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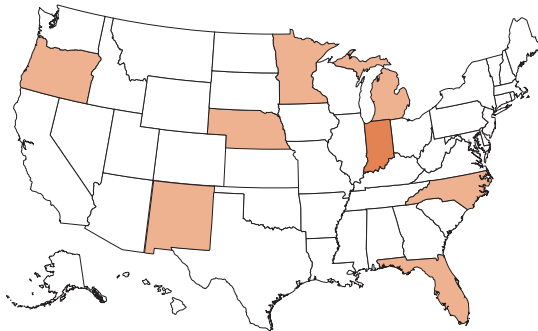
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INTRODUCTION

Indiana

IN 2004, THE CENTER FOR TOBACCO Policy Research (CTPR) partnered with Indiana 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, capacity, and the effects of funding reductions on program implementation.

Project LEaP States



Methods

Information about the Indiana tobacco control movement was acquired in the following ways: 1) a program background survey completed by the Indiana Tobacco Prevention and Cessation Agency (ITPC); and 2) key informant interviews with 15 key tobacco control partners. To identify these partners, ITPC 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 April, 2004.

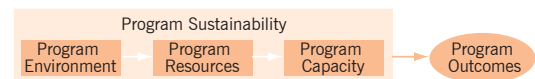
Participating Partners in Indiana's Network

- Indiana Tobacco Prevention and Cessation Agency
- American Cancer Society
- American Heart Association
- Campaign for Tobacco Free Kids
- Healthy Communities of Bartholomew County
- Healthy Communities of St. Joseph County
- Indiana Alliance of Boys and Girls Clubs
- Indiana Department of Health
- Indiana State Medical Association
- ITPC Executive Board
- Latino Institute
- Madison Health Partners
- Marion County Tobacco Control Partnership
- MZD Advertising
- Smokefree Indiana

The Report Series

Previously, the CTPR disseminated *preliminary* evaluation findings in the report, *Not letting the tobacco industry win: Indiana's resolve to keep fighting*, 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 Indiana 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 INDIANA EVALUATION RESULTS.

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

2004 Program Environment

- Indiana's economic climate was described as poor due to the \$1B budget deficit, a national recession, and unemployment.
- Some partners described Governor Kernan as unsupportive of tobacco control, although many said that it was too early to judge his support.
- The Legislature's support for tobacco control activities was described as mixed, with some key champions and advocates intermingled with those that did not support the movement or were on the fence.
- The tobacco industry had a strong presence in the state that negatively affected the movement.

2004 Program Resources

- The reduction in state tobacco control funding resulted in significant modifications to many program components, including community and statewide programs.
- Despite the funding reduction, the tobacco control movement did continue to provide some funding to all 92 counties in Indiana in FY04 and funding for addressing tobacco-related disparities remained stable.
- Partners identified increasing staffing levels as one of the most important changes that would facilitate their tobacco control efforts.
- All partners highly regarded the tobacco control experience of their own staff.
- The current levels of program evaluation and surveillance activities were described as adequate, though funding for surveillance and evaluation had decreased some from the previous FY.

2004 Program Capacity

- ITPC's passionate, knowledgeable, and experienced staff was a major strength to Indiana's tobacco control movement.
- In addition to the lack of sufficient funding, the political limitations put on ITPC as a state based organization was a challenge to the movement.
- The tobacco control network was moderately effective due to budget cuts and confusion regarding partner roles.
- The effectiveness of the relationship between the state and the grassroots network was thought to vary depending on the individual county coalition.

2004 Program Sustainability

- Indiana's profile showed a moderate level of sustainability, but was higher than most other Project LEaP states.
- *Community Awareness & Capacity* had the most evidence of sustainability as a result of a very effective grassroots network and the engagement of community members in the Indiana movement.
- Though Indiana had legislative champions, the poor political climate and uncertain Governor support resulted in the *State Political & Financial Environment* domain having the least amount of evidence of sustainability.
- Overall, the Project LEaP tobacco control movements' level of sustainability were most affected by limited program and fiscal planning.

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.

ENVIRONMENT

Indiana

Report Content

Economic Climate 1

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Project LEaP
Linking Evaluation and Practice

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

September 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 Indiana'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 Indiana was approximately 26.1% of the population, higher than the national average of 21.7% (ITPC Annual Report, 2004). As of 2002, approximately 23.4% of all high school students were current smokers, a decrease from 31.6% seen in 2000 (ITPC Annual Report, 2004). Overall, Indiana's youth smoking rate is similar to the national average of 23% (ITPC Annual Report, 2004). In fact, it is estimated that 22.7M packs of

cigarettes are illegally bought or smoked by youth in Indiana each year (TFK, 2002).

The state climate can also be affected by the high economic costs associated with smoking. In Indiana, smoking costs about \$1.9B annually in healthcare expenses (TFK, 2002). This represents 16% of all Indiana Medicaid expenditures (ITPC Annual Report, 2004). In addition to healthcare costs, smoking also costs Indiana an estimated \$2.5B 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 2002 approximately 61% of Indiana employees were protected by non-smoking polices in the worksite. This is a 4% increase from 1999 but is still 10% lower than the nationwide average (CPS, 2002). In addition, 60% of residents reported they had a rule that smoking was not allowed in their home, a 20% increase from 1999. This was still lower than the national average of 67% (CPS, 2002). According to the 2003-2004 ITPC Annual Report, only 5% of Indiana residents are protected by SFA policies (ITPC Annual Report, 2004).

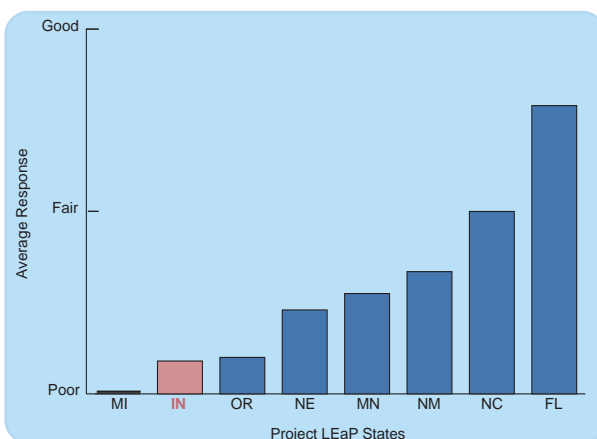
State Economic Climate

One of the most important environmental aspects associated with tobacco control is the state economic climate. An overwhelming majority of partners (81.8%) indicated the economic climate in Indiana was poor.

Everything is underfunded. Programs are being cut, not just in tobacco, but in all agencies.
There's just not enough money to go around.

Many thought Indiana was in a worse situation than other states and has been slower

Perceived State Financial Climates: State Comparison

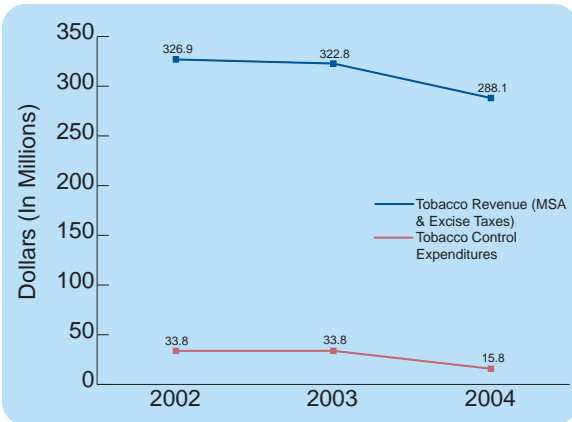


to recover from economic difficulties. Reasons given for the poor economic climate included a \$1B state deficit and increased unemployment.

Although a few felt the economy was showing signs of improvement, many partners felt it would be at least two or three years before the state would see any change in the climate.

It will be at least two years because of the budget and the climate. I don't think people will look at it until they get through 2007.

