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## Surveys and Program Evaluations from Outside UCSF

### Title

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

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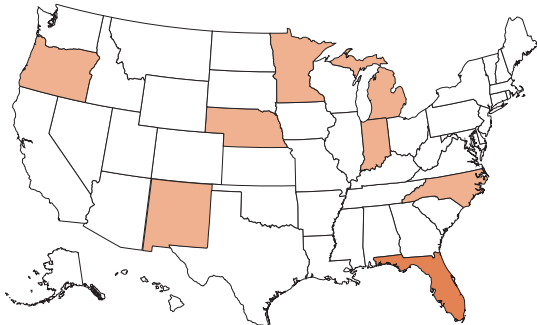
2005-11-01

# INTRODUCTION

## Florida

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

Project LEaP States



### Methods

Information about the Florida tobacco control program was acquired in the following ways: 1) a background survey completed by the Florida Department of Health Tobacco Prevention Program (FTPP); and 2) key informant interviews with 21 tobacco control partners. To identify these partners, FTTP named the agencies that played a significant role in the tobacco control program.

Though the partners listed are not considered a complete register of the tobacco control constituency in the state, they are representative of the types of agencies involved in the tobacco control program. On average, one individual from each partner agency participated in a single interview (in-person

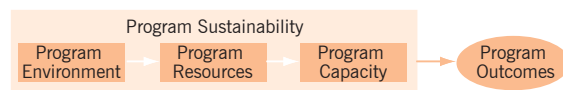
or telephone), which lasted approximately 64 minutes. The following table presents the partner agencies interviewed in September, 2004.

#### Participating Partners in Florida's Network

- FL Department of Health Tobacco Prevention Program
- Alachua County Tobacco-Free Partnerships
- American Cancer Society
- American Heart Association
- American Lung Association
- Area Health Education Center of Central Florida
- FL Department of Education
- FL Department of Health Chronic Disease Program
- FL Tobacco Leadership Council
- Image Research
- Orange County Tobacco Free Partnerships
- Tobacco Free Partnership of Miami Dade County

### The Report Series

Previously, the CTPR disseminated *preliminary* evaluation findings in the report, *Florida's challenge to maintain its tobacco control program*, to tobacco control partners. The *final* evaluation findings are being presented in this series of four reports. The reports are organized around the project conceptual model that identifies the critical components of tobacco control programs.



This report series has been organized to reflect each of the areas identified by the model: tobacco control program environment, resources, capacity, and sustainability. Throughout the series, we have included Florida specific results and comparisons from the other seven states. Quotes from participants (offset in color) were chosen as representative examples

THIS REPORT PROVIDES AN OVERVIEW OF PROJECT LEaP AND SUMMARY HIGHLIGHTS FROM THE SERIES OF FOUR REPORTS PRESENTING FLORIDA EVALUATION RESULTS.

PRODUCED BY:  
CENTER FOR  
TOBACCO POLICY  
RESEARCH  
AT  
SAINT LOUIS UNIVERSITY  
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of the broader findings and to provide the reader with additional detail. To protect participant 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 Florida reports is presented below. Please refer to the individual reports for more detail.

## Program Environment

- Despite Florida's relatively good economic climate, the tobacco control program suffered a devastating funding reduction causing many activities to be suspended or eliminated.
- The political climate was challenging for tobacco control, with little to no support from the Governor and Legislature.
- Florida lacked strong political champions for tobacco control. Those champions identified were directly involved in the tobacco control program.
- The tobacco industry had a strong presence in Florida and partners felt it was able to influence the Legislature with lobbying efforts and campaign contributions.

## Program Resources

- The tobacco control program experienced a substantial decrease in MSA funding from \$39M to \$1M. Program components affected by these cuts were school programs, staffing, marketing, and evaluation efforts.
- Most partners considered staff morale to be low compared to the previous fiscal year. Reasons for the low morale included lay-offs and budget cuts.
- School and statewide programs were identified as the highest priorities for the state. Enforcement was ranked as lowest priority.
- Florida was only evaluating cessation programs. Chronic disease was not a component of the tobacco control program and all other categories were not being evaluated by FTTP due to budget constraints.

## Program Capacity

- The dedicated staff and partners of FTTP were

considered major facilitators of the program.

- Partners viewed the tobacco control network as less effective than in the past as a result of poor communication and a lack of resources.
- While some partners thought the relationship between the state and the grassroots partners was effective, many thought it was weakened after the budget reduction and the resulting loss of synergy.
- The communication, money flow, and integration networks all showed sparse connections between agencies, a reflection of the budget reductions.

## Program Sustainability

- Florida's overall sustainability profile was consistent with other Project LEaP states, but lower than the overall average (1.7 vs. 2.0).
- Florida showed the strongest evidence of sustainability in the *Structure & Administration* domain. The state appeared to face the most challenges in regard to *Funding Stability & Planning*.
- Many tobacco control activities had been reduced or eliminated due to funding cuts. Thus, it was a challenge for many partners to maintain their efforts, which in turn affected the program's sustainability.
- In regard to the *State Political & Financial Environment* domain, Florida's experience was common to other Project LEaP states.
- Florida's tobacco control network had faced many challenges in the past few years. This affected the program's sustainability, particularly in regard to their ability to build community awareness and capacity for tobacco control.

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



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# ENVIRONMENT

Florida

Report Content

Economic Climate 1

Political Environment 2

Political Support 3

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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.

November 2005

**E**NVIRONMENTAL FACTORS, such as a state’s financial and political climates, have a significant role in state tobacco prevention and control programs. The state environment can affect the amount of resources allocated for a program, how those resources are used, and the ability of a program to effectively and efficiently function. This report presents findings about Florida’s tobacco control program environment from the September 2004 Project LEaP evaluation.

**P**revalence of tobacco use is an important indicator of the tobacco control environment. At the time of the Project LEaP evaluation, the prevalence of smoking among adults in Florida was approximately 20.2%, slightly lower than the national median of 20.8% (BRFSS, 2004). Campaign for Tobacco Free Kids (TFK) reported 17.3% of high school students in Florida smoked, lower than the national average of 22.3% (2002). Still, it is estimated that 38.2M packs of cigarettes are illegally bought or smoked by youth in Florida each year (TFK, 2002).

**T**he state climate can also be affected by high economic costs associated with smoking.

In Florida, smoking costs over \$5.8B annually in healthcare costs (TFK, 2002). In addition, smoking costs Florida an estimated \$6.2B per year in lost productivity (TFK, 2002).

**A**nother factor contributing to the state environment for tobacco control is the existence of smoke-free air (SFA) policies. The Florida Clean Indoor Air Act, implemented in 2003, prohibits smoking in any enclosed indoor workplace with few exceptions. In addition, 72% of residents reported they had a rule that smoking was not allowed in their home compared to the national average of 67.2% (CPS, 2002).

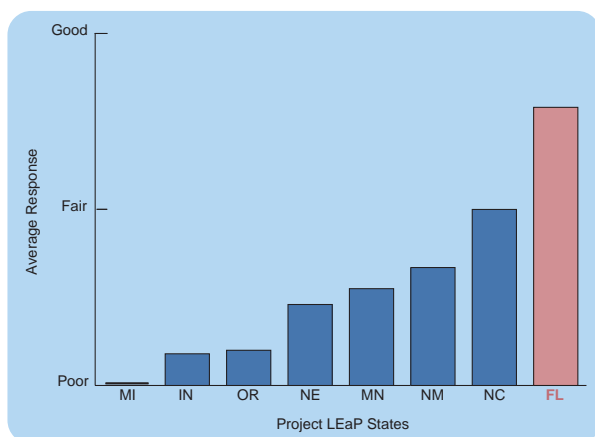
## State Economic Climate

**O**ne of the most important environmental aspects associated with tobacco control is the state economic climate. At the time of the evaluation, Florida had recently been struck by hurricanes Frances and Ivan. Florida tobacco control partners were concerned about the potential economic damage the hurricanes would cause, especially in the wake of decreased tourism after the terrorist attacks on September 11, 2001.

Right now there are a lot of concerns with the impact of all these hurricanes and what it’s doing to our state revenue along with the impact of 9/11.

