

# UCSF

## Surveys and Program Evaluations from Outside UCSF

### Title

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

### Permalink

<https://escholarship.org/uc/item/0z84g0tp>

### Author

Jenine Harris

### Publication Date

2006-02-13

# INTRODUCTION

## North Carolina

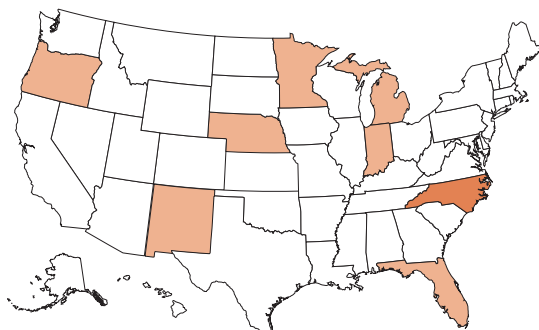
**I**N 2004, THE CENTER FOR TOBACCO Policy Research (CTPR) partnered with North Carolina and seven other states to evaluate how unstable state financial climates were affecting state tobacco control movements and to identify strategies to help states deal with tobacco control funding reductions. Using 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 movement implementation.

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 June, 2004.

### Participating Partners in North Carolina's Network

- North Carolina Department of Health Tobacco Prevention & Control Branch
- American Cancer Society
- American Heart Association
- American Lung Association
- Buncombe County ASSIST
- Department of Public Instruction
- Guilford County ASSIST
- Health & Wellness Trust Fund Commission
- North Carolina Alliance for Health
- North Carolina Chronic Disease and Injury Section
- North Carolina Prevention Partners
- University of North Carolina Family Medicine - ENTER Program

Project LEaP States



### Methods

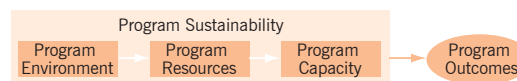
Information about the North Carolina tobacco control movement was acquired in the following ways: 1) a background survey completed by the North Carolina Department of Health Tobacco Prevention and Control Branch (Tobacco Branch) ; and 2) key informant interviews with 16 key tobacco control partners. To identify these partners, the Tobacco Branch 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,

### The Report Series

Previously, the CTPR disseminated *preliminary* evaluation findings in the report, *Turning the tide: North Carolina's tobacco prevention and control efforts*, 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 North Carolina specific results and comparisons from

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

PRODUCED BY:  
CENTER FOR  
TOBACCO POLICY  
RESEARCH  
AT  
SAINT LOUIS UNIVERSITY  
<http://ctpr.slu.edu>

August 2005

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

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

### Movement Environment 2004

- North Carolina had experienced a deficit over the past two to three years, however partners felt that the economy was changing in a positive direction.
- Several strategies were used to protect current and future funds, including educating elected officials.
- Because North Carolina is a tobacco-growing and manufacturing state, the political climate was seen as difficult; however many thought the climate was improving.
- Although most partners viewed the Legislature as unsupportive, some believed that their attitude was changing in a positive direction.
- Despite their strong presence, partners felt that the tobacco industry was losing its level of importance.

### Movement Resources 2004

- The tobacco control movement experienced a \$9.4M increase over three years. This increased activities for community and school programs and allowed some training and technical assistance to continue.
- Partners felt their current funding was relatively stable but worried about the stability of future funding. Uncertainty about federal funding and the MSA money fueled these feelings of instability.
- An increase in funding to hire additional local staff was identified as the number one change that would facilitate the tobacco control movement.
- *Community* and *school programs* were ranked as the highest priority *Best Practices\** (BP) categories for North Carolina. *Enforcement* was ranked as the lowest priority.

### Movement Capacity 2004

- The passionate, dedicated, and experienced staff at the Tobacco Branch was identified as a major facilitator to North Carolina's movement.
- A major impediment to the movement was the bureaucracy the Tobacco Branch faced as a state government agency.
- Partners viewed the tobacco control network as effective due to savvy leaders and a willingness among partners to collaborate.
- While some partners thought the relationship between the state and the grassroots partners was highly effective, suggestions for improving it included increased communication, training, and resources.
- The levels of communication and partnership among partners were higher in North Carolina than in any other Project LEaP state.

### Movement Sustainability 2004

- North Carolina's overall sustainability profile was consistent with other Project LEaP states, but higher than the overall average (2.2 vs. 2.0).
- The North Carolina movement, unlike all other Project LEaP states, had experienced increased funding over the past two fiscal years.
- Overall, the Project LEaP tobacco control movements' levels of sustainability were most affected by limited program and fiscal planning.
- For the *Community Awareness & Capacity* domain, most Project LEaP states, as seen in North Carolina, experienced a fair amount of local level participation and had a strong grassroots base.
- Across Project LEaP states, the amount of political and public support was generally low, independent of the states' overall fiscal health.

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

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



<http://ctpr.slu.edu>

\*The Center for Disease Control and Prevention's *Best Practices for Comprehensive Tobacco Control Programs* was the first resource to define the nine required components of a comprehensive tobacco control program.

# ENVIRONMENT

## North Carolina

Report Content

Economic Climate 1

Political Environment 2

Political Support 3

Tobacco Industry 4

Report Highlights 4

Project LEaP  
Linking Evaluation and Practice

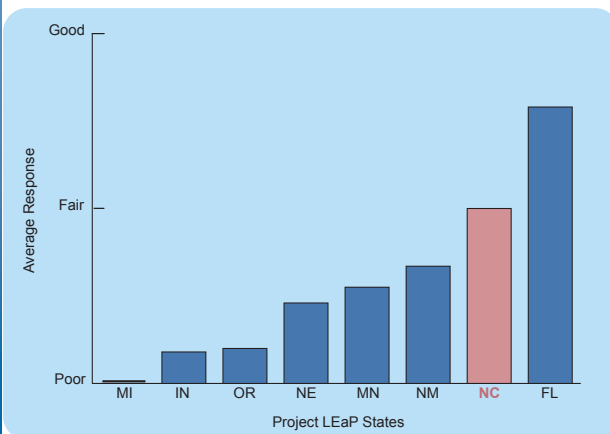
THIS IS THE FIRST REPORT IN A SERIES OF FOUR PRESENTING EVALUATION FINDINGS FROM PROJECT LEaP.

August 2005

**E**NVIRONMENTAL FACTORS, such as a state’s financial and political climates, have a significant role in state tobacco prevention and control movements. The state environment can affect the amount of resources allocated for a movement, how those resources are used, and the ability of a movement to effectively and efficiently function. This report presents the findings about North Carolina’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 North Carolina was 24.8%, slightly higher than the national average of 21.7% (BRFSS, 2003). According to the 2003 North Carolina Youth Tobacco Survey (YTS) 27% of all high school students currently smoked cigarettes. In fact, it is estimated that 27.6 million packs of cigarettes are illegally bought or smoked by youth in North Carolina each year (TFK, 2005).

Perceived State Financial Climates: State Comparison



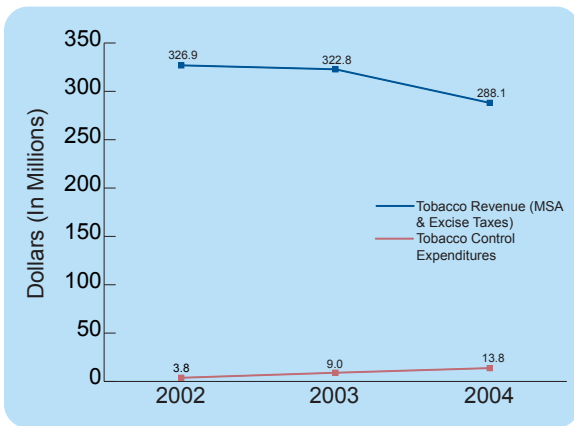
The state climate can also be affected by high economic costs associated with smoking. In North Carolina, smoking costs nearly \$2.26 billion annually in healthcare expenses (TFK, 2005). In addition to healthcare costs, tobacco use also costs North Carolina an estimated \$3.15 billion per year in lost productivity (TFK, 2005).