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



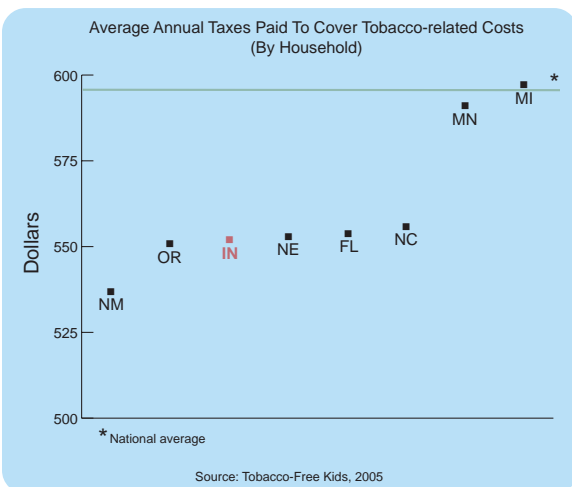
While the state climate caused a decrease in funding for most state agencies, some partners felt the tobacco control movement had taken the largest cut. In FY02 and FY03, the movement's budget was \$32M annually. In April of 2003, the state appropriated funding was cut to \$10.8M for FY04. However, ITPC was able to use rollover money to supplement the budget. This yielded a total budget of \$15.8M in FY04.

The reduction in ITPC funding caused a reduction in most programmatic aspects. Paid media was cut by 50%, enforcement by 63%, community programs by 50%, and evaluation by 60%. As a result of these cuts, the following tobacco control activities were affected:

- A statewide quitline was not developed;
- Statewide grants were nearly eliminated; and
- Training opportunities were reduced.

As an agency, we talked about a quitline, but I think that's stopped now because we can't even come close to thinking how much that's going to cost and where we're going to get the funding for it. So there's a lot of different programs like it...that we wouldn't be able to do.

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



State Political Environment

Another significant aspect of movement environment is the political climate in the state. At the time of the evaluation, Democratic Governor Joseph Kernan had been in office just over six months; taking office mid-term after the death of Governor O'Bannon in September 2003. The Legislature was split by political party. The Democratic Party had a narrow majority in the House and the Republican Party had a nearly two to one majority in the Senate.

The overall political climate in Indiana was mixed and was described as, "not a bad climate, but not a good climate either." It was a challenge for tobacco control due to the poor state financial climate, a difficult relationship between politicians and tobacco control advocates, and the strong influence of the tobacco industry in Indiana.

It is a real extreme in terms of diversity of opinions on it. There are a lot of legislators that were supportive of it...Others were willing to say it was great, but is it more important than Medicaid? And then there are others that are very much against it.

Political Support

Many partners were uncertain about how supportive Governor Kernan was regarding tobacco control due to his short time in office and his lack of public support for the issue. Partners' felt that tobacco control was a lower priority for the Governor compared to other health issues, including bioterrorism, medical care, and maternal and child health (see top right graphic). Others cited his pursuit of securitization, blockage of hiring staff, and poor relations between the Governor's office and tobacco control advocates as evidence of his lack of support.

Most partners felt support was varied or mixed in the Legislature. There were some key champions and advocates, however, many Legislators did not support the movement or were "on the fence."

There are a few good political supporters within the Legislature, but overall it's pretty neutral. And if something comes up that seems more important, that might be where the money goes. That's a little scary.

Others felt as a whole, the Legislature had not been very supportive. The two reasons given most often were: 1) the Legislature did not see tobacco control as a high priority, and 2) the tobacco industry had a lot of influence in Indiana. Other reasons given for the lack of support included:

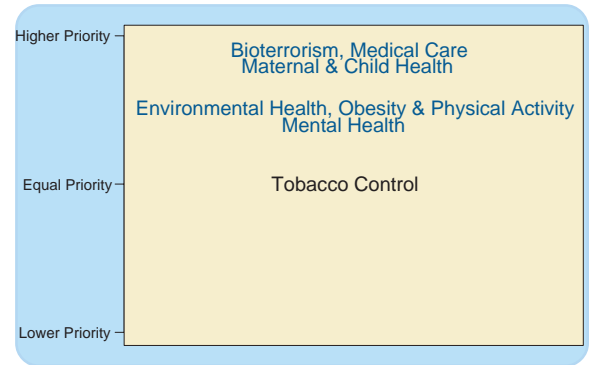
- Legislators thought the movement had some funding and did not see why they needed more;
- Legislators questioned the amount the funding spent on media;
- In the previous year, some advocacy efforts had backfired which led to negative rumors spreading in the Legislature;
- Legislators tended to focus on short-term priorities and needs, which excluded tobacco.

We got into a big debate with the Legislature over whether billboards are good or not; whether they're effective or not. And every legislator has their own idea about it. They saw seven million dollars as a lot of money to be spent in media.

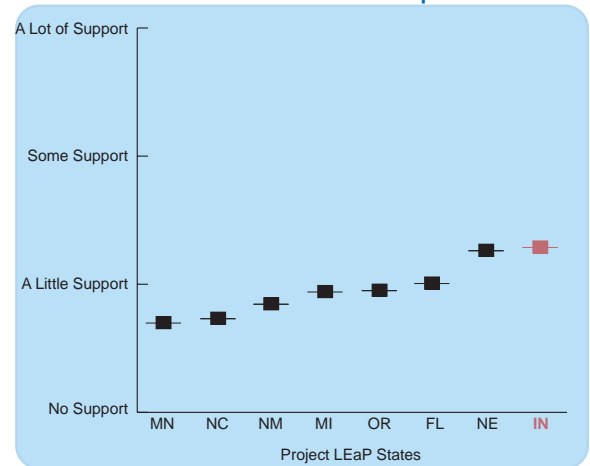
Regardless of their perception of Legislative support, many partners thought that there was a lot of work to be done to gain more of it. They felt that it was important for the grassroots to educate the Legislature about the issues.

One of the things we've done is try to shift our focus on trying to show the Legislators how much it saves them in healthcare costs, Medicaid, stuff

Perceptions of Governor Kernan's Prioritization of Tobacco Control



Perceived Political Support for Tobacco Control: State Comparison



IN Tobacco Control Champions

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

- Representatives Bill Crawford, Charlie Brown, and Brian Hasler
- Senators Larry Borst and Pat Miller
- American Cancer Society
- American Heart Association
- American Lung Association
- ITPC, particularly Karla Sneegas
- Smokefree Indiana
- ITPC Executive Board
- Indiana Department of Health
- State Medical Association

**Where Does Indiana 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

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

²Effective 9/19/05.

³Effective 8/1/05.

⁴Temporary 10 cent increase expired 1/1/04.

⁵Effective 9/1/05.

Source: Tobacco Free Kids, 2005

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

Have questions? Email Nancy Mueller at ctrp@slu.edu

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like that. Especially during economic hard times, focus on things that can actually save money.

Partners only identified a few legislative champions who had been instrumental in passing legislation and allocating funding. Representative Bill Crawford, the Chair of the House Ways and Means Committee, was identified most often as the biggest champion of tobacco control in the Legislature. Senator Larry Borst was also selected as a champion for his role in the first allocation of MSA funds.

You've got the head of the Senate Finance Committee, who's a Republican, who basically designed ITPC in his own head and wrote the legislation. And you have the chairman of the House Ways and Means Committee, who's an African-American Democrat, who is at least as stalwart a champion.

The Tobacco Industry

Most partners felt the tobacco industry had a strong presence and was negatively affecting the tobacco control movement. Many thought that, by working through front groups, the tobacco industry had a "hidden presence" or was "slick and quiet" in their activities. The industry used a number of influential strategies, including:

- Event sponsorship
- Opposing clean indoor air ordinances/lobbying
- Test marketing new products
- Promotional advertising/media

There's a great deal of evidence that they [the tobacco industry] are very active in the state. They work with the petroleum industry; they work with the regional grocers; they work with the restaurant industry – so they're always there. I think they're pretty sneaky.

Report Highlights

- Indiana's economic climate was described as poor due to the \$1B budget deficit, a national recession, and unemployment.
- Some partners described Governor Kernan as unsupportive of tobacco control activities, although many partners said that it was too early to judge his support.
- The Legislature's support for tobacco control activities was mixed, with some key champions intermingled with those that did not support the movement or were on the fence.
- Partners viewed the tobacco industry as having a strong presence in the state that negatively affects the tobacco control movement.

RESOURCES

Indiana

Report Content

Monetary Resources 1

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THERE 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 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 Indiana's tobacco control movement.