**D**espite this concern, the majority of partners (67%) indicated the overall economic climate was good due to an improving economy and a lack of a significant budget deficit. However, other partners felt the financial climate was poor and inadequate for tobacco control. Reasons for this included:

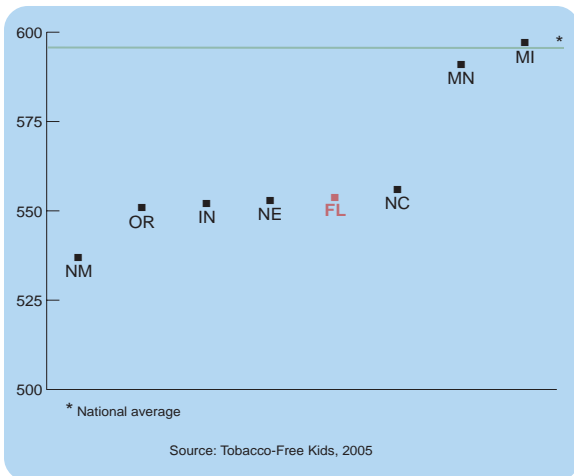
Perceived State Financial Climates: State Comparison



- Reduced funding from the Legislature; and
- Lack of use of MSA funds for tobacco control.

Florida is going to receive in excess of \$400M this year from the tobacco settlement. So it's my understanding that from the standpoint of tobacco control, Florida has the resources to support a comprehensive tobacco prevention and control program.

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

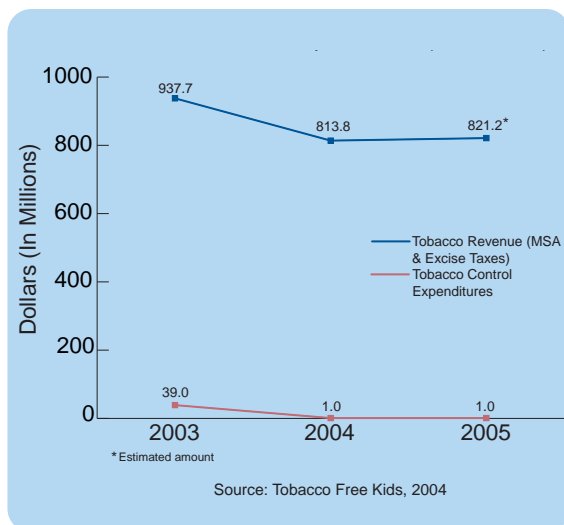


While the state of Florida was experiencing a good economic climate, Florida's state tobacco control program was dealing with a disastrous budget cut. In May 2003, 95% of the funding was cut. The state cut \$38M of state funding for the tobacco control program, leaving it with only \$1M in state funding, \$750K in funding from the Centers for Disease Control and Prevention, and \$90K from general revenue. The cut came at a time when the state's revenue from tobacco reached \$1.2B in 2002 and \$938M in 2003 (TFK, 2004).

Partners described the funding cut as "decimating" and "devastating," stating the program was nearly wiped out completely. In fact, all components of the program were drastically affected by the reduction. The large and successful counter-marketing campaign and school programs were eliminated. Community programs and statewide programs were also greatly reduced.

It [the budget reduction] cut their legs out from under them. When you're used to \$39M and you get \$1M, for one, you lost staff right off the bat. When you're talking about trying to do everything – data collection, surveillance, purchasing, media and all that with \$1M, it doesn't go very far.

**Florida Annual Tobacco Revenue and Tobacco Control Expenditures (2003-2005)**



The youth program, Students Working Against Tobacco (SWAT), was preserved on a smaller scale. Though the statewide youth program was still in existence, the infrastructure that supported SWAT activities was dramatically decreased.

SWAT had contacts at each of the counties, youth had somewhere to go; they had someone to call; they had someone to help them with the tobacco prevention youth empowerment and advocacy efforts on a local level. But when we had those major cuts, that was gone; it was lost.

## State Political Environment

Another significant aspect of program environment is the political climate in the state. At the time of the evaluation, Republican Governor Jeb Bush was serving his second term. The Florida State Legislature consisted of 40 Senators and 120 Representatives. The majority of Senators and Representatives were Republicans (65% and 68%, respectively).

The overall political climate in Florida was described as "poor"

and “hostile.” Partners felt there was a lack of support for tobacco control and that the issue had become very political. This lack of political support was based on the budget reductions the program experienced. However, some partners stated there was some public support for tobacco control.

It is hostile. The people making policy decisions in Florida have made it very clear that they do not support tobacco prevention and control. I can't seem to figure out if it is a feeling that tobacco prevention and control is not a worthwhile thing or whether there is a lack of understanding.

The population point of view doesn't support what the Legislature has done. They overwhelmingly voted to support the Smoke-Free Workplace Amendment; it passed by 70 percent. So there is overwhelming support, especially from the private, non-profit sector.

### Political Leadership

Almost 60% of partners felt Governor Bush provided at least a little support to their agency for conducting tobacco control activities. They believed the Governor verbally supported the program, but sometimes his actions did not reflect his verbal support (e.g., the program budget cut). Though the Governor had included funding for tobacco control in his budget, many partners questioned why he did not use his power to override the Legislature's decision to cut funding for the program.

Publicly he supported the program, but behind closed doors, he hasn't been supportive at all. When the Governor truly supports a program, that program prospers. In this case, he publicly supported the program, but the program was diminished.

Seventy-three percent of partners felt the Legislature provided a little support to their agency for conducting tobacco control activities. Again, the primary reason for this was the recent tobacco control funding reduction.

The Legislature had been looking at our funding for a long time trying to find ways to cut the program; it was always on the chopping block. At every legislative session, it was one of the last things to be decided.

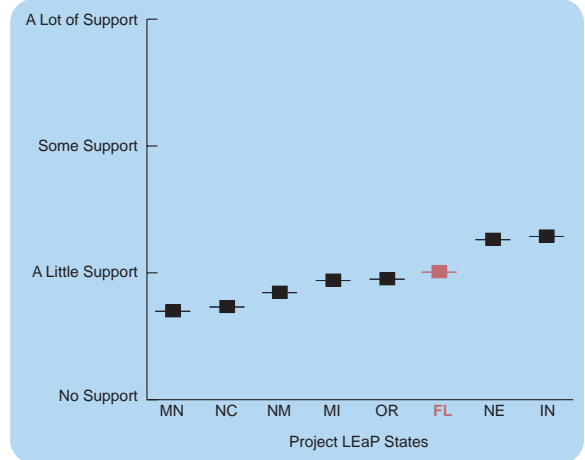
I don't think they've been that supportive. There are a handful of politicians in the House and the Senate that are supportive of the program. But basically, they're not in total support or we wouldn't have had the tremendous reduction in funds.

Some partners felt legislators had reduced funding because they did not like the youth based media campaign. They reported the Legislature viewed the commercials as attacking business and were offended by the ads' aggressiveness. Others thought the legislators were unaware of the success of the youth program.

### Perceptions of Governor Bush's Prioritization of Tobacco Control



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



### Florida Tobacco Control Champions

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

- Senator Ron Klein
- American Cancer Society
- American Heart Association
- American Lung Association
- Lawton Chiles Foundation
- Students Working Against Tobacco (SWAT)
- Florida Department of Health



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

State	Excise Tax
RI	\$2.460
NJ	\$2.400
WA	\$2.025
ME <sup>2</sup>	\$2.000
MI	\$2.000
MT	\$1.700
AK	\$1.600
CT	\$1.510
MA	\$1.510
NY	\$1.500
HI <sup>1</sup>	\$1.400
PA	\$1.350
OH	\$1.250
MN <sup>3</sup>	\$1.230
VT	\$1.190
AZ	\$1.180
OR <sup>4</sup>	\$1.180
OK	\$1.030
DC	\$1.000
MD	\$1.000
IL	\$0.980
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 <sup>5</sup>	\$0.300
VA	\$0.300
TN	\$0.200
MS	\$0.180
MO	\$0.170
SC	\$0.070

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

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

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

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

<sup>5</sup> Effective 9/1/05.