Another complex factor contributing to the state environment for tobacco control is a 1993 law passed under pressure from the tobacco industry that requires state controlled buildings to set aside 20% of space for smoking, and preempts local governments from passing stricter regulations. However, private workplaces can protect workers through private policies. North Carolina’s workplace regulations covered over 67.3% of employees compared to the national average of 70.8% (CPS, 2002). In addition, over 57.8% of residents reported they had a rule that smoking was not allowed in their home compared to the national average of 67.2% (CPS, 2002).

### State Economic Climate

One of the most important environmental aspects associated with tobacco control is the state economic climate. The majority of partners (63.6%) indicated the economic climate in North Carolina was fair. The remaining partners were equally split on their view of the economic climate being either poor or good. They stated that North Carolina had experienced a state budget deficit over the past two to three years, however there was evidence that the economy was changing in a positive direction. Much of this change was the direct result of balancing the budget by reducing many health and social service programs.

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



Our state's current financial climate is just barely a balanced budget, but the budget was balanced at the expense of a lot of human services programs.

Some partners believed that current and future tobacco control funding from the state was being threatened. They felt this money continued to be targeted by the Legislature to balance the budget. However, funding from CDCOSH was considered to be relatively stable for at least the next five years.

### Protection Strategies

Because of the instability of future and possibly current funding, many partners discussed strategies used to protect current or future tobacco control funding. Staying in close contact with elected officials was one important method to protect funding. This strategy included:

- Direct meetings with legislators;
- Inviting legislators to tobacco control events; and
- Showing a strong tobacco control presence at the state and community levels.

Just emphasizing our presence at the grassroots level with elected officials has been critical to survival.

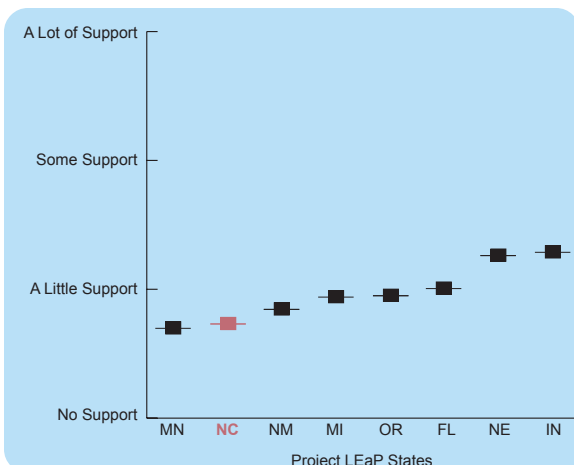
### Average Annual Taxes to Cover Tobacco-related Costs (By Household)



Other important strategies were the use of earned media coverage to increase tobacco awareness and regular communication among partners in the tobacco control network. Demonstrating a need for tobacco control through discussions of its impact on other health-related fields such as cancer control was also identified as a strategy.

In April 2004, North Carolina received an increase of \$9.4M over three fiscal years. This increased the funding for both new and current community and school program grantees and allowed for continued grantee training and technical assistance.

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



### State Political Environment

Another significant aspect of movement environment is the political climate in the state. At the time of the evaluation, Governor Michael Easley, a Democrat, was serving his first term in office. Also, the State Legislature in North Carolina consisted of 50 senators and 120 representatives. The majority of senators were Democrats (56%); while the House was split evenly, resulting in a co-speakership between the two parties.

Tobacco was viewed as an integral part of North Carolina's culture, resulting in a difficult political climate. With the prevalence of tobacco farms in North Carolina, many recognized the connection between tobacco growing and the economy. Despite this challenge, many partners thought the

climate was improving, especially with youth prevention and efforts to increase the excise tax. During the evaluation, North Carolina's tobacco tax (5 cents per pack) was the lowest in the nation.

You get a little bit more support, even from tobacco growers, because they would agree with you that 'yes, it's not a product for youth to be using'. But it's never been an easy area since it is a tobacco growing state and there's an exchange between economics and peoples' livelihoods and public health.

### Political Support

Half of the partners reported that their agency received, at most, a little support from the Governor. Regarding tobacco control in general, many said the Governor was not very supportive, especially regarding the excise tax increase.

As far as adult tobacco use prevention, I'm not seeing a lot of support coming out of the Governor's office to reduce tobacco use. The Governor has not yet been supportive of the tax.

In comparison to other public health issues, partners felt the Governor ranked tobacco control lower in every case. Additionally they thought the Governor ranked public health lower than many other state issues, including:

- Crime
- Education
- Roads and highways

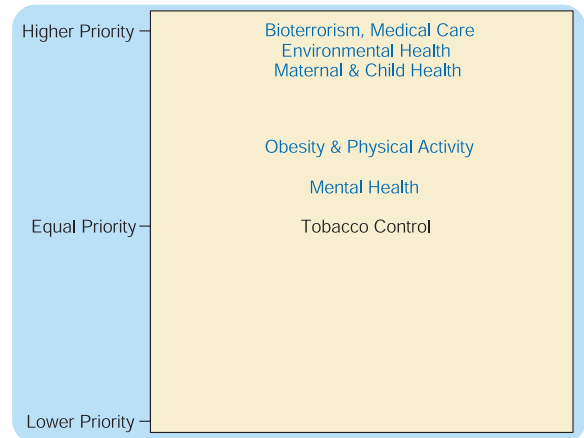
Some partners viewed the Legislature as unsupportive of tobacco control while others viewed their support as neutral or moderate. Some even felt that the Legislature's attitude was changing in a positive direction toward tobacco control and prevention. Regarding agency support, most indicated that they received little to some (62.5%) support from the Legislature.

I don't think they've been very supportive. I don't think that's been a priority for them. And I think a lot of that goes back to, you know, traditional and historical importance of tobacco in North Carolina's economy and, you know, at least the continued perception that it's still very important, particularly in the more agricultural eastern counties.

Some examples of the Legislature's lack of support included:

- The 1993 law that preempts local governments from setting smokefree regulations in public places;
- The lack of support for the cigarette tax;
- The lack of support for adult tobacco use prevention; and
- The threat of state funding cuts.

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



### NC Tobacco Control Champions

Partners identified the following supporters as champions of tobacco prevention and control in North Carolina:

#### Individuals

- Lt. Governor Bevery Perdue
- Representatives Rick Glazier, Verla Insko, Carolyn Justice, Paul Leubke, Deborah Ross, and Jennifer Weiss
- Senators Marc Basnight and Elly Kinnaird
- Dr. Adam Goldstein
- Sally Malek

#### Agencies

- The North Carolina Alliance for Health
- American Heart Association
- American Cancer Society
- American Lung Association
- North Carolina Prevention Partners
- Health and Wellness Trust Fund Commission
- The Tobacco Branch
- UNC Family Medicine - ENTER Program

**Where Does NC 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
<b>NC<sup>5</sup></b>	<b>\$0.300</b>
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 movement resources, read the next report, *The Tobacco Control Movement Resources: North Carolina.***

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

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



<http://ctpr.slu.edu>

North Carolina partners listed several tobacco control movement champions. Those cited included elected officials as well as tobacco control agencies. See the graphic on page 3 for a list of champions.

### *The Tobacco Industry*

Historically the tobacco industry had a stronghold in North Carolina. While that still holds true, some partners believed that it was declining in its importance. The presence of the industry was considered to be strong in many ways, including:

- Campaign contributions to political figures;
- Tobacco growing in the state;
- Powerful and effective tobacco lobbyists;
- Tobacco companies located in North Carolina; and
- Preemption laws.

