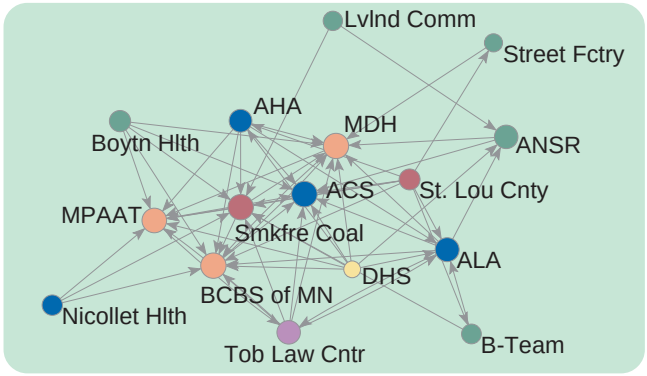


Although MDH was more integrated than most agencies in the state, BCBS of MN and ACS were the most integrated within the network. This indicated these three worked closely with many of the other agencies. This was not typical in comparison to other Project LEaP states in that their lead agencies were generally the most integrated in their networks. The integration network was more connected than average and was fairly efficient compared to other Project LEaP states. Minnesota was also the least centralized, which is seen graphically where a number of nodes were similar in size. This indicated that several agencies were influential in the integration network.

Agency Type Key



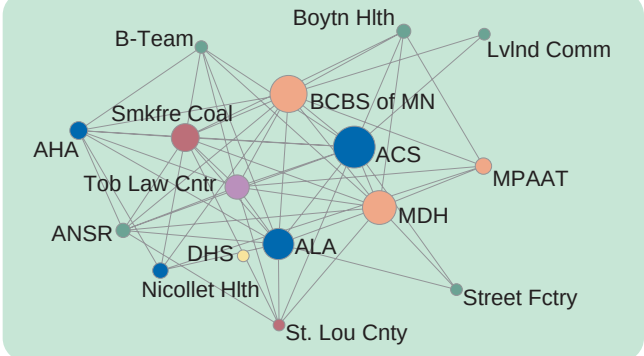
Perceived Importance of Minnesota Partners to the Program



What does the Minnesota Importance Network show?

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

Integration Between Minnesota Partners



What does the Minnesota Integration Network Show?

- MDH, BCBS of MN, and ACS had partnerships with the most other agencies in the network.
- Compared to other Project LEaP states, the Minnesota integration network was less centralized.

How Do Minnesota'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

Strengths and Challenges

Partners identified three major strengths of the movement:

- The commitment and resiliency of the individuals working in tobacco control;
- The strong collaboration and coordination of the partners in the network; and
- The long history of tobacco control in the state.

> We do have a very strong movement, and that supersedes some of our highs and lows. We are very passionate, dedicated individuals and organizations that continue to find ways to move forward.

> The strengths include a long history of interest in tobacco control. We have a long history in public health in general, but [tobacco control] has been an issue for well over 20 years.

Challenges for the program included the instability of financial resources for tobacco control and the lack of support and leadership from state policy-makers.

> Lack of resources[is a challenge]. We have talented and motivated leaders. But at the end of the day, they need resources to make changes and to fight against a tobacco industry that is well funded.

> The major weakness of our tobacco prevention program is how polarized politically the issue of tobacco is, and how much work we have to move forward to help build leaders on both sides of the aisle.

Report Highlights

- MDH's knowledgeable, experienced, and dedicated staff was considered a major facilitator to Minnesota's tobacco control movement.
- The major impediment to the movement was the bureaucracy MDH experienced as a state administered program.
- Partners viewed the tobacco control network as effective but not as strong as it could be, due to negative political influence.
- 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.
- MDH, ACS, and Smoke-free Coalition exerted the most influence over Minnesota's contact network.

To learn more about movement sustainability, read the next report, *The Tobacco Control Movement Sustainability: Minnesota.*

Have questions or comments?
Email Nancy Mueller at ctpr@slu.edu

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

Center for Tobacco Policy Research

http://ctpr.slu.edu

The Tobacco Control Movement

SUSTAINABILITY

Minnesota

Project LEaP
Linking Evaluation and Practice

*This is the **fourth** report in a series of four presenting evaluation findings from Project LEaP.*