Source: Tobacco Free Kids, 2005

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

Have questions or comments?  
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This report was produced by the Center for Tobacco Policy Research at Saint Louis University.



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You have to put it in the context of the tobacco control program approach taken in the state – they focused on tobacco industry manipulation. And while that was very appealing and as the evidence strongly suggests, had a substantial impact on young people, many if not most of the adults and political leaders in the state saw that as being anti-business.

As a whole, Florida lacked a strong tobacco control champion base, specifically in relation to political decision-makers. Other than Senator Ron Klein, no other legislators were identified as strong champions. However, the voluntary agencies, American Heart Association, American Cancer Society, American Lung Association, and the Lawton Chiles Foundation were considered strong champions. Partners described the voluntaries as fighters for the program that were supportive through lobbying efforts.

### The Tobacco Industry

Most partners felt the tobacco industry had a very strong presence in the state. Many felt this presence had a negative effect on the program and had influenced the budget reductions the program experienced. Activities that the industry participated in included campaign contributions, lobbying, and event sponsorship.

The tobacco industry is very strong. The tobacco companies are very important corporate entities. There's a tendency, sort of a political tendency not to irritate them, because it's a source of revenue.

Along with the activities listed above, the tobacco industry had developed youth programs and prevention ads of its own. The tobacco industry's prevention materials and the nationwide *truth* campaign were the only prevention messages currently available for youth when the tobacco control program's *truth* media campaign was eliminated.

It is scary that the number one educator right now is the tobacco industry due to cuts to Florida's program. Their materials and media spots are the only prevention messages out there.

### Report Highlights

- Despite Florida's relatively good economic climate, the tobacco control program suffered a devastating funding reduction causing many activities to be suspended or eliminated.
- The political climate was challenging for tobacco control, with little to no support from the Governor and Legislature.
- Florida lacked strong political champions for tobacco control. Those champions identified were directly involved in the tobacco control program.
- The tobacco industry had a strong presence in Florida and partners felt it was able to influence the Legislature with lobbying efforts and campaign contributions.

# RESOURCES

Florida

Report Content

Monetary Resources 1

Human Resources 2

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**T**HERE ARE MANY resources to draw on for tobacco control programs. Specifically a program may utilize: (1) monetary resources, (2) human resources, and (3) information resources. Monetary resources are important to tobacco control programs because they are needed to fund activities, contracts, and grants. However, it is also important to examine the human and information resources that programs possess and have access to. Without qualified and adequate staffing, programs can find it difficult to function effectively and expand their efforts, even when adequate funding is present. Likewise, information resources, such as guidelines and proven methods, can significantly influence program success. The following report presents the September 2004 Project LEaP evaluation results regarding the three types of resources in Florida's tobacco control program.

## Monetary Resources

Florida Department of Health Tobacco Prevention Program (FTTP) had experienced one of the highest funded state

tobacco control programs in the nation. In FY99, the state appropriated \$70M from the Master Settlement Agreement (MSA) to the program. However, this amount was reduced to \$39M in FY03 and then to \$1M in FY04. At the time of the evaluation, in FY05, the total amount of tobacco control program funding was \$1.8M. This included \$1M from MSA, \$90K from the general revenue, and \$750K from CDC Office on Smoking and Health. While some partners believed that the budget cuts affected the entire program, specific cuts included:

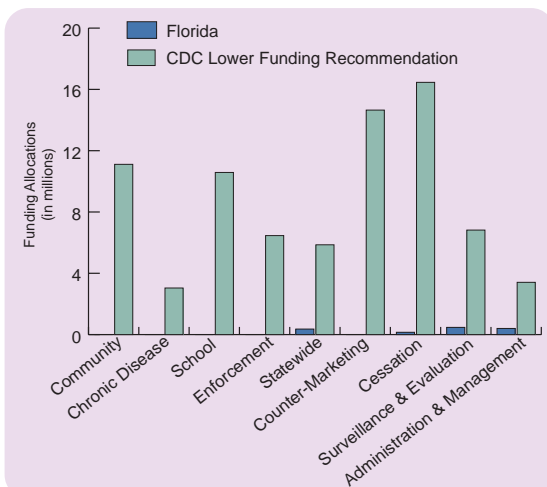
- Loss of staff;
- Marketing/advertising efforts;
- Schools programs;
- Loss of network relationships; and
- Evaluation efforts.

It [budget cut] ended it [tobacco control program], virtually ended it. The huge networks that had been created and the synergy that was created between the schools, and the departments of health, and the tobacco control program; there was synergy there, there was a foundation built, a relationship between and among all the different agencies...there was a real focus, a real powerful surge forward, and a real exhilaration at the great strides that had been made, and then it was all just cut off completely.

Although the youth component, SWAT, had been the hallmark of the program's success, it was nearly decimated by the funding reductions. In fact, most partners indicated that SWAT was the most difficult to preserve.

That [preserving SWAT] has been a very difficult challenge without a local person to help them maintain their identity as a group, or a club in their school, or an organization in their community. That has been the biggest challenge.

Funding by BP Category:  
State Allocation & CDC Recommendation



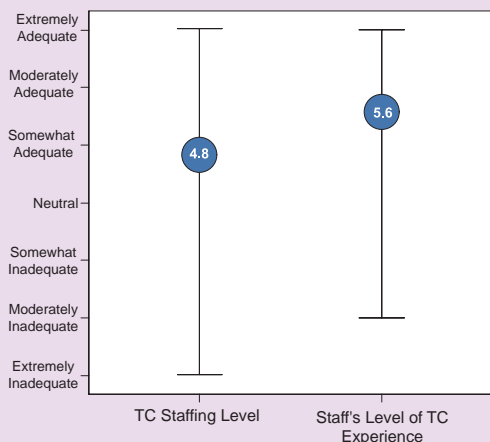
Project LEaP  
Linking Evaluation and Practice

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

November 2005



### 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.

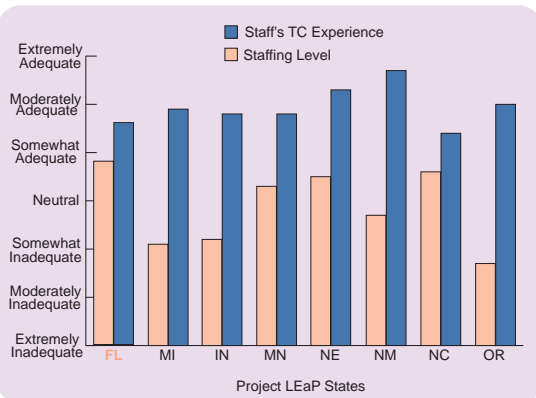
Florida's tobacco control program did not adequately fund all nine of the categories recommended by CDC *Best Practices for Comprehensive Tobacco Control Programs* (BP). In fact, all of the categories were funded far below the lower limit of the CDC BP funding recommendations (see graphic on page 1). Chronic disease activities were conducted in another division of the Department of Health. However, the categories that were funded by Florida's tobacco control program were far below CDC's lower recommendations:

- Statewide programs;
- Cessation programs;
- Surveillance and evaluation; and
- Administration and management.

### Human Resources

In addition to monetary resources, an adequate number of experienced staff are important to program implementation. The top left figure illustrates the adequacy of staffing levels and staff's level of tobacco control experience within *all* partners' agencies. The blue dot indicates the average score of partners' responses and the extending lines represent the range of their responses.

### Adequacy of Staffing Level and Experience: State Comparison



The majority of partners felt the tobacco control staffing level (67%) and staff experience (83%) was at least somewhat adequate. In general, partners across all Project LEaP states rated the experience of their tobacco control staff high (graphic to left). Partners identified more staff as the single most important change that would facilitate their tobacco control efforts.