### Update

In 2005, Governor Easley put forward a budget that called for increasing the cigarette tax by 35 cents over two years. On August 4, 2005, the North Carolina Legislature agreed to raise the state cigarette tax. The increase would occur in two stages as opposed to a single increase. A twenty-five cent increase is expected to begin on September 1, 2005 followed by a five-cent increase on July 1, 2006. Taxes on other tobacco products will also increase from two to three percent. The increase in tobacco taxes is expected to raise \$118.8M during the 2005-06 budget and \$189.4M in 2006-07.

### Report Highlights

- North Carolina had experienced a deficit over the past two to three years, however partners felt that the economy was changing in a positive direction.
- Partners felt that state level tobacco control funding was threatened because it was an easy target for the Legislature to balance the budget; CDCOSH funding was viewed as relatively stable.
- Because North Carolina is a tobacco-growing and manufacturing state, the political climate was seen as difficult; however many thought it was improving.
- Although most partners viewed the Legislature as unsupportive, some believed that their attitude was becoming more positive.
- Despite their strong presence, partners felt that the tobacco industry was declining in importance.

# RESOURCES

## North Carolina

Report Content

Monetary Resources 1

Human Resources 2

Information Resources 3

Report Highlights 4

**T**HERE ARE MANY resources to draw on for tobacco control movements. Specifically a movement may utilize: (1) monetary resources, (2) human resources, and (3) information resources. Monetary resources are important to tobacco control movements because they are needed to fund activities, contracts, and grants. However, it is also important to examine the human and information resources that 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 North Carolina's tobacco control movement.

### Monetary Resources

At the time of the evaluation (FY04), North Carolina's tobacco control movement was receiving \$13.8M in total funding.

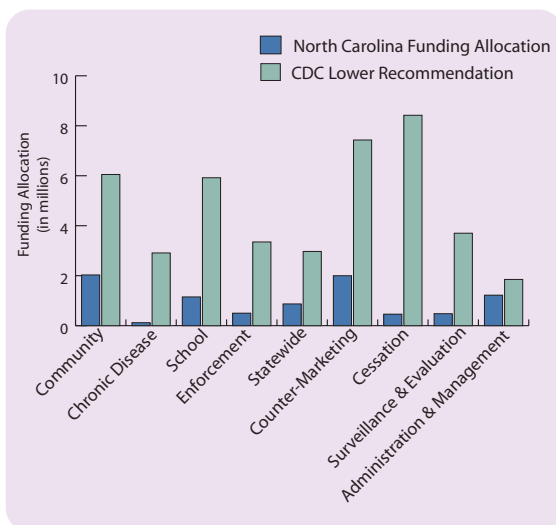
This included \$10.9M in state support from the Health and Wellness Trust Fund (HWTF) and an additional \$2.9M from other sources, including:

- \$1.7M from the CDC Office on Smoking and Health;
- \$837K from the American Legacy Foundation; and
- \$330K from the Robert Wood Johnson Foundation.

Total funding for the movement had been increasing over the past two fiscal years, from \$3.8M in FY02 to \$9M in FY03. In April 2004, another increase of \$9.4M from HWTF, to take place over three fiscal years, occurred. This allowed an increase in funding for current community and school program grantees, which increased the number of grantees, activities, and staffing.

The funding increase also allowed for some training and technical assistance to be continued. This expanded the responsibilities of the technical assistance and training providers due to the increased number of grantees.

Funding by BP Category:  
State Allocation & CDC Recommendation



There was an opportunity to shift some of the training and technical assistance needs that were being covered by grants that were ending and move it into the new funding. It allowed them to maintain what they had been doing to serve the communities and enhance community and priority population support.

Despite the recent funding increase, the \$13.8M in total FY04 funding was not enough for North Carolina to adequately fund all nine categories recommended by the CDC *Best Practices for Comprehensive Tobacco Control Programs* (BP)\*. The majority of tobacco control movement funds were allocated to community programs (\$2M) and counter-marketing

Project **LEaP**  
Linking Evaluation and Practice

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

August 2005

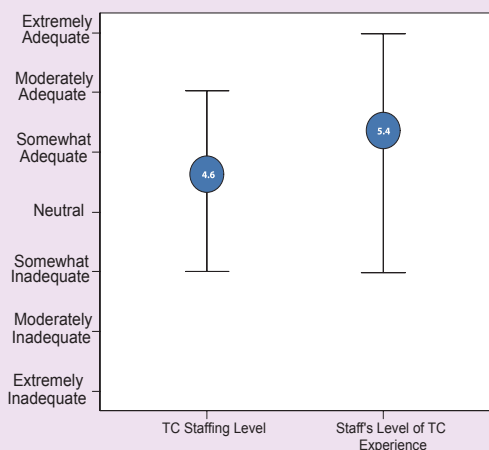
\*The Center for Disease Control and Prevention's *Best Practices for Comprehensive Tobacco Control Programs* was the first resource to define the nine required components of a comprehensive tobacco control program.



### Strategies Used to Protect Current & Future Tobacco Control Funding

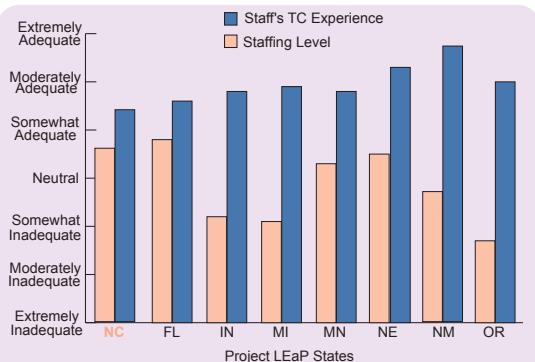
- Staying in close contact with legislators
- Showing a strong tobacco control presence at the state and community levels
- Using earned media coverage to increase tobacco awareness
- Communicating regularly with tobacco control partners

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



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

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



programs (\$2M). Statewide and chronic disease programs received the smallest amount of funding. Overall, all of the BP categories were funded far below the lower limit of CDC BP funding recommendations (see graphic on page 1).

### Funding Stability

Many partners felt that funding for their agency was relatively stable at the time of the evaluation. This was mostly due to the CDC funding that was expected to occur for the next five years. However, some partners felt the funding from the state through the Health and Wellness Trust Fund was not as stable. This funding was only guaranteed for three years and had recently been threatened by the General Assembly.

We have two years remaining on the Health and Wellness Trust Fund Commission funds; these are MSA funds that are divided up and may or may not come to us after the current three-year period ends.

Like current funding, partners felt future funding was unstable or its stability was unknown. One reason for this was that partners were uncertain about federal level funding in general. Others were concerned about the Legislature eliminating the MSA funding for tobacco control.

All of the money comes from either the federal government or from the tobacco settlement. You never know at what point the federal government is going to seek contributions or decrease their contributions.

The General Assembly is already tapping into a good portion of the tobacco settlement dollars.

### Human Resources

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

In North Carolina tobacco control staffing levels were viewed as at least somewhat adequate and tobacco control staff experience was at least moderately adequate. Partners across all Project LEaP states rated the experience of their tobacco control staff as high. However, like other LEaP states, North Carolina partners identified hiring additional staff as the single most important change that would facilitate their tobacco control efforts.

If you can buy help, then you can just put more resources in and we could impact the number of folks that start smoking, and the numbers that stop smoking, and have a big impact on second-hand smoke.

## Staff Turnover and Morale

More than half of the partners (68.8%) reported that staff turnover had stayed the same from the previous fiscal year. Considering staff morale, most said it had either increased (62.5%) or had stayed the same (37.5%) compared to the previous fiscal year (see graphic to right). The main reasons for the high level of morale were:

- An enjoyable work environment;
- The increase in funds; and
- A dedicated and motivated staff.