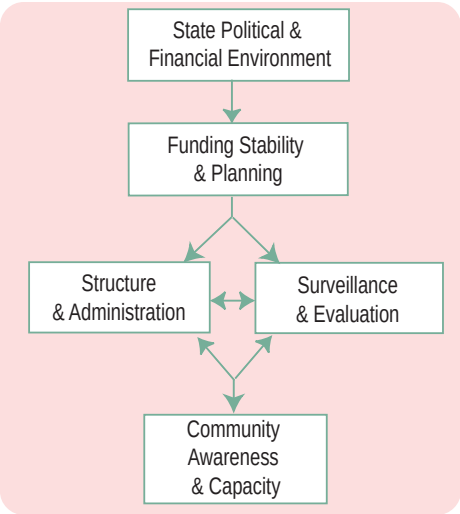
October 2005

In 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 its 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 movement 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 program 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 begin to address them in the future. Movements will be better equipped to plan and make decisions that will help increase their staying power and shorten the rebuilding time should funding return.

Domains of Tobacco Control Program Sustainability



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) Structure & Administration
4) Funding Stability & Planning
5) Surveillance & Evaluation

The main purpose of the framework is to help states in their strategic planning activities. By assessing sustainability, movements can obtain a better understanding of where they are, how they can capitalize on their strengths, and address their challenges. A secondary use for the tool is to examine movements across states, allowing for greater information-sharing among movements.

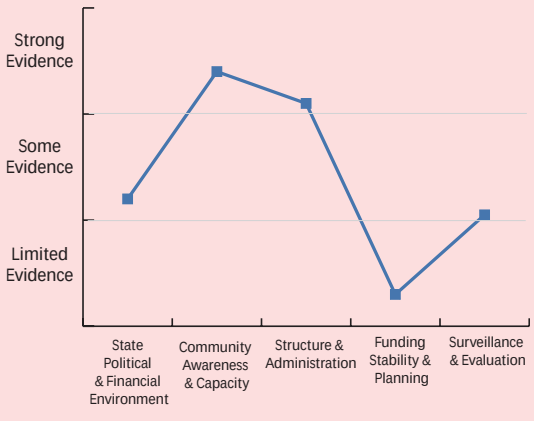
The Sustainability Framework

Example of Scoring Table

Indicator	Example Data Obtained	Amount of Evidence
Planning for Surveillance & Evaluation	No plans to conduct 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 movement's efforts, the public, or policy-makers	○

○ Limited Evidence ◐ Some Evidence ● A lot of Evidence

Overall Minnesota Sustainability



It is important to note that all five domains are interrelated. For example, a state's environment regarding tobacco control often influences movement funding stability and planning. In turn, a movement's ability to successfully implement their movement, 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 was 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. Sustainability information for all eight states will be made available on the CTPR website (http://ctpr.slu.edu) in the near future.

Minnesota's Sustainability

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

State Political & Financial Environment Domain

Minnesota's *State Political & Financial Environment* showed *some evidence* (1.8) of contributing to the movement's sustainability. Partners reported some positive public support for tobacco control at the local level, especially

with Bloomington, Minneapolis, Duluth, and Moorhead passing local smoke-free air ordinances. However, regarding state level political support, the majority of partners (67%) felt they received no support for tobacco control from Governor Pawlenty. Partners thought tobacco control was lower in priority for the Governor as compared to other public health issues (*e.g.*, bioterrorism and environmental health).

> He [the Governor] pretty much, in realigning the state budget, swept the money away from tobacco control and has made public statements to the effect that it's not the state's role to be involved He's not a friend of tobacco control.

Partners distinguished between the House and the Senate in terms of support and reported tobacco control was a very partisan issue in the state. The Senate, controlled by Democrats, was considered at least moderately supportive while the Republican-controlled House was seen as extremely unsupportive.

> At the state level, it's [the climate regarding tobacco control] very different between the Senate and the House, with the Senate being pretty supportive; frankly we are counting on the Senate to prevent the House from doing terrible things to us.

Despite reporting an unsupportive Governor and House, partners named many politicians as champions of the movement who were influential in the decision-making process. These included Senators Scott Dibble, Linda Berglin, and Becky Lourey, Representative Ron Latz, and Mayor R.T. Rybak of Minneapolis. When compared to other Project LEaP states, Minnesota's experience was somewhat common. Most states reported minimal or mixed support from the Governor and Legislature but were able to name a number of political champions. Also similar was the strong tobacco industry presence in Minnesota. This presence was described as overt, with the industry using front organizations that had influence at the state and local levels.

> I know their influence is there just because we know more about the tobacco industry than the average person, and all the signs are there. But they have done a very good job of staying behind the scenes so that it's not clear they're involved.