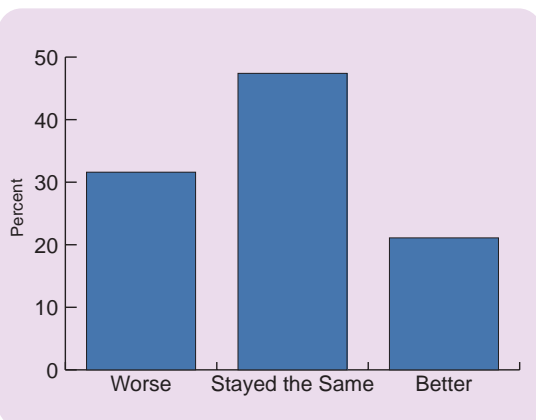
Again, it would require more funding, because we just don't have the personnel to do a very comprehensive program right now. We don't have the staffing available to do what a state the size of Florida needs done. I would say we just need the resources for more staffing.

### Staff Turnover and Morale

All partners reported that staff turnover had either stayed the same (53%) or increased (47%) from the previous fiscal year. Considering staff morale, most (69%) said morale had stayed the same or improved compared to the previous fiscal year (graphic to left). Although most did not consider morale to be worse, the current level of morale was viewed as low. The main reasons for the low level of morale were:

- Fear that successes would be lost;
- Staff lay-offs;
- Budget cuts; and
- Feelings of betrayal.

### Change In Staff Morale From Previous FY



## Information Resources

Information resources that can be utilized by a tobacco control program include surveillance data, case studies, and evidence-based guidelines. One example of evidence-based guidelines is the CDC BP guidelines. Partners were asked to prioritize eight BP categories (administration and management was excluded because it is not mutually exclusive of the other categories) as they thought it should be for Florida.

### *BP Priority*

*Statewide programs* and *school programs* were ranked as the highest priorities. Partners ranked *statewide programs* high because they felt it served as an umbrella that encompassed all the other BP components and provided a level of consistency throughout the state. *School programs* were viewed as a priority because the school environment contained a captive audience for prevention programs.

It's [statewide programs] an umbrella that will encompass all of these. If you don't have a good statewide program, I don't think any of the others are going to work.

That [school programs] is the only answer is to get it into the schools and have it as a part of the school curriculum. And by doing that, you would affect youth behavior, and in time you'd see a tremendous change.

*Enforcement* was identified as the lowest priority for Florida. Partners felt if the other categories were implemented effectively, there would be no need for enforcement.

If you do all the others, the enforcement is not really going to make that much of a difference.

### *Surveillance & Evaluation*

FTTP indicated that approximately 26% of their total budget was dedicated to surveillance and evaluation activities. Both surveillance and evaluation had dramatically decreased compared to the previous fiscal year. In fact, the current level of evaluation was described as somewhat inadequate. Cessation was the only category evaluated. Chronic disease was not a component of the program, and budget constraints prevented the following components from being evaluated:

- Community programs;
- School programs;
- Statewide programs;
- Counter-marketing programs; and
- Enforcement programs.

### 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



**Evaluation of CDC BP Categories:  
State Comparisons**

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

FTTP also noted that an outcome evaluation of the overall tobacco control program had not been conducted in the previous fiscal year and there were no plans to conduct a comprehensive evaluation in the future.

FTTP considered the current level of tobacco surveillance activities as somewhat inadequate. Five surveillance systems were being implemented, including the Behavioral Risk Factor Surveillance System (BRFSS) and the Youth Risk Behavior Surveillance System (YRBSS). Surveillance of the tobacco industry was also occurring among partners. Nearly 43% of partners were monitoring some tobacco industry activities, including advertising, promotions, event sponsorships, and lobbying.

*Sharing Information*

In the past year, the Florida program shared tobacco control information with six other states (see map). Florida also identified California, Massachusetts, and Minnesota as useful models for its own program planning.

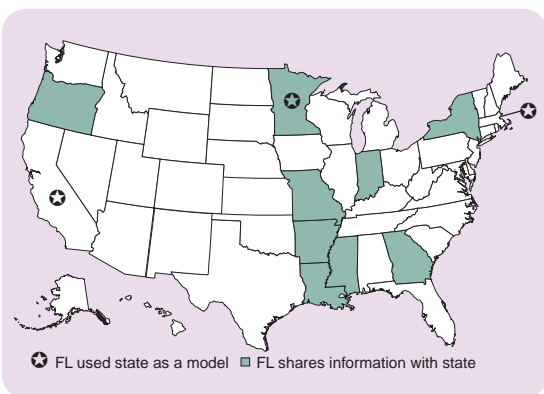
**What tobacco industry activities does your agency monitor?**

Activity	
Lobbying	8
Advertising	6
Promotions	3
Event Sponsorships	4

**Report Highlights**

- The tobacco control program experienced a substantial decrease in MSA funding from \$39M to \$1M. Program components affected by these cuts were school programs, staffing, marketing, and evaluation efforts.
- Most partners considered staff morale to be low compared to the previous fiscal year. Reasons for the low morale included lay-offs and budget cuts.
- School and statewide programs were identified as the highest priorities for the state. Enforcement was ranked as lowest priority.
- Florida was only evaluating cessation programs. Chronic disease was not a component of the tobacco control program and all other categories were not being evaluated by FTTP due to budget constraints.

**Information Sharing Between Florida and Other State Programs**



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

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

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



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# CAPACITY

Florida

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

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

## Partner Roles

At the time of our evaluation in September 2004, the Florida tobacco prevention and control program was comprised of a variety of agencies and roles. The program was led by the Florida Department of Health

Tobacco Prevention Program (FTPP). FTTP was responsible for program planning, implementation, and surveillance and evaluation related to tobacco control within the state. FTTP addressed three critical areas of tobacco control:

- Preventing initiation of tobacco use;
- Reducing the use of tobacco; and
- Protecting the public from exposure to secondhand tobacco smoke.

FTTP funded efforts in four of the nine *Best Practices* components recommended by the Centers for Disease Control and Prevention (CDC). The components not funded were community programs, school programs, chronic disease programs, counter-marketing programs, and enforcement activities.

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

Aside from FTTP, there were two other state agencies involved in the evaluation: Florida Department of Education (DOE) and Florida Department of Health Chronic Disease Program (DOH CDP). DOE provided teacher training, research activities, evaluations, and prevention programs. DOH CDP housed FTTP and provided surveillance data to the program.

The voluntary and advocacy groups at work in Florida included the American Heart Association, American Cancer Society, and American Lung Association. These groups had various roles within the program including providing support and technical assistance for

### Participating Partners in Florida's Network

- FL Department of Health Tobacco Prevention Program
- Alachua County Tobacco-Free Partnerships
- American Cancer Society
- American Heart Association
- American Lung Association
- Area Health Education Center of Central Florida
- FL Department of Education
- FL Department of Health Chronic Disease Program
- FL Tobacco Leadership Council
- Image Research
- Orange County Tobacco Free Partnerships
- Tobacco Free Partnership of Miami Dade County

Project **LEAP**  
Linking Evaluation  
and Practice

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

November 2005

the statewide and regional coalitions. They also held primary responsibility for coordinating and conducting advocacy for program funding, supporting policy changes, and increasing political support for the program.

Like many other Project LEaP states, Florida had a statewide coalition in place, the Florida Tobacco Leadership Council. The Leadership Council developed strategies for advancing policy around tobacco control throughout the state and advocated for tobacco prevention, cessation, and funding for program activities. In addition to the statewide coalition, Orange County Tobacco Free Partnership, Alachua County Partnership, and Tobacco Free Partnership of Miami Dade County represented some of the 67 tobacco-free partnerships in Florida. These coalitions were involved in coordinating tobacco prevention activities for youth, providing a community forum for tobacco issues, and legislative advocacy. However, at the time of the evaluation, the Alachua County Partnership had disbanded pending reinstatement of funding.

Two agencies representing program contractors were also interviewed. At the time of the evaluation, AHEC's primary role was to coordinate the planning of statewide meetings. Image Research was contracted to evaluate the state quitline.

Given Florida's long history in tobacco control, a few past partners who played a major role in the success of the tobacco control program were interviewed, including the previous youth program director, external evaluator, the University Of Miami School of Medicine, and Paradox Learning Systems.