## Information Resources

Information resources that can be utilized by a tobacco control 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)*. 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 they should be for North Carolina.

### BP Priority

*Community programs* was ranked as the highest priority, followed by *school programs*. Partners ranked *community programs* high because they felt it was the area that could have the most impact.

If you're not doing grassroots, you're not going to have any support...Most of the groundwork that's been laid for real change has begun at the local level, and you can move under that radar screen

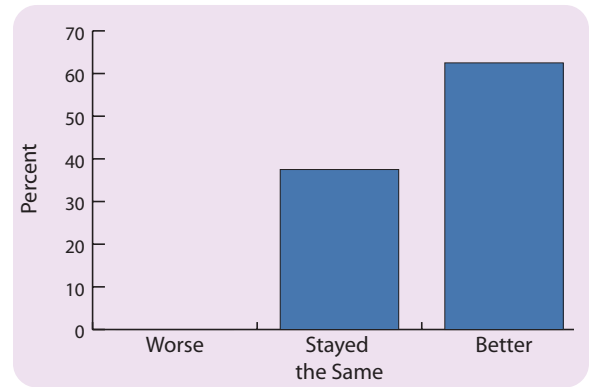
*School programs* were viewed as an effective prevention measure. Many partners mentioned that their focus had recently turned to tobacco control in schools because of the passage of the smoke-free schools law. This recent attention helped spur the higher ranking of this category.

Our Legislature recently passed a bill that permits school districts to adopt 100% tobacco free policies. This, combined with support from the Health and Wellness Trust Fund Commission, has greatly increased the number of districts with tobacco free school policies.

*Enforcement* was identified as the lowest priority for North Carolina. It was ranked low because North Carolina only had a youth access law and no statewide smoke-free air law. Partners felt the youth access law did not show evidence of effectiveness and therefore ranked *Enforcement* low.

[I ranked enforcement low] because there's only one law in NC that is enforceable. That's the youth access law and that's less evidence-based than other things out there.

Change in Staff Morale from Previous FY



Partners' Average BP Ranking



Evaluation Activity by CDC BP Categories: State Comparison

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

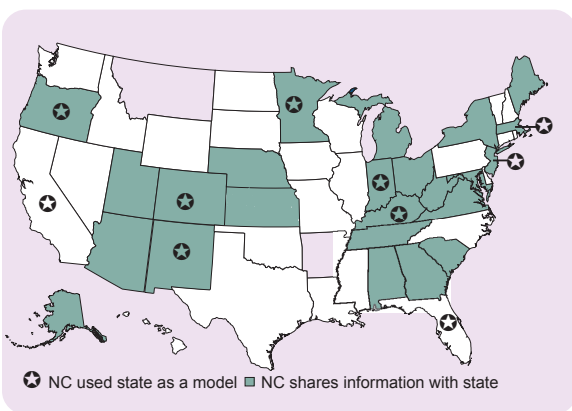
### Which Surveillance Systems Has North Carolina Used?

- ✓ BRFSS
- ✓ YRBSS
- ✓ Current Population Survey (CPS)
- ✓ Youth Tobacco Survey (YTS)
- ✓ School Health Education Profiles (SHEP)
- ✓ Pregnancy Risk Assessment Monitoring System (PRAMS)
- ✓ Media Evaluation Surveys

### What Tobacco Industry Activities Does Your Agency Monitor?

Activity	Number of agencies monitoring
Advertising	5
Lobbying	7
Promotions	4
Event Sponsorships	4
Other	2
None of the above	4

### Information Sharing Between North Carolina and Other State Tobacco Control Movements



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

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

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



<http://ctpr.slu.edu>

## Surveillance & Evaluation

The North Carolina Department of Health Tobacco Prevention & Control Branch (Tobacco Branch) was dedicating approximately 3.5% of their total budget towards surveillance and evaluation activities. Both surveillance and evaluation efforts had slightly increased compared to the previous fiscal year. However, partners described the current level of evaluation as neither adequate nor inadequate. Overall, evaluation activities were occurring in only four of the BP categories (see graphic on page 3).

Despite funding cessation programs, North Carolina was the only Project LEaP state not currently evaluating those programs. While an outcome evaluation of the overall tobacco control movement had not been conducted in the previous fiscal year, a comprehensive evaluation was planned for the future.

Tobacco Branch considered the current level of tobacco surveillance activities as somewhat adequate for program needs. Six surveillance systems were being implemented, including the Behavioral Risk Factor Surveillance System (BRFSS) and the Youth Risk Behavior Surveillance System (YRBSS). Also, surveillance of the tobacco industry was occurring among partners. One third of partners participated in formal monitoring (e.g., dedicated staff or funding to monitor tobacco industry activities). However, 73% reported that they participated in at least one informal method of monitoring (e.g., noted lobbying, activities and event sponsorship).

## Sharing Information

In the past year, the North Carolina movement shared tobacco control information with at least 23 other states (see map). North Carolina also identified ten other tobacco control movements (California, Colorado, Florida, Indiana, Kentucky, Massachusetts, Minnesota, New Jersey, New Mexico, and Oregon) as useful models for its own movement planning.

## Report Highlights

- The tobacco control movement experienced a \$9.4M increase over the next three years. This increased activities for community and school programs.
- Partners felt their current funding was relatively stable but worried about the stability of future funding due to uncertainty about federal funding and the MSA money.
- An increase in funding to hire additional staff was identified as the number one change that would facilitate North Carolina's tobacco control efforts.
- *Community* and *school programs* were ranked as the highest priority BP categories for North Carolina. *Enforcement* was ranked as the lowest priority.

# CAPACITY

North Carolina

Report Content

Partner Roles 1

Strategic Planning 2

Perceptions of NCDH TB 3

NC Partner Networks 4

Strengths & Challenges 7

Report Highlights 8

**N**O MATTER HOW ideal the funding or environmental situations, a tobacco control movement must have the capacity to utilize their resources and support. One important aspect of capacity is the system of relationships between movement partners. The ability to achieve movement goals is often dependent on the ability of partners to establish collaborative relationships, effective communication, and efficient resource distribution. In this report, we will evaluate the capacity of North Carolina’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 our interviews, the North Carolina tobacco prevention and control movement was comprised of a variety of agencies and roles. It was led by the North

Carolina Department of Health Tobacco Prevention and Control Branch. The Tobacco Branch was responsible for program planning, implementation, and surveillance and evaluation related to tobacco control within the state. The Tobacco Branch, with 20 full-time staff, addressed the issue of tobacco control by working in four critical areas:

- Preventing youth tobacco use and access;
- Promoting and supporting quitting among tobacco users;
- Reducing disparities by improving health norms of populations with tobacco-related disparities; and
- Promoting smoke-free environments.

The Tobacco Branch funded efforts in all of the nine *Best Practices* components recommended by the CDC. Moreover, funding for eight of the nine categories had increased in the last year. The only category where funding was unchanged was chronic disease programs.

For the purpose of this evaluation, the Tobacco Branch was asked to identify agencies that played a significant role in North Carolina’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 in the adjacent graphic and described below.