Monetary Resources

At the time of the evaluation during FY04, Indiana's tobacco control movement was

receiving \$18.2M in total funding. This included \$10.8M in MSA funding and an additional \$7.4M from other sources, including:

- \$1.4M from the CDC Office on Smoking and Health
- \$1M from the American Legacy Foundation
- \$5M of rollover from FY03

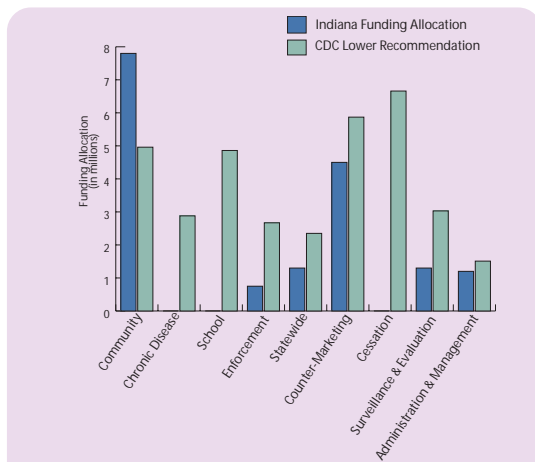
In comparison to FY03, funding for Indiana's tobacco control movement had significantly decreased. In April 2003, the Indiana Tobacco Prevention Cessation agency (ITPC) received a 67% reduction in MSA funding (\$32.5M in FY03 to \$10.8M in FY04). This decrease in funding led to significant changes to the program. Previously, Indiana had addressed all of the categories from the CDC's *Best Practices for Comprehensive Tobacco Control Programs* (BP). After the funding cut, funding for many categories was decreased. The majority of program funds were allocated to *Community Programs* (\$7.8M). *Chronic Disease Programs* did not receive any funding at the time of the evaluation.

We started off at the beginning talking about comprehensive tobacco control program and, when we put out our RFP, our Request for Proposal this next time around, we had to ask our partners to concentrate on one, two, or three areas and not so much a comprehensive approach. So we gave them permission to make it less comprehensive and concentrate on the areas that they thought they could do the best in.

In addition to changes to BP program categories, other ways the program was impacted by the decrease in MSA funding included:

- Planning for a statewide quitline was discontinued;

Funding by BP Category:
State Allocation & CDC Recommendation



Note: In Indiana, the community programs category includes money that supports school based prevention and local cessation efforts.

Project **LEaP**
Linking Evaluation and Practice

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

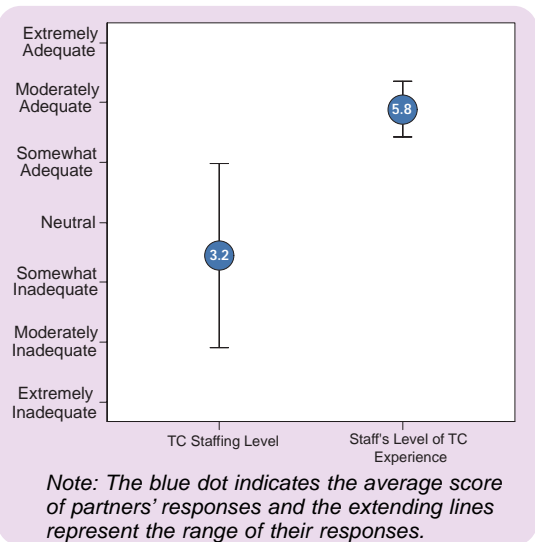
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- Grant periods were shortened to 18 months;
- Enforcement was reduced by 63%;
- Local community grants were made competitive and funding was not guaranteed for every county;
- Statewide, regional, and pilot programs were nearly eliminated;
- The statewide media campaign budget was reduced by 50%; and
- Program evaluation activities were reduced.

I just see it [program implementation] now as treading water; trying to keep everything alive until we get this money back, if possible.

Despite these changes, the tobacco control movement did continue to provide some funding to all 92 counties in Indiana in FY04 and funding for addressing tobacco-related disparities remained stable. However, it was expected that the FY05 tobacco control budget would decline from FY04 since there would not be any carryover from FY04. This would impact the program’s ability to continue funding for all Indiana counties.

Adequacy of State and Local Staffing Levels and Experience Within Partners’ Agencies

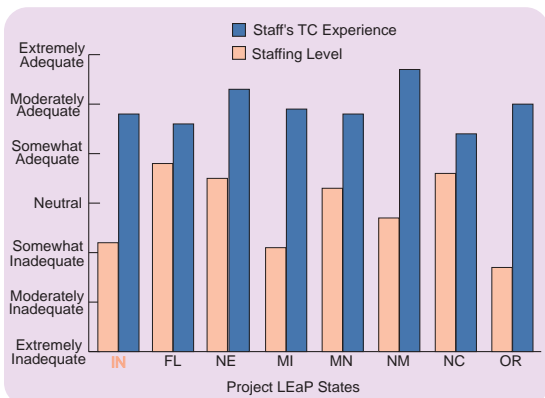


Human Resources

In addition to monetary resources, an adequate number of experienced staff are important to movement implementation. Partners identified increasing staffing levels as one of the most important changes that would facilitate their tobacco control efforts. Due to cuts in funding partners reported cutting staff positions, leaving vacant positions open, and scaling back on local and contractor staff hours.

It [funding cut] affected us a lot in the sense that the budget has been reduced so much. For example, our new counties, seven new counties; we couldn't hire people full-time or part-time because the budget, that was allocated to those counties...Because there was not too much money. So, our consultants have a full-time job doing something, in some cases, completely different than is related to tobacco. And those people cannot allocate the time, 100 percent, to do that like we'd like. We'd like to have at least one person full-time in each county that we are working with. But that's not the case.

Adequacy of Staffing Level and Experience: State Comparison



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. Of those who indicated that their staffing levels were less than adequate, most had either reduced staff due to budget constraints, staff that worked only a portion of their time on tobacco control issues, or both. However, despite the range of responses regarding adequacy of staffing level, all partners agreed that staff

tobacco control experience was highly regarded. This pattern was observed in all of the Project LEaP state (see graphic to the right).

Staff Morale

Initially, staff morale within partners' agencies had dropped when the news of the budget cut reached them. Before the funding cut, the movement was showing success and there was great pride for their model efforts in tobacco control.

We've lost a little bit of our confidence. We had a great thing rolling...then all of a sudden you get slammed and find out they [Legislature] don't have the confidence in you that you thought they had and they might not know as much about you as they need to know.

Despite an initial dip in morale, many partners (47%) reported staff morale within their agencies remained relatively the same from the previous FY. For those who had reported staff morale as worse than the previous FY (37%), several reported that morale was improving.

I think they [staff] recovered really well from it [budget cut]. They bounced back and said okay, we are not going to let the tobacco industry win...we're going to make this happen regardless of the budget cuts.

A few partners implemented the following strategies to help with morale:

- Improving communication by having more in-person meetings;
- Providing more support to staff; and
- Offering flexible hours (e.g., flex time, comp time).

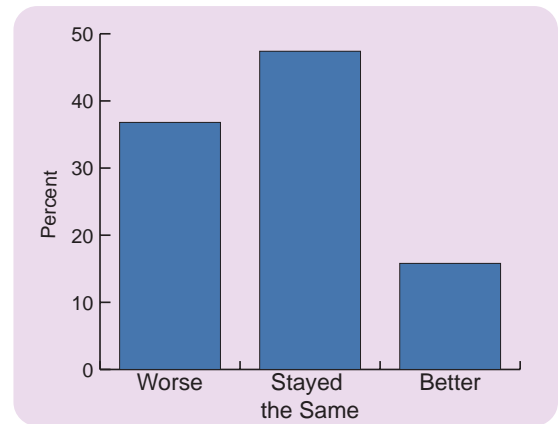
Information Resources

Information resources that can be utilized by a movement 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). ITPC was asked to rank the eight BP categories according to the order of importance for Indiana (administration and management was excluded because it is not mutually exclusive of the other categories).