## Strategic Planning

At the time of the evaluation, FPHP had a strategic plan that had been implemented in 2002 and looked forward to 2007. The plan had changed within the last fiscal year in the following areas:

- Distribution of resources;
- Prioritization of program outcomes;
- Staffing;
- Policy changing efforts; and
- External partnerships.

The plan also included provisions for implementing the program at different funding levels. When the budget cuts occurred, FPHP reacted by attempting to find other

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

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

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

Characteristics	FL	IN	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



positions for staff. However, most partners reported that since the reduction had taken place so quickly, and was more dramatic than anticipated, there had been no time or opportunity to plan for it.

It [the funding reduction] happened suddenly. We were constantly being told they were going to find money for us. And the Governor even said that this is a very good program, a very valuable program, and we've got to fund them. But then at the last minute they said they were going to fund it at a million dollars.

We didn't plan because we kept hoping it would be \$39 million. The volunteer agencies and the legislative budgets indicated \$39 million, and so that's what we were shooting for.

While planning might not have been an option, some agencies did what they could to maintain the work that had been established. These efforts included changing their approach (e.g., less contracting and more hands-on activities), reconsidering program priorities, and contacting local partners for support.

When we had more money we took on more projects. And because we took on projects, we could contract out a lot more, so we would have other people doing things. Because it was more cost effective to have our staff doing the planning and less on the hands-on. And as the money got lower and lower, we could no longer afford to contract out. So there was less planning and more doing.

Despite the lack of funding to the partner agencies, FTTP made an effort to market the program and disseminate program outcomes to both political decision-makers and the public.

## Perceptions of FTTP

Partners named many characteristics of FTTP that facilitated Florida's tobacco control program. Many expressed that FTTP's dedicated staff and supportive partner agencies were major facilitators.

There are still a lot of players in the public health community who are not ready to give up on the program and are still keenly interested in applying pressure. It facilitates the program to know we've got allies and it ain't over yet.

While partners recognized the characteristics of FTTP that facilitated the program, they also identified major impediments to the program. Specifically, the lack of

### Overall Statewide Tobacco Control Goals (from Florida's strategic plan)

- Prevent initiation of tobacco use among youth
- Reduce the use of tobacco products by current users
- Protect people from the harmful effects of exposure to Secondhand Smoke

### 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	✓				✓	✓	✓	✓	✓
<b>Florida</b>					✓		✓		✓

\*Indiana combines funding for several categories into one lump sum

funding and staff were significant impediments due to the funding reduction, and were thought to hinder the efforts.

I'd say the lack of [FTPP] staff impedes it [the overall program]. But it's hard to blame the program.

The budget basically stopped Florida's tobacco control efforts. Because you can't carry that out without enough staff, people working at it, to maintain all the connections and all the activities you need. I think the staff are great, and I think they work really hard and do a really good job; but they can only do so much.

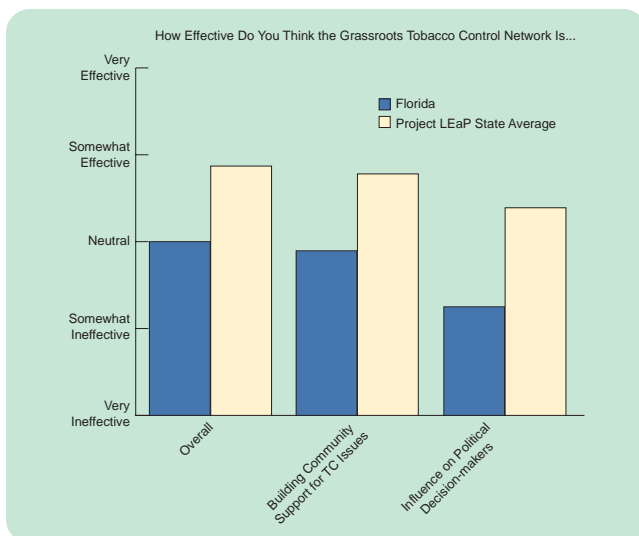
## The Tobacco Control Network

Twenty-one tobacco control partners were identified as core members of Florida's program. Though it had been very effective in the past, partners considered the overall tobacco control network in Florida to be ineffective. Reasons for this perception included:

- Lack of coordination and communication;
- Poor morale and loss of energy;
- Lack of resources; and
- Loss of important relationships.

Well, the whole infrastructure was destroyed. We had local partnerships in every county throughout Florida. And without the experienced staffing to keep those partnerships up and running, there's absolutely no way for the communities to continue doing the great work they did on a local level in terms of changing societal norms.

Effectiveness of Grassroots Network



To increase the network's effectiveness, partners overwhelmingly suggested increasing the budget and staff. However, some partners focused on specific characteristics of the network, including:

- Increasing communication and the understanding of the different network roles; and
- Increasing network leadership.

### State and Grassroots Relationship

Many partners felt the relationship between the state and the local grassroots partners was not effective in supporting the overall tobacco control program. Though at one time effective, partners thought the relationship had weakened after the budget reductions. Other reasons contributing to the limited effectiveness of the relationship were:

- Lack of communication and coordination;
- Loss of partner relationships and synergy; and
- State level bureaucracy.

Some partners stated the relationship was still effective. Reasons for this included:

- Effectiveness of the grassroots network at passing policies;
- Efforts made by the state to reach out to local partners; and
- Dedication of grassroots partners.

The folks at the state level have made great efforts to reach out to the local partners, the local SWAT groups. There's been a good amount of coordination to get the message of the importance of youth tobacco control out there. And, it's made headway with the media.

To improve the relationship partners reported a need for more coordinated and frequent communication. They felt that holding more regional planning forums and meeting more regularly to keep all partners informed and involved would lead to better partner relations.

## Network Relations

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

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

### Contact

The contact network shows how often participating partners communicated with each other. 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)

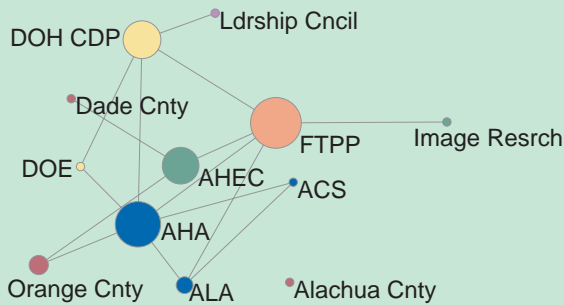
Florida Partner Agency Abbreviations

Agency	Abbreviation
FL Department of Health Tobacco Prevention Program	● FTFPP
Alachua County Tobacco-Free Partnership	● Alachua Cnty
American Cancer Society	● ACS
American Heart Association	● AHA
American Lung Association	● ALA
Area Health Education Center of Central Florida	● AHEC
FL Department of Education	● DOE
FL Department of Health Chronic Disease Program	● DOH CDP
FL Tobacco Leadership Council	● Ldrshp Cncil
Image Research	● Image Resrch
Orange County Tobacco Free Partnerships	● Orange Cnty
Tobacco Free Partnership of Miami Dade County	● Dade Cnty

### Agency Type Key

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

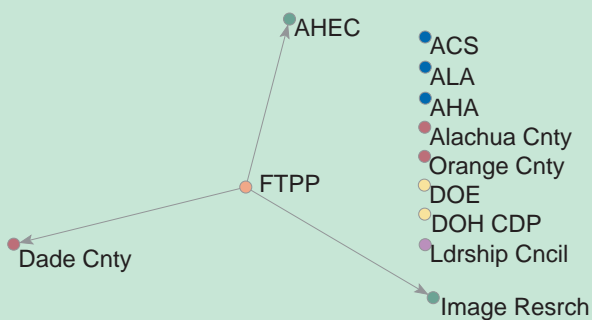
### Quarterly Contact Among Florida Partners (More than Quarterly)



#### What does the Florida Contact Network Show?

- FPHP played a very influential role in communication among partners.
- Florida partners did not communicate with each other on a frequent basis.

### Exchange of Money Between Florida Partners



#### What does the Florida Money Network Show?

- FPHP was the sole provider of funds to program partners.
- Money was exchanged between only four of the network partners.

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 AHA and AHEC. AHA did not have a direct connection with AHEC, but both had contact with FPHP. As a result, FPHP acted as a bridge between the two and had more influence, and a larger node, within the network.