Aside from the Tobacco Branch, there were three other state level groups involved in the evaluation:

- North Carolina Chronic Disease and Injury Section
- Department of Public Instruction
- Health and Wellness Trust Fund Commission

### Participating Partners in North Carolina's Network

- North Carolina Department of Health Tobacco Prevention & Control Branch
- American Cancer Society
- American Heart Association
- American Lung Association
- Buncombe County ASSIST
- Department of Public Instruction
- Guilford County ASSIST
- Health & Wellness Trust Fund Commission
- North Carolina Alliance for Health
- North Carolina Chronic Disease and Injury Section
- North Carolina Prevention Partners
- University of North Carolina Family Medicine - ENTER Program

The Chronic Disease and Injury Section is part of the North Carolina Department of Health and Human Services and houses the Tobacco Branch. The Department of Public Instruction coordinated partnerships between tobacco control agencies and public schools. The Health and Wellness Trust Fund Commission (HWTF) was created by the General Assembly as one of three entities in which to invest North Carolina's portion of the Tobacco Master Settlement Agreement. Apart from work in other health areas, HWTF was also responsible for awarding tobacco prevention related grants.

### Types of Agencies in All Project LEaP States

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

The voluntary and advocacy groups at work in North Carolina included:

- American Heart Association;
- American Cancer Society;
- American Lung Association; and
- North Carolina Prevention Partners.

### 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	NC	FL	IN	MI	MN	NE	NM	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

These groups had various roles within the movement including providing support and technical assistance for the statewide and regional coalitions. They also held primary responsibility for advocating for tobacco control funding and supporting smoke-free air and tobacco prevention issues. The North Carolina Prevention Partners was also building capacity for evidence-based tobacco use cessation services among health care providers and insurance plans.

Like many other Project LEaP states, North Carolina had a statewide coalition in place, the North Carolina Alliance for Health. The Alliance brought partners together to work towards a common vision for pursuing tobacco cessation and prevention. In addition to the statewide coalition, the Buncombe and Guilford County ASSIST coalitions represented the regional coalitions in the state. These coalitions were involved in coordinating local policy, advocacy, and movement activities.

The University of North Carolina Family Medicine ENTER program contracted with the Tobacco Branch to provide specific tobacco prevention and control services. The ENTER program coordinated secondhand smoke technical assistance, training, and advocacy.

### Strategic Planning

At the time of the evaluation, the Tobacco Branch had a strategic plan that had been developed during the previous two years. This plan had changed within the last fiscal year in the following areas:

- Distribution of resources;
- Prioritization of movement outcomes;
- Potential funding resources;
- Staffing; and
- Efforts to change policy.

The plan also included provisions for implementing the movement at different funding levels. In addition to the strategic plan, partners felt they had planned for possible future funding reductions by implementing several strategies. These strategies included:

- Focusing on making sure they were visible to the community and the political decision-makers;
- Re-prioritizing activities; and
- Attempting to diversify funding sources.

It has affected the planning, I would say in a very positive way. We have restructured some of our job responsibilities so that we're doing more grant writing, which I think is a positive thing because it's innovative thinking.

We're in the same situation most people are when they get government funding, that the Legislature wants to see results now, now, now. And so our programs all involve a lot of high profile activities. We've always got the media involved; always trying to say, 'hey look, we're doing good things over here.'

The Tobacco Branch reported providing technical assistance and trainings in the previous two years on program evaluation and acquiring additional sources of funding. They also made an effort to market the movement and disseminate outcomes to both political decision-makers and the public.

## Perceptions of the Tobacco Branch

Partners identified a number of characteristics of the Tobacco Branch that they felt helped to facilitate the movement. Specifically they reported that the Tobacco Branch offered:

- Useful technical expertise and consultations;
- Stable leadership; and
- Passionate and dedicated staff.

### 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

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

1. Prevent initiation and promote quitting of tobacco use among youth.
2. Eliminate exposure to environmental ("secondhand") tobacco smoke.
3. Promote quitting of tobacco use among adults.
4. Eliminate disparities by improving the health-related norms of vulnerable and underserved racial, ethnic, and income groups more adversely affected by tobacco use.

We've had, at least at the top, fairly stable leadership; very stable leadership in the top people. They're very aggressive about seeking funding and very sophisticated and knowledgeable about policy issues and very ready to jump at opportunities to come to our defense to protect money, and do all the things it takes to keep the program expanding.

However a few partners reported that the bureaucracy of being a state agency was an impediment to the movement.

## The Tobacco Control Network

The majority of partners reported the overall network as somewhat to very effective. The willingness of partners to work together and collaborate, and having knowledgeable, experienced leaders were reasons for this effectiveness. Still, some partners felt that while the network was effective in some areas, it was lacking in others.

I think that their [partners] willingness to work together has been a strength. Some years ago we were developing this 2010 Vision for tobacco control in North Carolina. And it was a huge effort to put all the players together and to come up with this unified vision, and I appreciate the effort that everyone gave to do that.

To increase the effectiveness of the network, partners suggested the following:

- Becoming more politically accepted and recognized;
- Increasing or maintaining communication;
- Increasing funding and resources; and
- Increasing training and education.

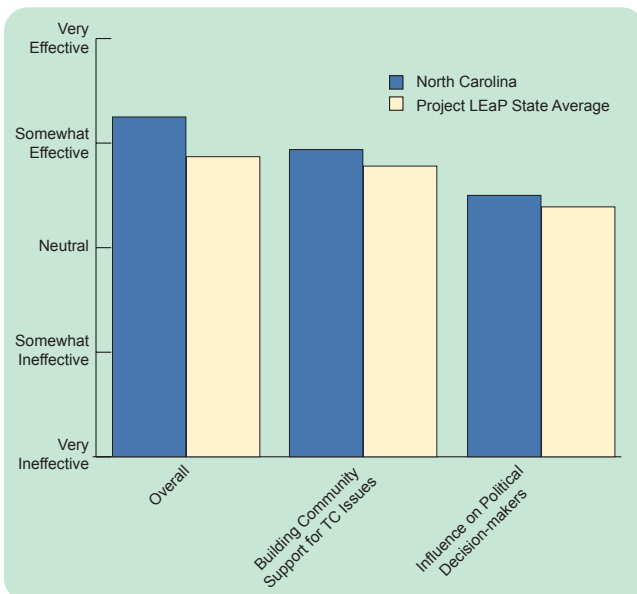
The most effective way [to increase network effectiveness] would be able to get more strongly onto the Governor's agenda. If the Governor's Administration were to become a little more vocal about the importance of tobacco control, that would probably be the most effective thing that could happen.

### State and Grassroots Relationship

Partners described the relationship between the state and grassroots partners as somewhat to very effective. Specifically they felt that the Tobacco Branch made efforts to reach out to the grassroots partners.

The relationship the state has with community programs is really the bread and butter of the program...In North Carolina, we have done a good job and we're doing a better job now of setting out a course of action; a plan that communities can be flexible about buying into based on what support they can get at the community level.

Effectiveness of Grassroots Network



Still, partners believed the relationship could be improved. Some suggested that the relationship would be more effective if there was:

- Increased funding;
- Increased communication with local coordinators; and
- The ability to work outside of state bureaucracy.

It's [bureaucracy] been a problem just because you never know where the line is drawn when you start talking about policy issues. A lot of what we've worked on in North Carolina has been environmental and policy issues. And a lot of the local grassroots people are government employees. That's been a real issue.