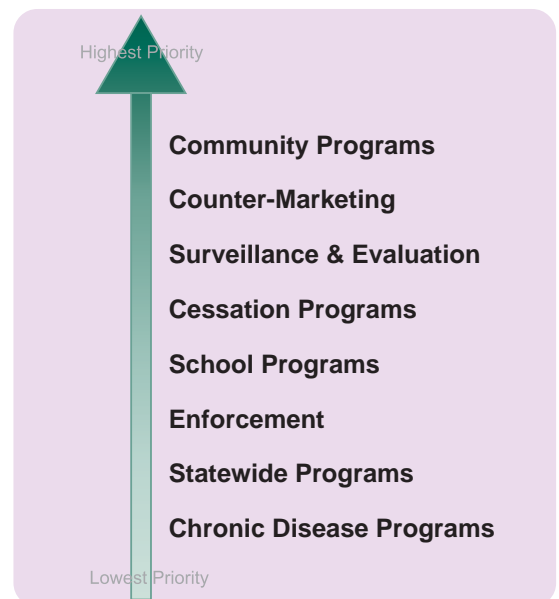
BP Priority

Community programs was ranked as the highest priority, which was evident in the level of funding allocated to this category. However, Indiana has adapted the original BP categories to create the *Hoosier Model*. In this model, community programs include school based prevention programs and local cessation efforts. On the opposite end of the ranking, *statewide programs* and *chronic disease programs* were rated as lower priorities. *Statewide programs* were one of the hardest areas hit when funding for the tobacco control program was decreased. The

Change In Staff Morale From Previous FY



Partners' Average BP Ranking



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				✓			

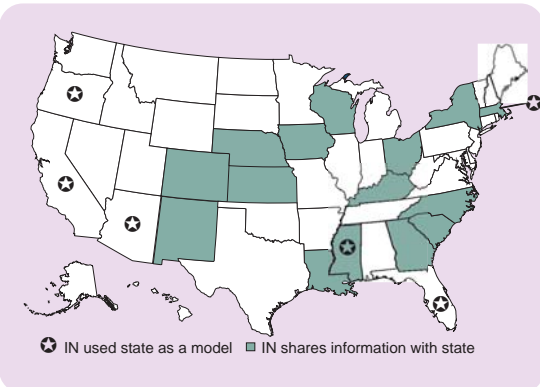
Which surveillance systems has Indiana used?

- ✓ BRFSS
- ✓ YRBSS
- ✓ Adult Tobacco Survey (ATS)
- ✓ Youth Tobacco Survey (YTS)
- ✓ School Health Education Profiles (SHEP)
- ✓ Clean indoor air surveys
- ✓ Media evaluation surveys

What tobacco industry activities does your agency monitor?

Activity	Number of agencies monitoring
Advertising	7
Lobbying	4
Promotions	3
Event Sponsorships	4

Information Sharing Between Indiana and Other State Programs



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

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

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allocation for statewide grants went from \$6.5M in FY03 to \$1.3M in FY04. Additionally, in FY04, ITPC did not allocate any funding for *chronic disease programs*, however ITPC did report that other partners (e.g., State Department of Health) included tobacco control in their chronic disease efforts.

Surveillance & Evaluation

As the lead agency, ITPC indicated that they were dedicating approximately 7% of their budget towards surveillance and evaluation activities. The current level of evaluation was described as somewhat adequate, though funding for evaluation had decreased some from the previous FY. Evaluation activities were occurring in all of the BP categories that were being funded and there were plans to conduct a comprehensive program evaluation in the next 12 to 24 months.

ITPC considered the current level of tobacco surveillance activities as moderately adequate. Several surveillance systems were being implemented in the state, including the Adult Tobacco Survey (ATS), the Youth Tobacco Survey (YTS), and media evaluation surveys. Surveillance of the tobacco industry was also occurring among partners. Half of the partners were monitoring some tobacco industry activities, including advertising, promotions, lobbying, and event sponsorships.

Sharing Information

From 2003 to 2004, the Indiana movement shared tobacco control information with at least 15 other states (see map). Indiana also identified six other tobacco control movements (Arizona, California, Florida, Massachusetts, Mississippi, and Oregon) that were useful models for its own program planning.

Report Highlights

- The reduction in state tobacco control funding resulted in significant modifications to many movement components, including community and statewide programs.
- Despite the funding reduction, the tobacco control movement did continue to provide some funding to all 92 counties in Indiana in FY04 and funding for addressing tobacco-related disparities remained stable.
- Partners identified increasing staffing levels as one of the most important changes that would facilitate their tobacco control efforts.
- All partners highly regarded the tobacco control experience of staff within their agencies.
- The current levels of evaluation and surveillance activities were described as adequate even though funding for surveillance and evaluation had decreased some from the previous FY.

CAPACITY

Indiana

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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 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 Indiana's tobacco control movement by reviewing the:

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

Partner Roles

At the time of the evaluation, the Indiana tobacco control movement was comprised of a variety of agencies and roles. The movement was led by the Indiana Tobacco Prevention and Cessation Agency (ITPC).

Participating Partners in Indiana's Network

- Indiana Tobacco Prevention and Cessation Agency
- American Cancer Society
- American Heart Association
- Campaign for Tobacco Free Kids
- Healthy Communities of Bartholomew County
- Healthy Communities of St. Joseph County
- Indiana Alliance of Boys and Girls Clubs
- Indiana Department of Health
- Indiana State Medical Association
- ITPC Executive Board
- Latino Institute
- Madison Health Partners
- Marion County Tobacco Control Partnership
- MZD Advertising
- Smokefree Indiana

ITPC was responsible for movement planning, implementation, and surveillance and evaluation related to tobacco control within the state. ITPC, with twelve full-time staff, addressed the issue of tobacco control by working to:

- Change cultural norms
- Prevent youth initiation;
- Promote cessation;
- Second-hand smoke policies;
- Support the enforcement of tobacco laws; and
- Address tobacco-related disparities (ITPC Website, 2005).

ITPC funded efforts in eight of the nine *Best Practices* components recommended by the Centers for Disease Control and Prevention (CDC). Funding allocated specifically for community programs and statewide programs was pooled and shared among community programs, school programs, statewide programs, and cessation programs. As a result, chronic disease programs was the only category not funded.

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

Aside from ITPC, there were two other state level agencies involved in the evaluation:

- Indiana Department of Health (DOH)
- Smokefree Indiana

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

Smokefree Indiana received CDC funding from a contract with the DOH. The agency was able to compliment the ITPC activities by working in areas that ITPC was unable to address including identifying populations with tobacco-related disparities in Indiana.

The voluntary and advocacy groups at work in Indiana included the American Heart Association, American Cancer Society, and Campaign for Tobacco Free Kids. These groups had various roles within the movement including providing support for ITPC and technical assistance to coalitions working on local issues. They also coordinated and conducted advocacy for movement funding and supported Smoke-Free Air and tobacco prevention issues. In addition, they sponsored various programs within the state.

We do two major programs; one targeted all ages, which is the Great American Smoke Out, which is primarily kind of media prevention; the beginning of cessation kind of media blitz. And then Smoke Scream, which is targeted at middle schools.

Indiana did not have a statewide coalition due to a loss of RWJF funding for the coalition. However, Healthy Communities of Bartholomew County coalition, Marion County Tobacco Control Partnership, Indiana Latino Institute, and Madison Health Partners represented local coalitions in the state. Coalition roles included coordinating local policy, advocacy, and education activities. The Indiana Latino Institute educated the Latino communities using culturally appropriate materials. Madison Health Partners was a collaborative group that offered healthcare activities, including tobacco cessation, youth programs, and smokefree air advocacy.

Types of Agencies in All Project LEaP States

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	3	1	6
Coalitions	2	3	3	3	3	5	3	1
Voluntary/Advocacy agencies	2	3	4	3	4	3	3	4
State agencies	3	2	3	0	2	2	6	1
Advisory agencies	0	1	0	2	1	1	2	1
Total Project LEaP Agencies	11	12	12	13	15	15	16	16

ITPC identified three grantees and contractors who were significant partners in the movement:

- Boys & Girls Clubs of Indianapolis;
- Indiana State Medical Association (ISMA); and
- MZD Advertising.