The Florida network did not have a high level of contact between agencies. For example, Alachua Cnty did not have contact on a more than quarterly basis with any of the others. Three other agencies (Dade Cnty, Ldrship Cncil, and Image Resrch) reported more than quarterly contact with only one other partner in the network. Five agencies (FTPP, AHA, DOH CDP, and AHEC) had large nodes while all other agency nodes were similar in size. This indicates that these five agencies exerted a large amount of influence over communication and were most central to the network. Overall, the network was more centralized than the average Project LEaP state, which indicates that a small number of agencies exhibited the most influence over the network.

The contact network was also somewhat inefficient (*i.e.*, information was not likely to be communicated from one side of the network to the other 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 lower than the average for Project LEaP states, indicating that many agencies contacted each other through another agency.

### Money

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

Compared to money flow networks in other participating states, the Florida network had dramatically fewer connections. In other words, there was much less exchanging of funds in Florida than in other Project LEaP states. This was illustrated by the eight agencies not included in the network, and the sparse connections seen between

those included. Money was only exchanged by four agencies, and all of those funds came directly from FTTP. The bare network is a reflection of the budget cuts to the tobacco control program.

### Importance

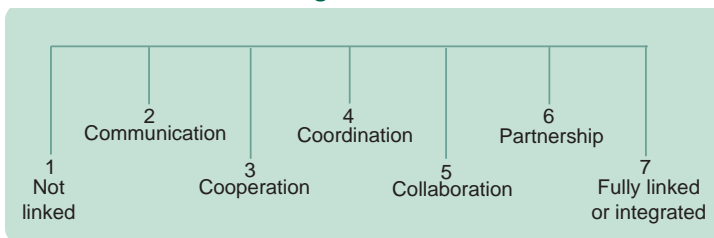
The importance network shows how important partners thought other agencies were to the overall tobacco control program. An arrow connects two partners when the originating partner feels that the receiving partner is *extremely* important to the program. As indicated by the fairly uniform node size, most agencies were viewed as equally important to the Florida network. FTTP and AHA were selected by the most agencies as extremely important in the network, followed by ACS, ALA, and DOH CDP. Most agencies were selected by at least one other agency as being an extremely important part of the program.

When compared to other participating states, the Florida importance network was less connected than average. This means that fewer partners chose “extremely important” to characterize others in the network.

### Integration

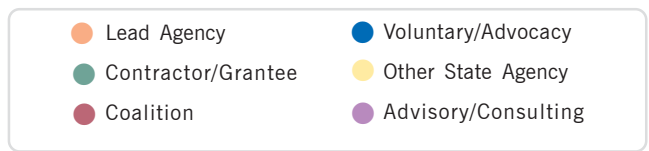
The integration network shows the extent of the relationship between partners. A line between two partners means that the partners *at least coordinated* with each other to achieve program goals (see integration scale below).

Integration Scale

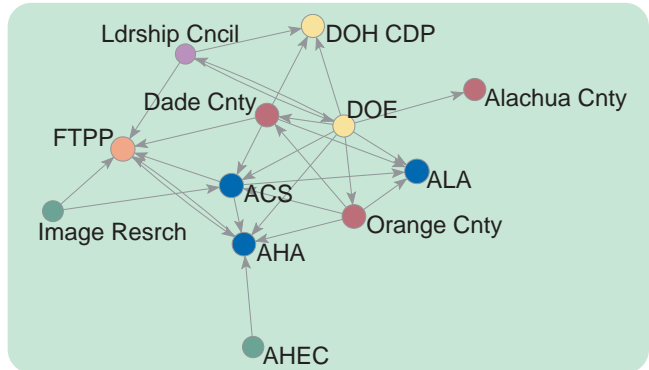


The Florida integration network shows that, of the participating partners, FTTP worked with the most agencies. ALA and ACS were also highly connected, indicating they worked closely with many partner agencies. For Florida, the integration network was not very dense, indicating there were few partnerships between agencies. The network was also not very efficient and was, compared to other Project LEaP states, more centralized. This is seen graphically in the one very large node (FTTP), indicating that agency was seen as central in the network.

### Agency Type Key



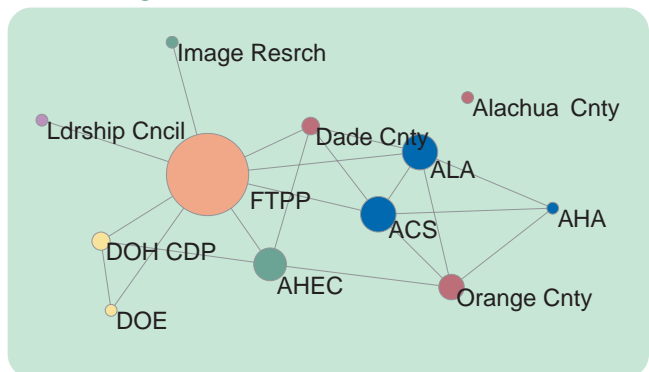
Perceived Importance of Florida Partners to the Program



### What does the Florida Importance Network show?

- Most agencies were seen as equally important within the network.
- Compared to other Project LEaP states, the network was less connected than average.

Integration Between Florida Partners



### What does the Florida Integration Network Show?

- FTTP, ALA and ACS 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 Florida's Networks Compare to the Average Project LEaP State?

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

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

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

## Strengths and Challenges

Most partners felt the activities of the local and grassroots partners were a major strength of the program. Other strengths included:

- Dedication of the tobacco control staff;
- The program's successful history;
- Support from the Secretary of Health; and
- Involvement of the youth program.

It is a state integrated program that reaches out to all levels. There is a lot of local involvement and citizen involvement in the different coalitions that have formed.

There are a lot of dedicated people that work in tobacco control. And these people are still dedicated [even] with limited funding.

Challenges for the program included a lack of funding and resources, lack of political support, and lack of power or muscle behind the program.

The decision-makers don't really understand the significance of tobacco control and tobacco reduction and tobacco prevention.

## Report Highlights

- The dedicated staff and partners of FTTP were considered major facilitators of the program.
- Partners viewed the tobacco control network as less effective than in the past as a result of poor communication and a lack of resources.
- While some partners thought the relationship between the state and the grassroots partners was effective, many thought it was weakened after the budget reduction and the resulting loss of synergy.
- The communication, money flow, and integration networks all showed sparse connections between agencies, a reflection of the budget reductions.

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

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

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



<http://ctpr.slu.edu>

# SUSTAINABILITY

Florida

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

- Maintaining service coverage at a level that will provide continuing control of a health problem;
- Continuing to deliver 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 program funding. While important, this alone will not sustain a program. When funding loss is experienced, programs 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.

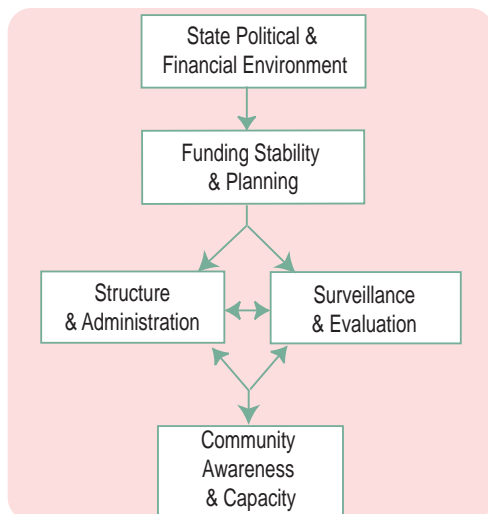
Mounting state deficits and financial difficulties have placed many state tobacco control programs in precisely this situation. As a result it is critical that programs integrate the concept of sustainability into their planning activities. Assessing current levels of sustainability allows programs to evaluate their strengths and challenges, and begin to address them in the future. Programs 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 programs in assessing their sustainability, the Center for Tobacco Policy Research (CTPR) has developed a framework for this purpose. Based on a thorough review of the scientific and business literature, discussions with experts, and our own research, the framework consists of five major elements or domains:

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

Domains of Tobacco Control Program Sustainability



The main purpose of the framework is to help states in their strategic planning activities. By assessing sustainability, programs 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 programs across states, allowing for greater information-sharing among programs.