## Network Relations

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

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

### Contact

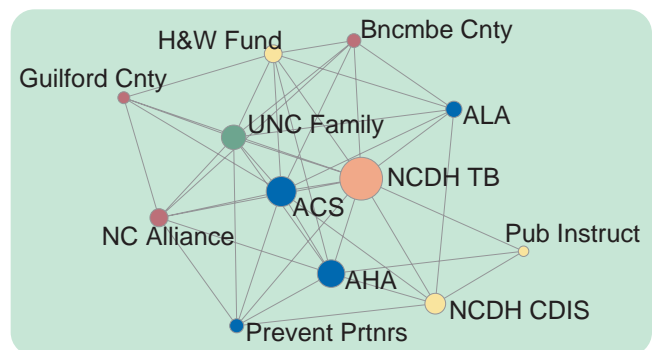
The contact network shows how often participating partners communicated with each other. A line connects two partners if they had contact with each other on *more than a quarterly basis*. The size of the node (dot representing each agency) indicates the amount of influence a partner has over contact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

Overall, the North Carolina network had a very high level of contact between agencies. Most of the agencies had

### North Carolina Partner Agency Abbreviations

Agency	Abbreviation
North Carolina Department of Health Tobacco Prevention & Control Branch	● NCDH TB
American Cancer Society	● ACS
American Heart Association	● AHA
American Lung Association	● ALA
Buncombe County ASSIST	● Bncmbe Cnty
Department of Public Instruction	● Pub Instruct
Guilford County ASSIST	● Guilford Cnty
Health & Wellness Trust Fund Commission	● H&W Fund
North Carolina Alliance for Health	● NC Alliance
North Carolina Chronic Disease and Injury Section	● NCDH CDIS
North Carolina Prevention Partners	● Prevent Prtnrs
University of North Carolina Family Medicine - ENTER program	● UNC Family

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



### Agency Type Key

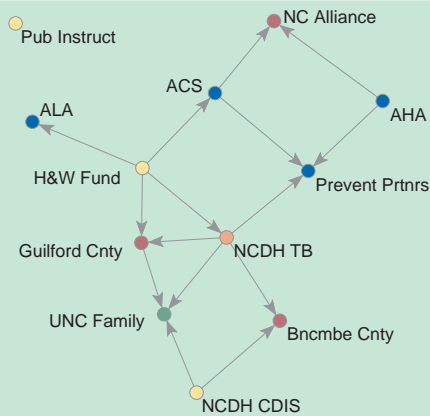
● Lead Agency	● Voluntary/Advocacy
● Contractor/Grantee	● Other State Agency
● Coalition	● Advisory/Consulting



### What Does the North Carolina Contact Network Show?

- Partners in North Carolina have more communication among more partners than any other Project LEaP state.
- Communication among partners is very efficient (i.e., information will travel quickly from one side of the network to the other).

### Exchange of Money Between NC Partners



### What Does the North Carolina Money Network Show?

- NCDH TB and H&W Fund distribute funds to the most partners within the network. This is unusual among Project LEaP states; most states have one primary distributor.
- The network was well connected, with only one agency, Pub Instruct, not included in the exchange of funds.

#### Agency Type Key

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

communicated with each other on a regular basis. While NCDH TB had the most influence over the network, three other agencies, AHA, ACS, and UNC Family were moderately influential as well. The node size of these four agencies indicated that they were the most central to the network. Although these agencies were central, as a whole, the network was the least centralized of all Project LEaP state contact networks. This means that North Carolina’s contact network did not have a very hierarchical structure; many agencies were involved and influential within the network.

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

### Money

In the money exchange network, an arrow between two agencies indicates the direction of money flow between partners. Overall, H&W Fund and NCDH TB provided the most funding to other partners. This was unusual since nearly all of the other Project LEaP money networks show just one agency providing the majority of funding.

Compared to money flow networks in other participating states, the North Carolina network was more connected. There was more exchanging of funds in North Carolina than in other Project LEaP states. This was illustrated by the large percentage of agencies that sent money (50%) and by the fact that only one agency, Pub Instruct, was not included in the network.

### Importance

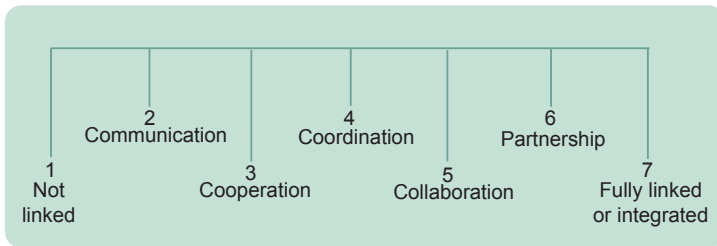
The importance network shows how important partners thought other agencies were to the overall tobacco control movement. An arrow connects two partners when the originating partner felt that the receiving partner was *extremely* important to the movement. As indicated by the fairly uniform node size, most agencies were viewed as equally important to the network. NCDH TB and H&W Fund were selected by the most agencies as extremely important. These are also the agencies that were the most influential in the money network. Other than these two agencies, AHA and the NC Alliance were selected by the most partners as extremely important. Generally, most agencies were selected

by at least one partner as being an extremely important part of the movement. When compared to other participating states, the North Carolina importance network was more connected than average. Being more connected may reflect a high level of respect for each other among the North Carolina tobacco control agencies.

### 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).

#### Integration Scale



The North Carolina integration network shows that, of the participating partners, NCDH TB worked with the most agencies. UNC Family and NCDH CDIS were also highly connected, indicating that they worked closely with many of the agencies. As with contact, the integration network was highly connected, indicating that partners in North Carolina work together frequently. The integration network was also fairly efficient and, compared to other Project LEaP states, less centralized. This is seen graphically by the large number of ties between agencies.

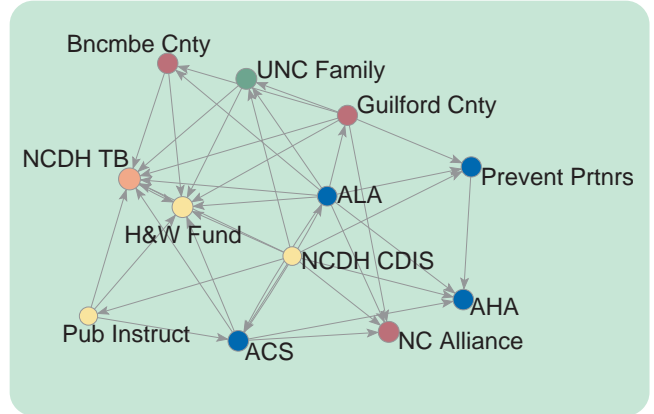
### Strengths and Challenges

Partners thought that North Carolina’s movement had many strengths including:

- A strong network that worked together;
- Funding from the Health and Wellness Trust Fund;
- The local grassroots network;
- Support for the movement and awareness by the media; and
- Tobacco Branch leadership, particularly Sally Malek and Jim Martin.

This sounds crazy, but the major strength is we survived at all in a state where tobacco is king for so many years. To have any movement at all is nothing short of a miracle.

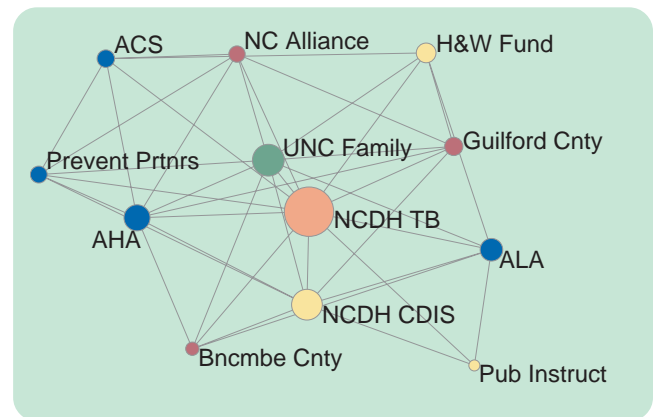
#### Perceived Importance of NC Partners to the Program



#### What Does the North Carolina Importance Network Show?

- Most agencies in North Carolina are perceived as equally important to the movement.
- The two agencies that were considered extremely important by most other partners were also the two most connected agencies in the money network, NCDH TB and H&W Fund.

#### Integration between NC partners



#### What Does the North Carolina Integration Network Show?

- Like the contact network, this network was the most connected of any of the Project LEaP states. This means that partners in North Carolina were collaborating with each other more than in the other states.
- NCDH TB, UNC Family, and NCDH CDIS worked with the most other partners. Even so, the network was not very centralized, meaning that most partners worked with many other partners in the network.