Several of these grantees targeted specific audiences. The Boys & Girls Club was focused on educating youth and training youth in advocacy. ISMA supported advocacy activities and delivered cessation interventions to practicing physicians. MZD Advertising, the media contractor, trained coalitions around the state in advertising, marketing, and public relations.

The ITPC Executive Board was responsible for coordinating

and allocating resources from the Tobacco Use Prevention and Cessation Trust Fund. In addition, the Board evaluated funded programs in order to keep State government officials, policy-makers, and the general public informed.

It was part of the enabling legislation that developed an executive board to oversee the appointment of its [ITPC] executive director. So this agency is set up differently than other state agencies in that the agency is not appointed by the governor, and that was done purposely as a safeguard because of the highly political nature of tobacco control.

Strategic Planning

At the time of the evaluation, the movement was in the fourth year of a five-year strategic plan. The ITPC Executive Board had recently approved the process for developing the next five-year plan. The current strategic plan had changed within the last fiscal year in many areas, including:

- Distribution of resources and prioritization of program outcomes;
- Potential funding sources;
- Staffing and external partnerships; and
- Efforts to change policy.

Although the plan did not include provisions for implementing the movement at different funding levels, the ITPC Executive Board met to develop different funding scenarios in preparation for the funding cut. In contrast, many partners reported that they had not planned for the cuts they received. They felt there was no way to plan for them and had not expected the reduction to be so large.

I don't think that we anticipated the magnitude of the cut...I don't think that we thought that it would have been that low. At the time, we were actually preparing to go on the road to do trainings for the next wave of funding for local community grants, and had to put the hold on that because of the budget.

After the cut occurred, ITPC and its partners spent time prioritizing program activities to decide where to spend and cut dollars. Also, the scope of the movement was narrowed to focus on a few areas instead of being comprehensive.

It has been maybe tweaking and redesigning the program so that if you are going to only serve a certain population of kids or a certain number of kids, what population should that be? There has been that discussion of where do you put the energy.

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	IN	FL	MI	MN	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

ITPC Objectives

(from Indiana's 2005 Strategic Plan)

Decrease...

- Overall smoking prevalence to 22%
- Youth smoking rates
- Health care expenditures
- Percent of babies born to mothers who smoked during pregnancy to 15%
- Percent of children exposed to secondhand smoke in their homes

Increase...

- Number of individuals with cessation benefits through their health insurance
- Smokers receiving cessation advice when visiting primary care providers
- Percent of retailers in compliance with youth access laws
- Percent of schools prohibiting tobacco products on their premises
- Percent of colleges requiring smoke-free dormitories and buildings
- Percent of day care centers prohibiting tobacco products on their premises
- Percent of individuals working in smoke-free environments
- Percent of smoke-free restaurants

Despite the funding cuts, ITPC reported not providing technical assistance or trainings in the previous two years on how to acquire additional sources of funding. However, ITPC has continually provided assistance or trainings on how to evaluate activities and programs. ITPC also made an effort to market the movement to political decision-makers and the public.

Perceptions of ITPC

Partners described ITPC as dedicated and critically important to the tobacco control movement in Indiana. Some of the specific characteristics of ITPC that facilitated the movement were:

- Effective structure and partnerships;
- Good communication with legislators;
- Strong collaboration with MZD;
- Implementation of the BP categories; and
- Useful technical assistance and training.

Many partners identified the ITPC Board, leadership, and staff as major assets to Indiana's tobacco control movement. The communication and flow of information from ITPC to all of its partner agencies was viewed as a strength.

What helps is the quality of staff at ITPC, their approachability. They are a very solid group and they usually have a lot of good insight and advice and they are always sending us stuff in terms of facts and resources and they have done a great job in that area.

Impediments to ITPC's efforts included its relationship with the state government and the lack of funding and staff. Specifically, partners thought ITPC was limited in some of its efforts (*e.g.*, advocacy) as a result of its political ties as a state based agency.

It's strictly a problem of the relationship between a state agency, in this case ITPC, and state government. And the influence that government has on politics, the influence that they have in impeding and impairing the implementation of the state-of-the-art tobacco control policies. That's the major problem.

The Tobacco Control Network

Fifteen tobacco control partners were identified as core members of Indiana's movement. Partners considered the overall tobacco control network in Indiana to be moderately effective due to the following reasons:

- There was some confusion regarding the roles of some of the agencies;

- Partners were unaware of the activities of others in the network; and
- It took time to adjust to the budget cuts.

We're not always working collaboratively, but our communication is good...Some agencies work better together than others do because they have maybe a longer established relationship. But as a whole, we're effective as far as encompassing everybody.

Several partners felt that the network was improving as time passed. Overall, increased stable funding was seen as the best way to improve the network. However, other ways to improve its effectiveness were suggested, including:

- Strengthening collaborative efforts among partners to ensure one common goal; and
- Improve communication among partners, especially at the grassroots and county levels.

ITPC and Grassroots Relationship

The relationship between ITPC and the local grassroots partners was viewed as mixed. Many stated that the grassroots network was at least somewhat effective. Others thought that the effectiveness of the network varied across counties. They felt that each county in Indiana had its own coalition and the effectiveness of the network depended on the characteristics of each county's coalition. In addition to increased funding, partners suggested more training opportunities and an increase in the amount of policy work at the local level would help improve the effectiveness of the relationship.

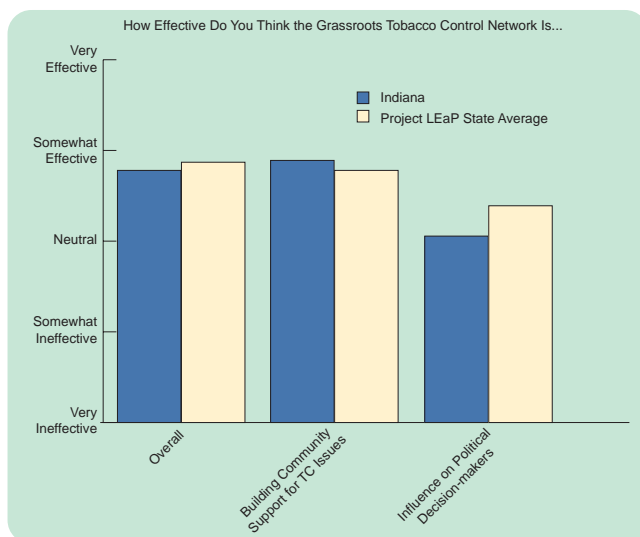
A lot of things are going on around the state and people are still passionate on a local level for their own programs and trying to improve the conditions in their own communities. In terms of support for the entire program, the existence and continued health and funding, I'm not sure it's been very effective.

Network Relations

In order to learn more about relationships among Indiana 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 Indiana's tobacco control efforts
- Integration – Extent to which agencies work together to achieve tobacco control goals

Effectiveness of Grassroots Network



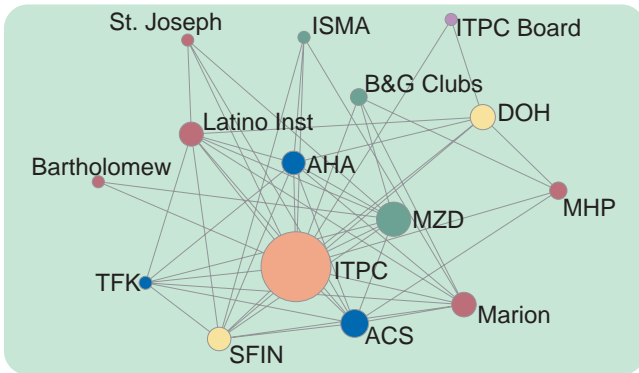
Indiana Partner Agency Abbreviations

Agency	Abbreviation
Indiana Tobacco Prevention and Cessation Agency	● ITPC
American Cancer Society	● ACS
American Heart Association	● AHA
Campaign for Tobacco Free Kids	● TFK
Healthy Communities of Bartholomew County	● Bartholomew
Healthy Communities of St. Joseph County	● St. Joseph
Indiana Alliance of Boys and Girls Clubs	● B&G Clubs
Indiana Department of Health	● DOH
Indiana State Medical Association	● ISMA
ITPC Executive Board	● ITPC Board
Latino Institute	● Latino Inst
Madison Health Partners	● MHP
Marion County Tobacco Control Partnership	● Marion
MZD Advertising	● MZD
Smokefree Indiana	● SFIN

Agency Type Key

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

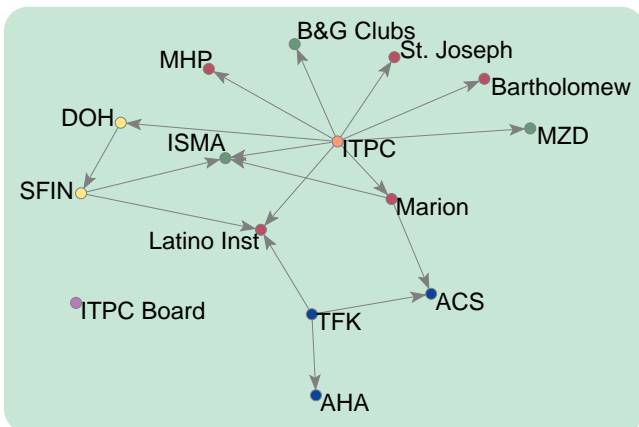
Quarterly Contact Among Indiana Partners (More than Quarterly)



What does the Indiana Contact Network Show?