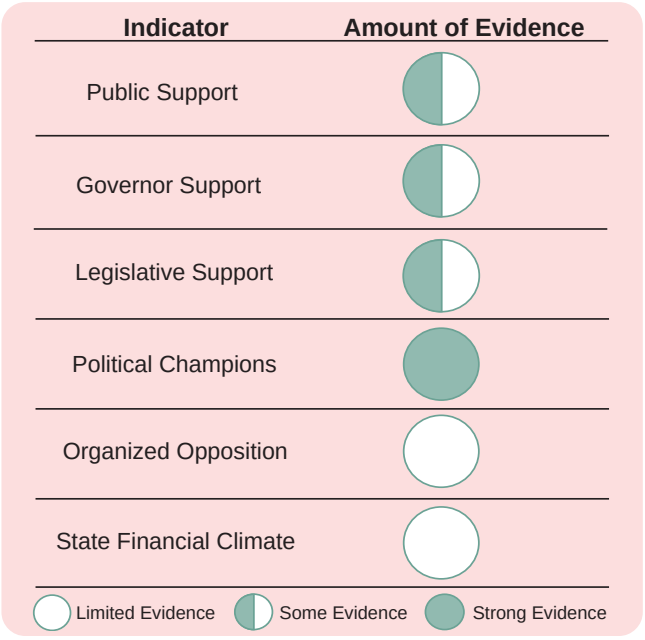
As far as the state financial climate, partners described the overall climate as at best fair. There were budget shortfalls in the previous and current FYs. With a past deficit of over $4B, many partners could not see any immediate relief. Additionally, the tobacco endowment was eliminated to balance the budget and the Governor pledged no new taxes. As a result, many state programs received significant reductions in state based funding.

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.

Minnesota *State Political & Financial Environment*



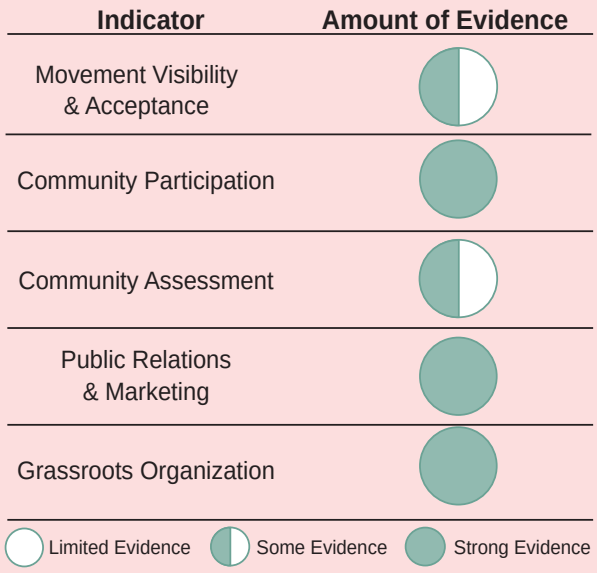
> The financial climate is at a very low end compared to what it has been in the past. There have been budget cuts all across the board in local and state government. All of the tobacco endowment funding from the lawsuit is gone.

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.

Minnesota *Community Awareness & Capacity*



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.

Community Awareness & Capacity Domain

The *Community Awareness & Capacity* domain had *strong evidence* (2.6) of contributing to movement sustainability. This high score was mainly due to *strong evidence* in the following three indicators: community participation, public relations and marketing, and grassroots organization.

When relating community participation to sustainability, an effective grassroots network allows for movement recognition and engagement of community members. Partners felt the grassroots network in Minnesota was not only effective at building community support, but at influencing political decision-makers as well. The grassroots network was very effective at policy work with many statewide agencies supporting it.

> I know that when you look back to when we were in the face of losing our endowment dollars, a lot of our state partners really helped facilitate conversation at the grassroots level to enable us and empower us to start advocating that we keep these moneys.

Another effective means to increase community awareness and capacity is through public relations and marketing. While the only marketing strategy employed was mobile marketing, the Minnesota tobacco control movement used this method to actively market itself to both political decision-makers and the public.

The organization of local community members into formal networks also plays an integral role in increasing community awareness and capacity. The Minnesota tobacco control network included both statewide and local coalitions. These coalitions had paid full-time staff, indicating an independence from the statewide movement.