### How Do North Carolina'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

Partners attributed much of the success of the movement to the people involved. People were described as dedicated, determined, and able to persevere.

The people who are involved in it [tobacco control] are extremely committed to making a change in North Carolina, despite the fact that this is the land of the golden leaf. They have been able to do a tremendous amount with VERY little resources.

The majority of partners felt the major challenge facing the movement was the lack of funding and resources. Other commonly mentioned weaknesses included:

- The influence of the tobacco industry;
- Lack of political connections and support; and
- Turf issues between some agencies in the state.

So I guess it's money and of course, I'd still love to see more collaboration among people, and we have sort of a rift here in this state, and in an ideal world it would be nice if that didn't exist. But mostly money and more time to build relationships so we can all work together more effectively.

### Report Highlights

- The dedicated and experienced staff at the Tobacco Branch was identified as a major facilitator of North Carolina's movement.
- A major impediment was the bureaucracy the Tobacco Branch experienced as a state agency.
- Partners viewed the tobacco control network as effective due to savvy leaders and a willingness among partners to collaborate.
- The relationship between the state and the grassroots partners was highly effective.
- The levels of communication and partnership among partners were higher in North Carolina than in any other Project LEaP state.

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

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

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



<http://ctpr.slu.edu>

# SUSTAINABILITY

North Carolina

Report Content

The Framework 1

North Carolina 2

Project LEaP States 7

Report Highlights 8

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

- Maintaining service coverage at a level that will provide continuing control of a health problem;
- Continuing to deliver a program’s intended benefits over a long period of time;
- Becoming institutionalized within an organization; and
- Continuing to respond to community issues.

Often organizations spend considerable time and energy focused on 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

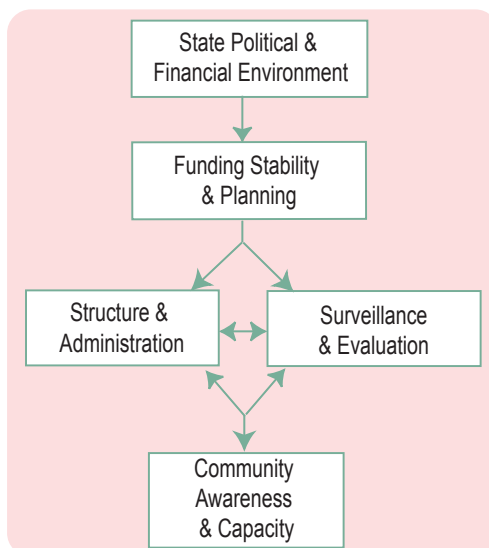
failed to build sustainability in other areas are more susceptible to capacity loss, diminished activities, or even closure. Mounting state deficits and financial difficulties have placed many state tobacco control movements in precisely this situation. As a result, it is critical that movements integrate 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 domains:

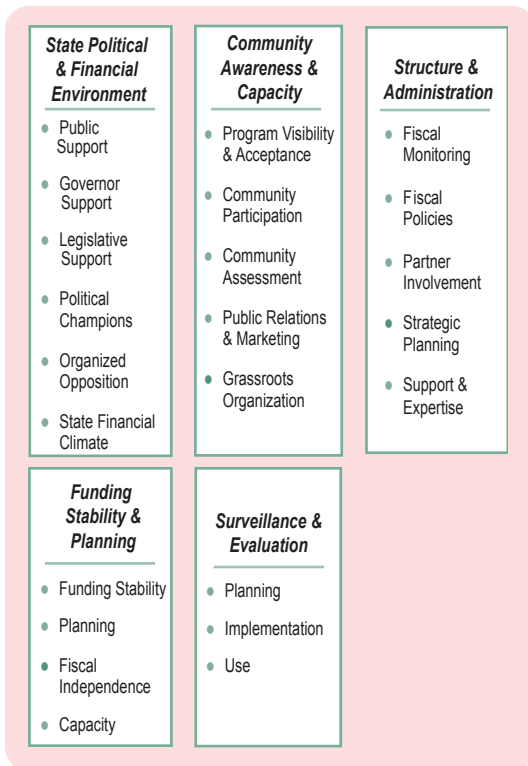
- 1) State Political & Financial Environment
- 2) Community Awareness & Capacity
- 3) Structure & Administration
- 4) Funding Stability & Planning
- 5) Surveillance & Evaluation

Domains of Tobacco Control Movement Sustainability



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

### The Sustainability Framework



states, allowing for greater information-sharing among tobacco control 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 successfully implement their programs, assessed through surveillance and evaluation, can often have an impact on state-level support. For that reason, one domain should not be weighed without consideration of the others. This collective approach results in a more comprehensive and accurate picture. To assess each domain, a set of measurable indicators has been identified (see The Sustainability Framework graphic to left).

### Scoring Method

Using the framework, CTPR has assessed the evidence for sustainability of each of its Project LEaP states. Relevant qualitative and quantitative data collected during Project LEaP 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 to the left):

- Limited evidence
- Some evidence
- Strong evidence

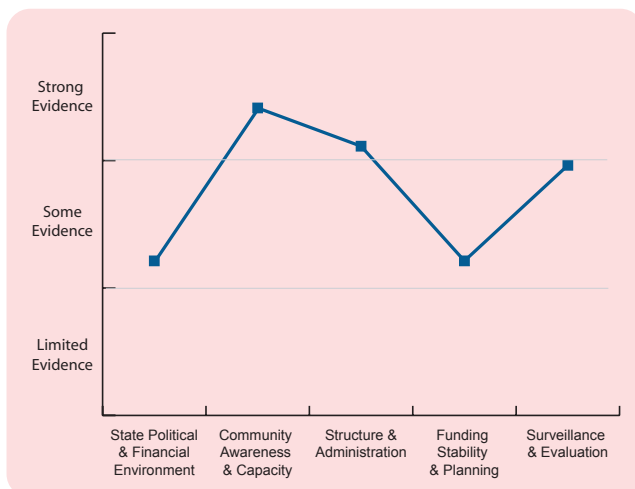
### Example of Scoring Table

Indicator	Example Data Obtained	Amount of Evidence
Planning for Surveillance & Evaluation	No plans to conduct evaluation or surveillance	
Implementation of Surveillance & Evaluation	Previous use of a variety of surveillance systems <i>and</i> conducted outcome evaluation	
Use of Surveillance & Evaluation	No use of data to inform the movements’ efforts, the public, or policy-makers	

Limited Evidence  
 Some Evidence  
 A lot of Evidence

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

### Overall North Carolina Sustainability



### North Carolina’s Sustainability

North Carolina’s profile showed a moderate level of sustainability (2.2). With the exception of one, North Carolina had the highest evidence for sustainability of all Project LEaP states. The highest scoring domain for the state was *Community Awareness & Capacity*, while *Funding Stability & Planning* was the lowest. Each of the five domains are described in more detail below.

#### State Political & Financial Environment Domain

North Carolina’s *State Political & Financial Environment*

showed *some evidence* (1.8) of contributing to the movement’s sustainability. Despite the difficult history of tobacco control in North Carolina, many partners thought the climate of the state was improving and that people were becoming more supportive of the issue. Specifically, this support surrounded youth initiatives and a proposed tobacco tax increase. Governor Easley was considered to be unsupportive of the movement due to the unclear support from his office regarding adult tobacco use prevention and increasing the excise tax. Also, compared to other public health issues, tobacco control was viewed as a lower priority for the Governor.

*It's not a priority. I think he would like to sort of tread cautiously on the subject, which is politically sensitive in North Carolina.*

Legislative support received mixed reviews from partners. While some felt the Legislature was not supportive, others thought it was neutral or moderately supportive. However, some partners did believe that legislators’ attitudes were changing in a positive light in regard to tobacco prevention and control. This change was evidenced by the existence of several political champions for the movement. The champions are listed in the box to the right.