- ITPC played a very influential role in communication among partners.
- About half of the partners communicate with each other on a regular basis.

Exchange of Money Between Indiana Partners



What does the Indiana Money Network Show?

- Although ITPC distributed funds to nine of the 14 partners in the network, other agencies also provided funding. Aside from ITPC, TFK provided funds to the most partners.
- Unlike some other Project LEaP states, several Indiana partners, such as the Latino Institute, received funding from more than one source within the network.

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

Contact

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

Indiana had a moderate level of contact between agencies. About half of the agencies in the network had more than quarterly communication with each other. ITPC had contact with the most partners, which is consistent with its role as lead agency. This indicates that ITPC exerted a large amount of control and was most central to the network. MZD and a number of other agencies were also moderately influential. The level of communication among agencies in Indiana appears to be typical among the Project LEaP states.

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

Money

In the money exchange network, an arrow between two agencies indicates the direction of money flow between partners. Overall, ITPC provided the most funding to other partners. By doing so, ITPC had the highest level of influence over funding in the network.

Compared to money flow networks in other participating states, the Indiana network was similar. In other words, there was a similar amount of exchanging of funds in Indiana as in other Project LEaP participating states. However, unlike some of the other Project LEaP states, several partners

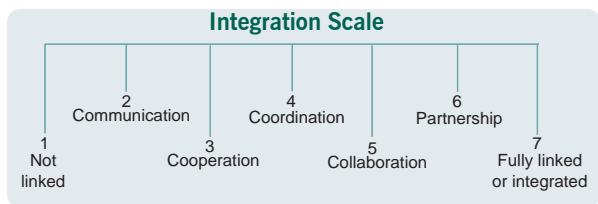
in the Indiana money network received funds from more than one source in the network.

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 felt that the receiving partner was *extremely* important to the movement. As indicated by the fairly uniform node size, most agencies were viewed as equally important to the network. ITPC was selected by the most agencies as extremely important in the network, followed by the ITPC Board, MZD, ACS, and TFK. The majority of agencies were selected by at least one other agency as being an extremely important part of the movement. When compared to other participating states, the Indiana importance network was less connected than average.

Integration

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

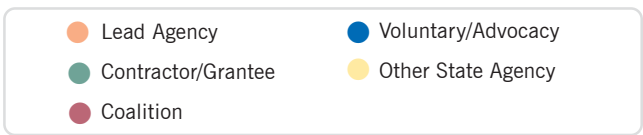


The Indiana integration network shows that, of the participating partners, ITPC worked with the most agencies. The ITPC Board and ACS were also highly connected, indicating that they worked closely with many of the other agencies. Overall, the integration network was highly connected, meaning that many of the agencies worked with multiple partners. Indiana was also not very centralized; there were many agencies that were influential in the network, rather than just a few as in more centralized networks. The network was also very efficient.

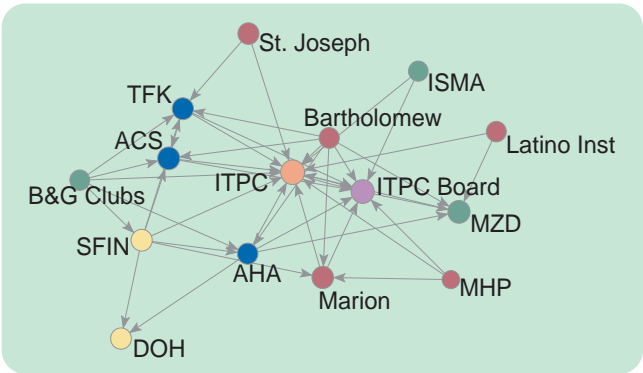
Strengths and Challenges

The people working in tobacco control were viewed as a major strength of Indiana’s tobacco control movement. They were described as having a lot of commitment and passion for tobacco control. In particular, the ITPC staff and their director, Karla Sneegas, were highly regarded.

Agency Type Key



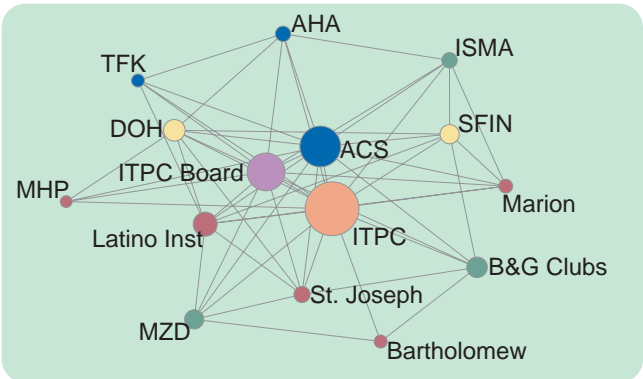
Perceived Importance of Indiana Partners to the Program



What does the Indiana Importance Network show?

- Most agencies were seen as equally important within the network.
- Unlike most other Project LEaP states, the network was not very well connected.

Integration Between Indiana Partners



What does the Indiana Integration Network Show?

- ITPC, ACS, and the ITPC Executive Board were the most highly connected, meaning that they partnered with the most other agencies in the network.
- The integration network was very efficient (*i.e.*, information was likely to move across the entire network quickly).

How Do Indiana'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

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

The tobacco control network was also a major strength. In particular, they pointed out that community programs/local coalitions were located in all 92 counties. Although the network was considered strong, partners identified the lack of collaboration and communication among partners as a challenge for the movement.

The other strength they have is by having the dollars across the state in all the different communities, it is a huge strength. Because instead of just running some agency from the state level, they're really running it through every one of these community based grants, and it's a very good way to get it totally connected throughout the whole state.

Partners also identified the following strengths:

- The existence of the Hoosier Program Model;
- The structure of ITPC;
- The existence of the media component; and
- The recognition of secondhand smoke as a priority.

Indiana's political environment, including a lack of support from the Legislature and the strong tobacco industry influence, was a major challenge. In addition, partners felt that the state's poor economic climate, which led to the lack of funding, was a major barrier for the movement.

We need to work on that communication piece with the state legislators so they understand better how important it is that we continue to be funded and on why we need to be funded.

Report Highlights

- ITPC's passionate, knowledgeable, and experienced staff was named as a major facilitator to Indiana's tobacco control movement.
- The political relationship between ITPC and the state government, which kept ITPC from some activities (e.g., advocacy) was considered an impediment to the movement.
- Partners viewed the tobacco control network as moderately effective due to budget cuts and confusion regarding partner roles.
- The effectiveness of the relationship between the state and the grassroots network was thought to vary depending on the individual county coalition.
- Indiana had well connected contact, money, and integration networks, but the importance network had fewer connections than most LEaP states.

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

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>

SUSTAINABILITY

Indiana

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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.