## The Sustainability Framework



It is important to note that all five domains are interrelated. For example, a state's environment regarding tobacco control often influences program funding stability and planning. In turn, a program's ability to be successful, 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

### 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	

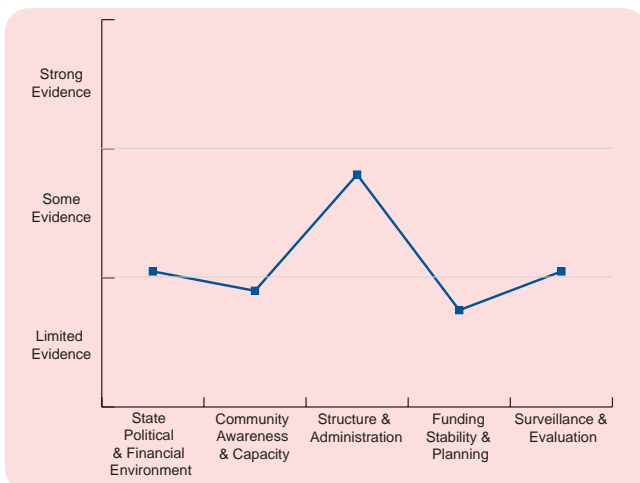
Limited Evidence 
 Some Evidence 
 Strong Evidence

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.

## Florida's Sustainability Profile

Based on data collected in the Project LEaP evaluation Florida's profile showed a moderate level of sustainability (1.7). *Structure & Administration* was the highest scoring domain for the state, while *Funding Stability & Planning* was the lowest. Each of the five domains and their scores are described in more detail in the following pages.

### Overall Florida Sustainability



### State Political & Financial Environment Domain

Florida's *State Political & Financial Environment* showed *some evidence* (1.7) of contributing to the program's sustainability. Partners reported mixed support for tobacco control as an issue; there were proponents as well as opponents. Specifically, support for tobacco control surrounded smoke-free air ordinances.

Like some of the other southern states, Florida is a tobacco growing state. We have a pretty strong health-oriented contingency with the hospital associations. And outside the public health itself, pretty good support for tobacco prevention. But we still have a business group, especially in farming and agriculture, that's pro-tobacco.

Regarding Governor Bush, partners felt he had verbally supported the program, but at times his actions did not reflect this. The tobacco control budget cut was an example of his limited support. Also, compared to other public health issues, partners thought tobacco control was a lower priority for the Governor overall. In addition, partners felt they received a little support from the Legislature. Despite a few supporters in the Legislature, most partners felt the recent cuts to funding for tobacco control was evidence of the Legislature's lack of support.

If you talk to him [Governor Bush], both he and his wife would say they're supportive of the tobacco control program. But if it's in his budget and then it appears from the House and Senate to be reduced from 39 million...something's wrong somewhere. So verbally, he'll say he's supportive. But obviously, when it comes to the full level of funding, it's just not there.

Overall, Florida lacked strong tobacco control champions, specifically in relation to political decision-makers. Other than Senator Ron Klein, no Legislators were listed as strong supporters. However, several advocacy groups, including the American Heart Association, American Cancer Society, American Lung Association, and the Lawton Chiles Foundation were considered strong champions for the tobacco control program.

I don't know that we have a champion right now in the state of Florida, and I think that's one of the detriments to our program; we don't really have a champion. There is Senator Klein, who has stepped forward and would probably be the closest thing to a champion that we have right now.

Considering opposition to the tobacco control program, the tobacco industry was thought to have a very strong presence in Florida. Many partners felt this presence had a negative effect on the program and had an influence on the funding reductions for tobacco control. In addition, due to the elimination of the program's *truth* media campaign, the only prevention messages available to Florida youth were the tobacco industry's prevention ads and materials and any messages from the nationwide *truth* campaign.

At the time of the evaluation, many partners felt the state financial climate was improving and characterized it as good.

### What is State Political & Financial Environment?

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

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

#### Florida State Political & Financial Environment

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






Limited Evidence   
 Some Evidence   
 Strong Evidence




### What is *Community Awareness & Capacity*?

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

- Participation of community stakeholders;
- Publicly visible programs; and
- An understanding of the community.

#### Florida *Community Awareness & Capacity*

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

 Limited Evidence  
  Some Evidence  
  Strong Evidence

#### 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

However, the state was still facing a budget deficit and, as a result, many state programs had received significant reductions in state based funding, including tobacco control.

When compared to other Project LEaP states, Florida's experience was somewhat common. Most states reported minimal or mixed support from the Governor and Legislature. While some states reported more champions than Florida, the number of political decision-makers (e.g., Legislators) was often limited. Seven of the eight states evaluated had also experienced a recent budget deficit. In contrast most states felt their economies were very poor and declining.

### *Community Awareness & Capacity Domain*

Based on a variety of aspects, the *Community Awareness & Capacity* domain had *limited evidence* (1.6) of contributing to program sustainability. It was unclear as to the level of program recognition in the state, but most partners reported some support from the media and public for tobacco control. Despite the presence of some pro-tobacco interests in the state, there was strong public support for the program's activities, smoke-free legislation in particular.

The grassroots network was regarded as dedicated and effective at getting policies through. However, the network had faced many challenges in the past few years that had impacted their overall effectiveness. County coalitions had experienced significant cuts in their staff and funding and as a result, partners rated the overall network as ineffective.

In the past it [tobacco control network] has been very effective... It's not as effective now as it used to be prior to 2003. Certainly it's still there, but when you lose the kind of funding that was lost, it's hard to keep morale up with the volunteer agencies as well as professional agencies that support it.

The relationship between the state and grassroots partners had also been impacted by a lack of resources. Specifically, partners thought there were challenges in communication and coordination. Thus, many partners had mixed feelings about the effectiveness of the relationship. This experience was not common among other Project LEaP states. In fact, the majority reported a strong relationship between the state and grassroots partners. Also, most states felt their networks were somewhat to very effective in their activities.

Another way to increase program recognition is through public relations and marketing. In the past two years Florida had marketed the program to both political decision-makers and the public. However, though a media plan was



listed and described in the 2002-2007 strategic plan, media and marketing strategies had recently been eliminated due to funding cuts.

Well, it [funding cuts] virtually decimated the program. I mean, what's made the program so successful was that it was comprehensive in nature. And one of the most expensive and most effective pieces was the advertising component, and that's obviously had to be eliminated.

Other aspects that influenced this domain included Florida's participation in surveillance activities. Florida reported using several surveillance systems, including the Behavioral Risk Factor Surveillance System and the Youth Risk Behavior Surveillance System.

Florida's marketing efforts were similar to other Project LEaP states. Several states had experienced reductions in media efforts due to cuts in funding and reported the use of two or fewer marketing strategies. In relation to community assessment, Florida was average in its efforts. In general, Project LEaP states reported using several surveillance systems.

### Structure & Administration Domain

For *Structure & Administration*, Florida showed *some evidence* (2.2) of sustainability. One indicator within this domain is the presence of a fiscal management structure. At the time of Project LEaP, the Florida Department of Health, Tobacco Prevention Program (FTPP), had a full-time fiscal manager who was part of their division and was responsible for budget monitoring. They also had a program staff person who assisted with the fiscal management of CDC funds. Contracts and grants were managed using fiscal guidelines and policies put forward by the Florida Department of Health.

The Florida tobacco control program had developed a strategic plan, which had been initiated in 2002. In addition, plans for implementing the program at different funding levels were also created. The strategic plan was not only flexible but also reflected the long-range goals of the program until 2008. However, though most partners agreed with the goals outlined by FТПP, there was limited evidence of partner involvement in planning for the achievement of these goals or other planning procedures. Partners reported little planning for funding reductions and others were unsure of what was to happen with future funding. As of the evaluation, plans were in place to develop a new strategic plan to reflect changes in the program.

### Summary of Tobacco-Related Disparities Information Strategies: State Comparison

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

\*New Mexico had a contract specifically for addressing disparities.