Movement visibility and acceptance relies heavily on media involvement. Most partners described receiving at most some support from the media for tobacco control activities. Partners described a high level of visibility at the local level where there had been a flurry of action on smoke-free air ordinances, but that acceptance at the statewide level was lower.

Other influences that helped to determine the *Community Awareness & Capacity* domain score included Minnesota's participation in community assessment. The program participated in the following surveillance activities:

- Behavioral Risk Factor Surveillance System (BRFSS)
- Adult Tobacco Survey (ATS)
- Youth Tobacco Survey (YTS)
- Pregnancy Risk Assessment Monitoring System (PRAMS)
- Smoke-free air surveys

These activities helped to identify the needs of the community and contribute to the evidence for community assessment. However, the program attempted to obtain information about populations with tobacco-related disparities only through internal agency review and interactions with population representatives. Together these activities indicated only some evidence of understanding the communities in which the movement works and using the information to better reach community members.

MDH's marketing efforts were lower than other Project LEaP states. While most reported the use of many marketing modes, Minnesota only used one method. Similarly, Minnesota was below average in its efforts regarding tobacco-related disparities. Only two other Project LEaP states used fewer strategies to assess the needs of populations with tobacco-related disparities.

Structure & Administration Domain

For *Structure & Administration*, Minnesota showed *strong evidence* (2.4) of sustainability. Both the fiscal monitoring and fiscal policies indicators showed some evidence of sustainability. Instead of a full-time fiscal manager, MDH had a fiscal manager devoting 60% of their time to monitor the organization's policies and procedures and manage the tobacco control movement finances. Also, contracts and grants were managed with the use of fiscal guidelines and policies put forward by MDH. It was unclear if they were effective in ensuring whether the movement achieved their intended results and resources were used consistently with the agency's mission.

In relation to program goals, most partners were aware of those outlined by MDH and agreed with them. Key stakeholders were involved in movement planning for the funding reductions. Both of these factors indicate a high level of partner involvement in the movement. Despite the clear communication of the movement goals, MDH did not have a strategic plan at the time of the evaluation. However, as of April 2005 a new plan was being developed.

> The budget cut certainly changed things. People had to go back and revisit what they were going to do and try to figure out how

Summary of Counter-Marketing/Media Strategies: State Comparison

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*	✓	✓	✓	✓			✓	

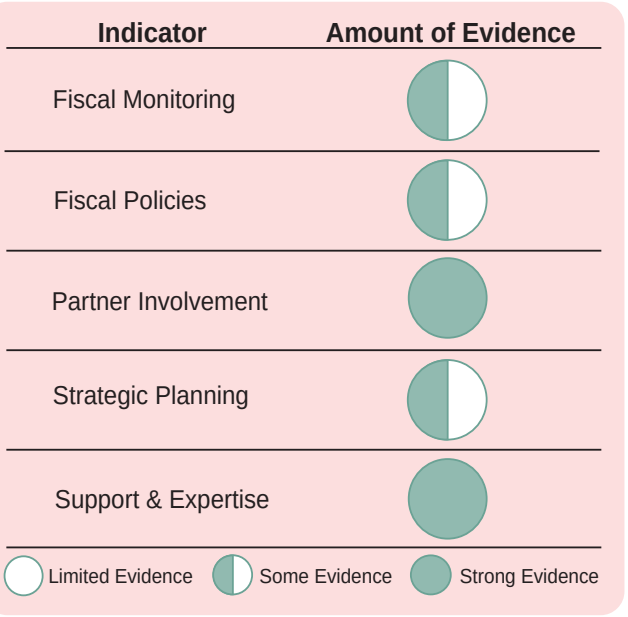
*Other media strategies used: NE - Movie theater slides; IN - Events; MI - Posters and Fliers; MN - Mobile marketing; NM - Media literacy
+Media strategies are based solely on MDH efforts and may not reflect those of its partners.

What is *Structure & Administration*?

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

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

Minnesota *Program Structure & Administration*



to adapt and readjust. MDH went through a whole thoughtful process about, okay if we're down to 3.4 million what do we do with that? They got community input to that.

The final indicator involved in *Program Structure & Administration* is a program's level of experienced staff and its ability to offer technical support and training to its partners. In Minnesota, partners suggested their tobacco control staff's level of expertise was moderately adequate and the adequacy of the staffing level was somewhat adequate. MDH also reported giving both technical assistance and trainings to contractors and local organizations in the past two years.