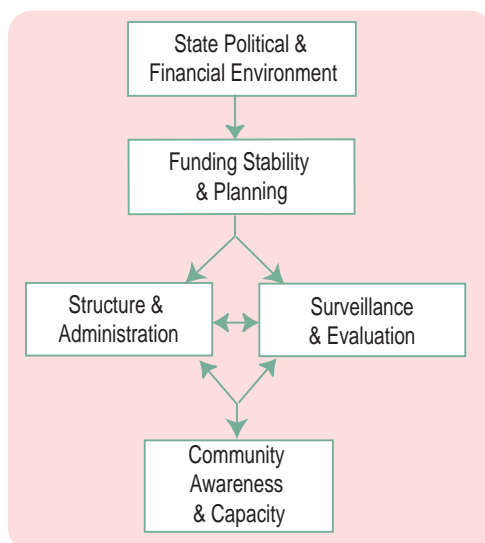
Often organizations spend considerable time and energy focused on movement funding. While important, this alone will not sustain a movement. When funding loss is experienced, movements are faced with significant challenges. Furthermore, those that have failed to build sustainability in

other areas, are more susceptible to capacity loss, diminished activities, or even 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.

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:

Domains of Tobacco Control Program Sustainability



- 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.

The Sustainability Framework

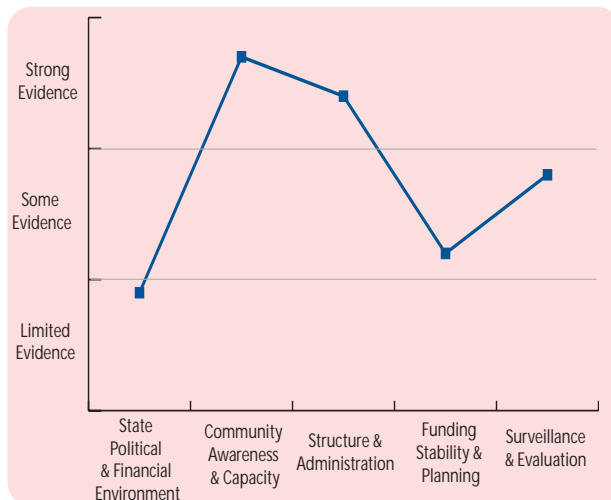


Example of Scoring Table

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 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
 Strong Evidence

Overall Indiana Sustainability



A secondary use for the tool is to examine movements 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 influences movement funding stability and planning. In turn, a movement's ability to be successfully implemented, 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. At the time of this publication, sustainability data were available for analysis for seven 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.

Indiana Sustainability Profile

Indiana's profile showed a moderate level of sustainability (2.2). Compared to the other Project LEaP state profiles, Indiana's was the highest rated level of sustainability. *Community Awareness & Capacity* was the highest scoring domain for the state, while *State Political & Financial Environment* was the lowest. Each of the five domains and their scores are described in more detail on the following pages.

State Political & Financial Environment Domain

Indiana's *State Political & Financial Environment* showed *limited evidence* of contributing to the movement's sustainability. There was no data collected that indicated clear public support for the movement, however overall political support was considered mixed. Most partners were uncertain about former Governor Kernan's support of tobacco control as a result of his short time in office and that he had not come out publicly for or against the issue.

I couldn't make a very good guess on his [the Governor's] priorities with regards to tobacco control. I can say that, from my knowledge he's shown some desire to be assistant in the tobacco control arena, but I can't give you a quantitative answer because there's nothing that I can point to that says, okay, this means he's supportive.

Most partners thought the support from the Legislature was mixed or varied. While there were some key champions or movement advocates, there were many legislators who were considered "on the fence" or opposed to the movement. Specific champions included advocacy groups that were influential in the political decision-making process as well as individual legislators, including:

- Representative Bill Crawford
- Representative Charlie Brown
- Representative Brian Hasler
- Senator Larry Borst
- Senator Pat Miller

We still have work to do with our policy-makers. We're making some progress, but now we're starting to work on those who haven't been with us or who have straddled the fence; we need their political power behind this program in order for it to continue.

Overall, the state was facing a poor economy. There had been budget shortfalls in the previous and current FYs and many partners saw no relief in sight. As a result, state programs, such as ITPC, found themselves under a strategic hiring freeze, which kept some key positions from being filled and impeded progress from being made. All but one of the eight Project LEaP states had also experienced a budget deficit either currently or in the previous year. Most states felt their economies were very poor and declining.

They're [the State of Indiana] broke. They've got close to a one billion dollar deficit. Indiana seems to have lagged the recovery that some of the other parts of the country are seeing. So it's bad; it's impacting everything in a negative way.

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.

Indiana State Political & Financial Environment

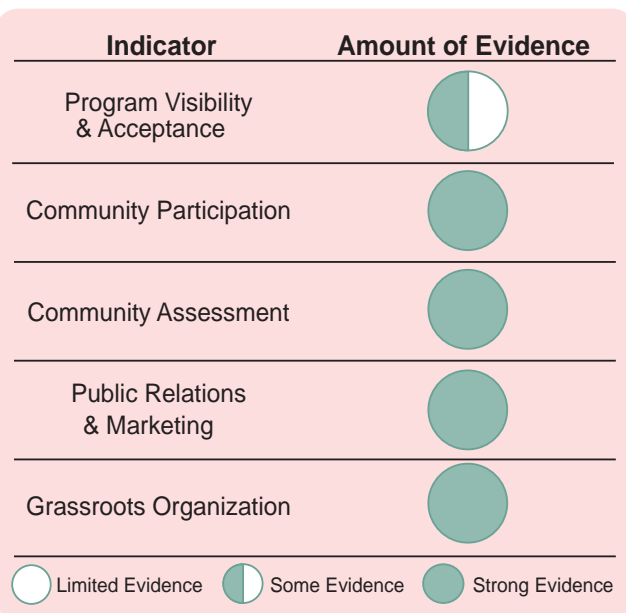
Indicator	Amount of Evidence
Public Support	No Data Available
Governor Support	
Legislative Support	
Political Champions	
Organized Opposition	
State Financial Climate	

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.

Indiana *Community Awareness & Capacity*



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

Community Awareness & Capacity Domain

Based on a variety of aspects the *Community Awareness & Capacity* domain had *strong evidence* (2.8) of contributing to movement sustainability. It was unclear as to the level of movement recognition in the state, but most partners thought the media showed some support of the movement and that the grassroots network had been somewhat effective at building community support. In relation to sustainability, an effective grassroots network allows for movement recognition and engagement of community members. Indiana's network was formally organized. It was considered very effective in its efforts to influence political decision-makers but only somewhat effective in its overall tobacco control activities. Because a coalition existed in each county in the state, community members were also considered engaged in the movement. However, the effectiveness of the relationship between the state and grassroots partners was reported to vary depending on the characteristics of each county coalition.

This experience was not frequently reported by other Project LEaP states. In fact, the majority reported a strong relationship between the state and grassroots partners. However, similar to Indiana, most states felt their networks were somewhat to very effective in their activities.

They've [the grassroots network] developed very nicely. We have a coalition in all 92 counties which is something that we didn't have before. There's still a lot that needs to be done to train the people that make up the infrastructure, to help them be more effective in what they do and lead them to understand what works the best. And by that I mean getting them more converted to a policy-oriented agenda and not just a service delivery agenda.

Another way to increase movement recognition is through public relations and marketing. The Indiana movement was seen to actively market itself to both political decision-makers and the public. Media outlets utilized in movement dissemination included:

- Newspapers/magazines
- Billboards
- Radio
- Television
- Internet marketing

Other influences that helped to determine the *Community Awareness & Capacity* domain score included Indiana's participation in several surveillance activities. The movement participated in a variety of general surveillance activities

including the BRFSS, YRBS, CPS, ATS, and YTS. In addition, it had attempted to obtain information about populations with tobacco-related disparities in many ways. Specifically, the movement solicited information from interactions and meetings with the populations and their representatives, feedback from partners, and internal agency review. These activities indicated a concentrated effort by the movement to understand the communities in which it works and to use that information to better reach community members.

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

Structure & Administration Domain

For *Structure & Administration*, Indiana showed *strong evidence* (2.6) of sustainability. One indicator within this domain is the presence of a structure for fiscal management. At the time of the evaluation, ITPC had a full time fiscal manager on staff to monitor its fiscal concerns and grants. Because the agency is a state based agency, it made use of the fiscal guidelines and policies set forth by the State of Indiana. However, it had also developed other policies specific for the tobacco control movement.