### What is Structure & Administration?

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

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

### Florida Structure & Administration

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

Limited Evidence   
 Some Evidence   
 Strong Evidence

In most other Project LEaP states, partners also agreed with the lead agency’s program goals. In contrast to Florida, many states showed evidence of making plans to achieve the goals with the partners. Six states, including Florida, had a strategic plan in place at the time of evaluation. Most of these plans were flexible and included both short- and long-term goals for the program.

### What is Funding Stability & Planning?

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

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

### Funding Stability & Planning Domain

*Funding Stability & Planning* for Florida was considered to have *limited evidence* (1.5) of sustainability. From FY02 to FY03 MSA funding dramatically changed, decreasing from \$39M in FY03 to \$1M in FY04. Funding was maintained at the same level from FY04 to FY05, however there was uncertainty about what would happen with funding for the program in the future. The changes and uncertainty in funding indicated instability, which can affect the overall efforts of the program.

It [funding cut] essentially eliminated the program. When you go from a 39 million-dollar program to a one million-dollar program, you don't have much left. You're eliminating staffing and you obviously have absolutely no media or marketing campaign whatsoever. The only programmatic activities that you may have would be driven at the local level by some health departments that maybe are able to have a staff person to try to continue some of the local tobacco control efforts.

#### Florida Funding Stability & Planning

Indicator	Amount of Evidence
Funding Stability	
Planning	
Fiscal Independence	
Capacity	

Limited Evidence  
 Some Evidence  
 Strong Evidence

In response to reductions in funding some partners, including FTTP, reported reassessing priorities, moving staff to other positions, and looking for additional support. Others admitted that they had no plans or strategies in place to address reductions in funding.

Like Florida, most LEaP states encountered significant reduction in tobacco control funding and at the least a serious threat of funding loss. The majority of other states reported efforts to plan or respond to funding reductions. Specifically, they attempted to diversify funding sources, refocus efforts, reprioritize activities, and increase marketing. Partners from other LEaP states also attempted to increase their fiscal independence.

Regarding capacity, there was limited evidence that the program had the ability to sustain itself. Tobacco control staff was experienced and agencies had reported moderately adequate levels of staffing. However, many tobacco control activities had been eliminated or reduced as a result of funding loss. Thus, it was a challenge for many partners to expand or even maintain their efforts.

## Surveillance & Evaluation Domain

Florida's tobacco control program had *some evidence* (1.7) of sustainability in regard to *Surveillance & Evaluation*.

Evaluation was mentioned as a component within Florida's strategic plan, but there was little evidence indicating that specific plans for surveillance and evaluation had been developed or even outlined.

Due to cuts in tobacco control funding, implementation of surveillance and evaluation was limited. In fact, FTTP was only participating in one evaluation activity; they were evaluating cessation programs. However, they participated in several surveillance efforts. These included the Adult Tobacco Survey, Youth Tobacco Survey, Pregnancy Risk Assessment Monitoring System, and smoke-free air surveys. Surveillance and evaluation activities were considered somewhat inadequate by FTTP.

Another important aspect of *Surveillance & Evaluation* is the use of the information obtained through these activities. FTTP reported disseminating program outcomes to both political decision-makers and the public over the past two years. Most Project LEaP states also used evaluation and surveillance results to educate both political decision-makers and the public. Like Florida, most states participated in several surveillance activities and partners in these states generally felt their efforts were somewhat inadequate overall. Compared to other Project LEaP states, Florida was one of two states that conducted only one key evaluation activity.

## Sustainability across Project LEaP states

For most domains, sustainability varied across states (see graphic 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 Awareness & Capacity* and *Structure & Administration*. The differences in scores for the *Community Awareness & Capacity* domain were minimal and indicated that most Project LEaP states had experienced strong community participation and support.

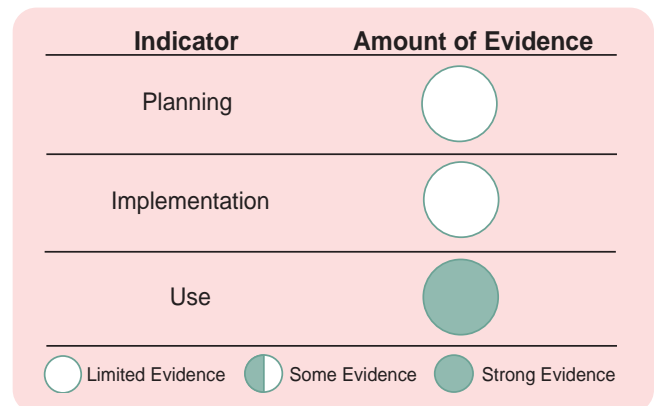
In contrast, the *Structure & Administration* domain showed variability in the scores between states. While all states had at least *some evidence* of sustainability, three states were found to have *strong evidence*. Planning set many states apart in this domain. Not only did some states lack a strategic

### What is Surveillance & Evaluation?

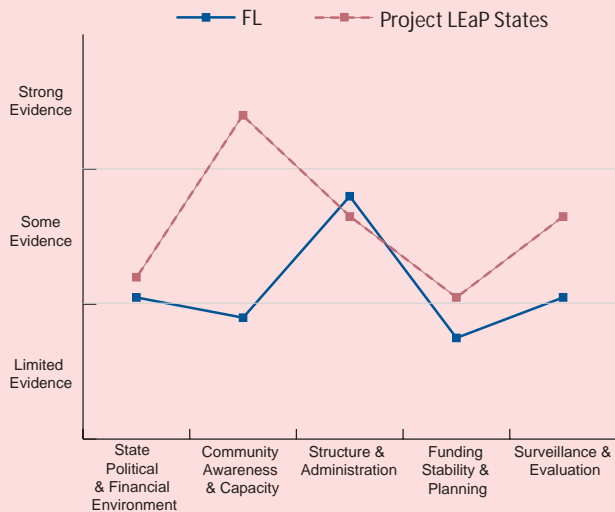
The dissemination of successful program results influences program continuation and support. Strong program surveillance and evaluation includes:

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

### Florida Surveillance & Evaluation



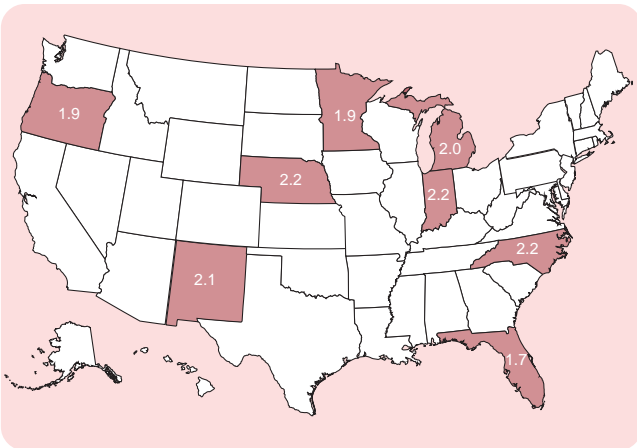
### Evidence of Sustainability: Florida Compared to Project LEaP State Average



plan, but for others there was no evidence of planning efforts between program partners.

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 their 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 Governor and Legislature with regards to tobacco control and were experiencing challenging financial climates.

### Overall Sustainability Scores for Project LEaP States



### Report Highlights

- Florida's overall sustainability profile was consistent with other Project LEaP states, but lower than the overall average (1.7 vs. 2.0).
- Florida showed the strongest evidence of sustainability in the *Structure & Administration* domain. The state appeared to face the most challenges in regard to *Funding Stability & Planning*.
- Many tobacco control activities had been reduced or eliminated due to funding cuts. Thus, it was a challenge for many partners to maintain their efforts, which in turn affected the program's sustainability.
- In regard to the *State Political & Financial Environment* domain, Florida's experience was common to other Project LEaP states.
- Florida's tobacco control network had faced many challenges in the past few years. This affected the program's sustainability, particularly in regard to their ability to build community awareness and capacity for tobacco control.

### Check out the complete Project LEaP Florida Reports Series:

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

Have questions or comments?  
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