In most other Project LEaP states, partners also agreed with the lead agency's movement goals. Similar to Minnesota, many states showed evidence of making plans to achieve the goals as a group. However, Minnesota was one of only two Project LEaP states that did not have a strategic plan in place at the time of the evaluation.

What is *Funding Stability & Planning*?

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

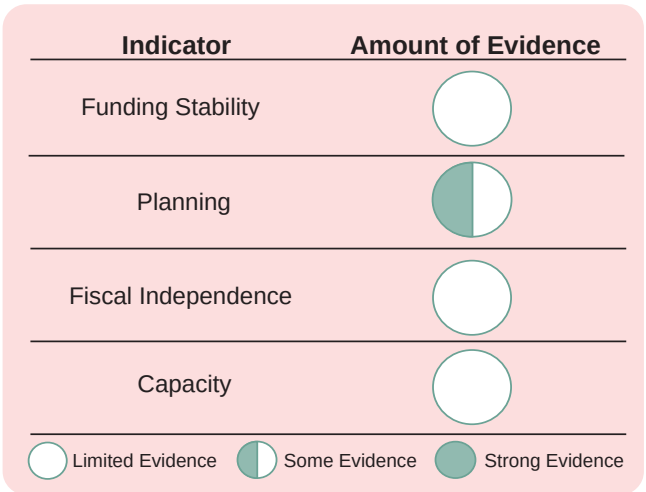
- Level funding available on a long-term basis;
- Strategies to deal with funding changes;
- Identification of various funding streams; and
- Funding to implement the movement.

Funding Stability & Planning Domain

Funding Stability & Planning for Minnesota was considered to have *limited evidence* (1.2) of sustainability. From the two previous fiscal years to the current fiscal year, movement funding had consistently changed. Funding first drastically decreased and then somewhat increased. In conjunction, it was expected to increase once more in the following fiscal year. These changes indicated funding instability which can affect the overall efforts of the movement.

> Overall, the budget cut severely hurt the program. Not only did they lose a significant amount of money that went out primarily to local groups, local organizations and agencies to do work, they lost a lot of staff. And the staff positions creates a problem because not only are you losing a knowledge base, but it also creates a climate within the agency that affects morale.

Minnesota *Funding Stability & Planning*



In response to the reductions many partners assessed and reassessed priorities while others met with key stakeholders. Like Minnesota, 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 movement marketing.

Partners from other Project LEaP states also attempted to increase their fiscal independence. However, MDH reported not providing technical assistance or trainings on how to acquire additional sources of funding. Despite this, movement partners still sought out other funding

resources after the funding reductions.

Regarding movement capacity, there was limited evidence that the movement had the ability to sustain itself. Although the staff was experienced, the quantity was only somewhat adequate for movement needs. Evidence of this was seen when half of the partners cited a reduction in tobacco control movement staff due to budget constraints. As a result of the funding loss, statewide, counter-marketing, and youth programs were eliminated. In addition, there was a reduction in community efforts and a shift of program focus.

> They eliminated the entire Target Market advertising and the Target Marketing Youth Organization, the youth organizing effort around the state. The focus was also changed in the current fiscal year toward education about secondhand smoke, and smoke-free places.

Surveillance & Evaluation Domain

Minnesota's program had *some evidence* (1.9) of sustainability in regard to *Surveillance & Evaluation*. At the time of the evaluation, MDH indicated no plans to conduct a comprehensive evaluation in the next 12-24 months and evaluation plans were not written into a strategic plan. Without any specific plans laid out, implementation of surveillance and evaluation was limited. Despite participating in five key surveillance efforts, surveillance activities were considered somewhat inadequate by MDH.

Regarding evaluation implementation, MDH had not conducted an outcome evaluation of the overall tobacco control movement in the previous fiscal year. Furthermore, it was not participating in any key evaluation activities. Compared to other Project LEaP states, Minnesota was one of two that monitored one or fewer key evaluation activity. Other states reported monitoring four or more.

Another important aspect of *Surveillance and Evaluation* is the use of the information obtained through these activities. Like most Project LEaP states, MDH reported disseminating movement outcomes to both political decision-makers and the public over the past two years.