In relation to movement goals, most partners agreed with those outlined by ITPC. In addition, ITPC had met with its executive board, national partners, and its local partners to discuss movement planning and prioritization. In fact, many of the partners mentioned excellent communication and flow of information from ITPC to its partners.

They [ITPC] brought together a very large group of organizations just about a month ago to talk about how they could help pass the smoke-free air ordinance here in Marion County. It was a meeting that took a lot of time and brought people together, and they made that a priority.

The Indiana movement had a strategic plan set in place during the LEaP evaluation. From 2003 to 2004 the plan had been modified to reflect changes in staffing, funding distribution, potential funding resources, external partnerships, and prioritization of goals. Importantly, the plan was not only flexible, as evidenced above, but also reflected the long range goals of the program.

In most other Project LEaP states, partners also agreed with the lead agency’s movement goals. Also, many states showed

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 had a contract specifically for addressing disparities.

What is Structure & Administration?

The way a movement 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.

Indiana Structure & Administration

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

Limited Evidence Some Evidence Strong Evidence

evidence of collective planning to achieve goals. All but two states had a strategic plan in place during the evaluation. Like Indiana, most of these plans were flexible and included both the short and long-term goals for the movement.

Funding Stability & Planning Domain

Funding Stability & Planning for Indiana was considered to have *some evidence* (1.7) of sustainability. Though funding dramatically changed from FY03 to FY04 (from \$33.3M to \$18.2M), funding from FY02 to FY03 had remained constant. However, it was expected to decrease once more in the following fiscal year. These changes indicated funding instability and affected the overall efforts of the movement.

I mean, it's [the budget] strained. We don't have the funding that a lot of our partners would like. So they can't do a lot of the things they wanted to do. We talked about a quit line, but I think that's stopped now because we can't even come close to funding it.

In response to the reductions, the movement had shifted its focus toward changing tobacco control policies in the state. Contract periods were also changed from 24 to 18 months, and there was a reprioritization of efforts. In addition, grantees were asked to consider a specific focus for their efforts instead of striving to be comprehensive. However, it is important to note that the movement had not developed an overall plan for implementing its efforts at different funding levels.

Like Indiana, most states encountered significant reductions in funding and at the least a serious threat of funding loss. The majority had made plans to 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. Strategies employed by them included pooling partner resources to increase the performance of their funds and decrease overlap.

We started off at the beginning [of the program] talking about comprehensive tobacco control. [After the reduction] when we put out our Request for Proposals, we had to ask our partners to concentrate on one, two, or three areas and not so much a comprehensive approach. So we gave them permission to make it less comprehensive and concentrate on the areas that they thought they could do the best in.

Regarding capacity, there was some evidence that the program had the ability to sustain itself. Although the staff was experienced, the number was inadequate for

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.

Indiana *Funding Stability & Planning*

Indicator	Amount of Evidence
Funding Stability	
Planning	
Fiscal Independence	
Capacity	

Limited Evidence
 Some Evidence
 Strong Evidence

movement needs. Also, the funding reduction had caused a decrease in most community efforts by about 30%. Specifically, paid media and evaluation activities were cut in half, training opportunities were reduced, enforcement was reduced by 63%, and materials and supplies were diminished.

Surveillance & Evaluation Domain

Indiana’s movement had *some evidence* of sustainability in regard to *Surveillance & Evaluation*. This was based on many aspects, including plans to conduct evaluation and disseminate the findings. ITPC’s annual report indicated that its executive board had developed an evaluation plan and shared the resulting information with both the public and decision-makers. Also, the movement participated in six key surveillance activities, which was considered adequate for its needs. These activities included the BRFSS, YRBS, ATS, YTS, Smoke-free Air and Media surveys.

Partners also thought the evaluation efforts in the state were somewhat adequate for movement needs. Not only had the movement completed an overall evaluation in the previous fiscal year, but it was also evaluating several of the CDC Best Practices categories. Expressly, the program was monitoring activities in:

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

We have strong evaluation of the minority grantees. And because we have a fair number of rural partners, particularly in the southern part of the state where we probably even grow tobacco in some spots, it’s important we are evaluating our community directors in those areas...because that’s where the rubber meets the road.

The information obtained through these activities was used to educate the public and decision-makers. Indiana, like most Project LEaP states, participated in a high number of surveillance and evaluation activities. Also, most states used the results to educate both political decision-makers and the public. Partners in these states generally felt the evaluation and surveillance efforts were somewhat inadequate overall.

Sustainability Across Project LEaP States

Indiana’s level of sustainability, though higher, is not

What is Surveillance & Evaluation?

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

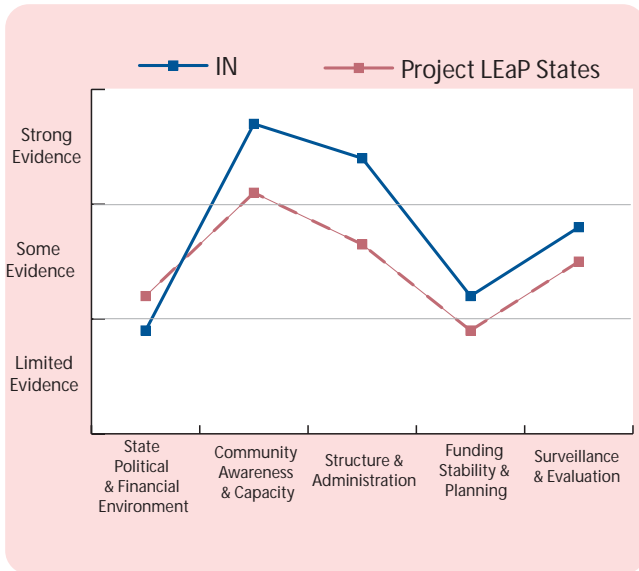
- Planning for surveillance and evaluation activities;
- Implementing these activities on a regular basis; and
- Using the information obtained to educate others.

Indiana Surveillance & Evaluation

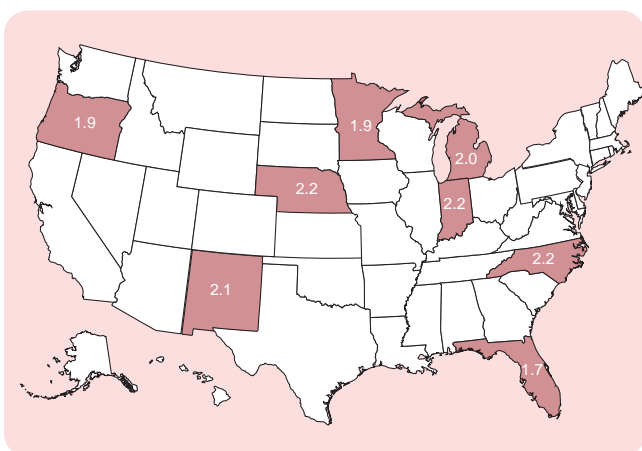
Indicator	Amount of Evidence
Planning	
Implementation	
Use	

Limited Evidence
 Some Evidence
 Strong Evidence

Evidence of Sustainability: Indiana Compared to Project LEaP State Average



Overall Sustainability Scores for Project LEaP States



Check out the complete Project LEaP Indiana 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?
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dramatically different from that seen in other Project LEaP states. For most domains, sustainability varied across states (see graphic to 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: *Community 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 most states had at least *some evidence* of sustainability, two, including Indiana, 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 movement partners. The same variance was seen in the *State Political & Financial Environment* domain. Reasons for this included varying levels of governor support and the different degrees of influence the tobacco industry had in each state.

The *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 had used the results to broadly market themselves.

Report Highlights

- Indiana's profile showed a moderate level of sustainability, but was higher than most other Project LEaP states.
- *Community Awareness & Capacity* had the most evidence of sustainability as a result of a very effective grassroots network and the engagement of community members in the Indiana movement.
- Though Indiana had legislative champions, the poor political climate and uncertain Governor support resulted in the *State Political & Financial Environment* domain having the least amount of evidence of sustainability.
- Overall, the Project LEaP tobacco control movements' level of sustainability were most affected by limited movement and fiscal planning.