Sustainability Across Project LEaP States

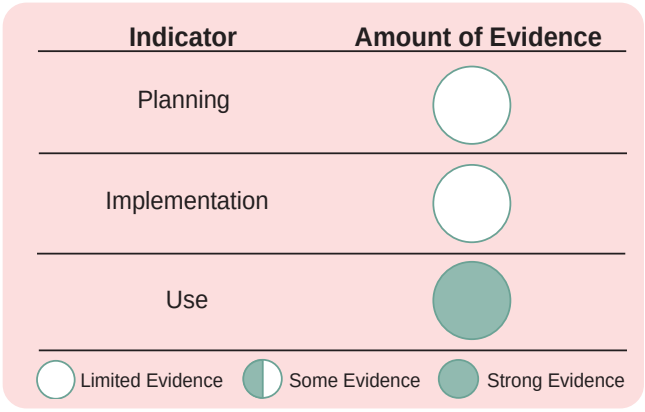
Minnesota's level of sustainability is similar to those seen in other Project LEaP states. For most domains, sustainability varied across states (see graphics on pg. 8). However, nearly all states fell within the *some evidence* of sustainability range for most domains. There were two domains in which *strong evidence* was found: *Community*

What is Surveillance & Evaluation?

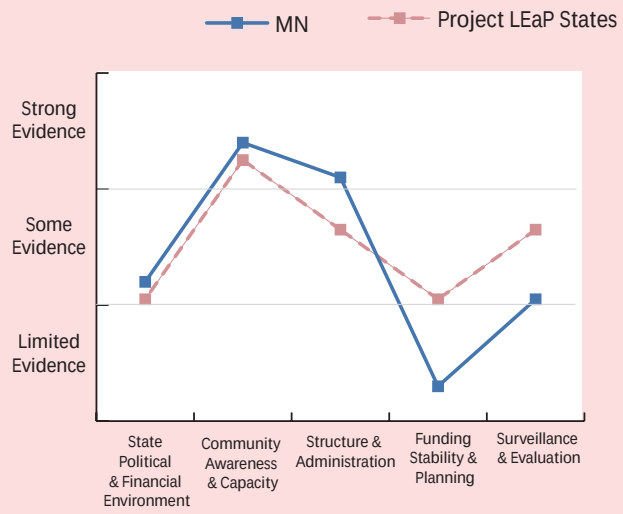
The dissemination of successful movement results influences movement continuation and support. Strong surveillance and evaluation includes:

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

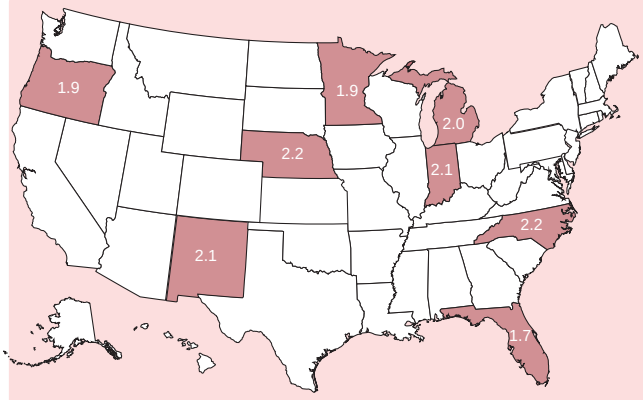
Minnesota *Surveillance & Evaluation*



Evidence of Sustainability: Minnesota Compared to Project LEaP State Average



Overall Sustainability Scores for Project LEaP States



Check out the complete Project LEaP Minnesota Reports Series:

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

Have questions or comments?
Email Nancy Mueller at ctpr@slu.edu

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

http://ctpr.slu.edu

Awareness & Capacity and *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 *Structure & Administration* domain showed variability in the scores between states. While all states had at least *some evidence* of sustainability, three states were found to have *strong 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 movement partners. The same variance was seen in the *Structure & Administration* domain. Reasons for this included varying levels of partner involvement, movement support and expertise of staff, and the existence of a strategic plan.

The *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. Similarly, the *State Political & Financial Environment* domain had little variance across states. The reason for this was that many states received little support from their Governors and Legislatures with regards to tobacco control and were experiencing challenging financial climates.

Report Highlights

- Minnesota's profile showed a moderate level of sustainability and was similar to the profiles of other Project LEaP states.
- The *Community Awareness & Capacity* domain had *strong evidence* (2.6) for contributing to movement sustainability mostly due to a strong and effective grassroots network.
- Despite no strategic plan at the time of the evaluation, strong partner communication and staff support and expertise helped Minnesota have *strong evidence* (2.4) of sustainability in the *Structure and Administration* domain.
- The low score on *Funding Stability & Planning*, the lowest of all Project LEaP states, was due to funding instability and a lack of capacity as a result of funding reductions.