Considering tobacco control opposition, the tobacco industry was thought to have a very strong presence in North Carolina. Although, the importance of tobacco in the state was thought to be declining. Given the amount of tobacco farming and manufacturing conducted in the state, partners felt the tobacco lobby was strong and ingrained in the culture of North Carolina. Because of this, the movement experienced difficulty obtaining both public and political support, leading to lower evidence of sustainability.

*The previous governor, at one time had a tobacco farm and he grew up in Eastern North Carolina and was raised around tobacco farms. You just have to come down here and go to any hospital and see who built it [tobacco companies].*

Similar to North Carolina, most LEaP states reported minimal or mixed support from the Governor and Legislature. However, while most states were able to list two to four decision-makers as movement champions, none were able to identify as many as North Carolina.

*There are probably about 10 or 11 hard tobacco control champions in the General Assembly. If you culminate that with the media [support]...It's like night and day compared to three years ago, just because there's a lot more support.*

The state, as a whole was facing a fairly good economy. Partners indicated that the state had prospered in the past

### 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.

### North Carolina’s Political Champions

- Lieutenant Governor Perdue
- Representative Verla Insko
- Representative Deborah Ross
- Representative Paul Luebke
- Representative Jennifer Weiss
- Representative Carolyn Justice
- Representative Rick Glazier
- Senator Marc Basnight
- Senator Ellie Kinnaird

### North Carolina 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

and the current economy was once more picking up. Unlike North Carolina, all other Project LEaP states had experienced recent budget deficits. Most states felt their economies were very poor and declining.

Now the economy is picking up. I was just reading how they're are now anticipating a small surplus of about 200 million at the end of this current fiscal year. They are also anticipating a bigger growth rate to yield more tax revenue in the next fiscal year.

### 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 program; and
- An understanding of the community.

### *Community Awareness & Capacity Domain*

In relation to sustainability, an effective grassroots network allows for movement recognition and engagement of community members. North Carolina's *Community Awareness & Capacity* domain had *strong evidence* (2.6) of contributing to movement sustainability. The level of movement recognition was unknown, but most partners thought the media and public generally showed support. The grassroots network was very effective in its tobacco control activities. The relationship between the state and grassroots partners was viewed as very effective and beneficial to the movement. Similarly, the majority of Project LEaP states reported a good relationship between the state and grassroots partners and most felt their networks were somewhat to very effective.

It's [the network] grown considerably in the last two years. Our grassroots network has gotten a lot of notoriety; it's recognized in the press. And it's effective; we can finally be judged on our results, not just our intentions.

#### North Carolina *Community Awareness & Capacity*

Indicator	Amount of Evidence
Program Visibility & Acceptance	
Community Participation	
Community Assessment	
Public Relations & Marketing	
Grassroots Organization	
Limited Evidence               Some Evidence               Strong Evidence	

Another way to increase movement recognition is through public relations and marketing. The North Carolina movement was seen to actively market itself to both political decision-makers and the public. Though there were no media contractors in the state at the time of the evaluation, the strategic plan specifically addressed media strategies. Media outlets that were utilized in movement dissemination included newspapers, magazines, and television.

Other aspects that influenced the domain included North Carolina's participation in several surveillance activities. The movement participated in a variety of these including the BRFSS, YRBS, 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 meetings with the populations and their representatives, feedback from partners, and internal agency review. These activities indicated a concentrated effort to understand the communities and to use that information to better reach community members.

North Carolina’s marketing efforts were consistent with other Project LEaP states. While some reported the use of many marketing strategies, others reported two or fewer. In relation to tobacco-related disparities, North Carolina 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 *Movement Structure & Administration*, North Carolina showed *strong evidence* (2.4) of sustainability. One indicator in this domain is the presence of a structure for movement fiscal management. The Health and Wellness Trust Fund (HWTF) provided most of the funding for North Carolina’s tobacco prevention efforts, and instituted a strong system for fiscal management of contracts and grants. Funds provided to the movement from the Tobacco Branch were overseen by the financial offices at the North Carolina Department of Health (NC DOH), along with the help of a part-time staff member at the Tobacco Branch. Also, contracts and grants were managed with the use of fiscal guidelines and policies put forward by the NC DOH.

In relation to overall movement goals, most partners agreed with those outlined by the Tobacco Branch. However, they quickly pointed out that the majority of funding was aimed solely at youth and not adults. Also, there was no evidence of a collective planning process by which to achieve these goals.

Preventing initiation among youth is a top priority in North Carolina because that’s where the community interest lies, in preventing teen tobacco use. And it’s where the funding from the Health and Wellness Trust Fund Commission is allowed to be used.

Having a flexible and long range strategic plan is another manner in which to increase movement sustainability. The North Carolina movement had developed a formal strategic plan which was in place during Project LEaP. From 2003 to 2004 the plan had been modified to reflect changes in staffing, funding distribution, policy efforts, and prioritization of goals. Though plans for implementing the movement at different funding levels had not been created, potential funding resources were identified. Importantly, the plan was not only flexible but also reflected the long-range goals of the movement as far out as 2010.

In most other project LEaP states, partners also agreed with the lead agency’s movement goals. In contrast to North Carolina, many had made plans to achieve the goals as a group. All but two states had a strategic plan in place

Summary of Counter-Marketing/Media Strategies: State Comparison

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

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

Summary of Tobacco-Related Disparities Information Strategies: State Comparison

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

\* New Mexico 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 movement structure and administration includes:

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



**North Carolina Movement Structure & Administration**

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

Limited Evidence  
 Some Evidence  
 Strong Evidence

**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 program.

**North Carolina Funding Stability & Planning**

Indicator	Amount of Evidence
Funding Stability	
Planning	
Fiscal Independence	
Capacity	

Limited Evidence  
 Some Evidence  
 Strong Evidence

and most were flexible and included both the short and long-term goals.

**Funding Stability & Planning Domain**

*Funding Stability & Planning* for North Carolina was considered to have *some evidence* (1.7) of sustainability. Over the past three fiscal years, movement funding had changed. However, for all three years funding had increased (from \$3.8M in FY 02 up to \$13.8M in FY 04). It was expected to increase again in FY 05. Though increased funding is generally positive, these changes affected the coordination and implementation of movement efforts.

We're also looking to hire staff, now that the movement is expanding [due to the increase]. We're also really working to make sure we have clear roles and responsibilities between our agency and all the other partners and agencies and how they're providing technical assistance to the grantees out there.

In response to the funding increases, no major changes in movement planning were identified. The additional funding was used to maintain some training and technical assistance activities and increase funding for current school and community programs. Partners did indicate that funding from HWTF was somewhat unstable and there was anxiety regarding possible funding loss. To combat a potential reduction, partners tried to make themselves more visible to the community and decision-makers, re-prioritized activities, and diversified funding.

Unlike North Carolina, most Project LEaP states encountered significant funding reductions or at least a serious threat to funding. The majority had made efforts to plan or respond to funding changes. Specifically, states attempted to diversify funding sources, refocus and reprioritize efforts, and increase movement marketing. They also attempted to increase their fiscal independence. Aside from the strategies employed by North Carolina, these partners pooled their resources to increase the performance of their funds and decrease overlap.

I would say that the Health and Wellness Trust Fund has helped us maintain our existing infrastructure and capacity that we may have lost when Legacy and RWJ funding ended. But probably where the Health and Wellness Trust Fund has made the biggest difference with their funding is in providing funding to the local level for more grassroots tobacco control efforts.

Regarding capacity, there was strong evidence that the movement had the ability to sustain itself. Although the amount of staffing in partners' agencies was considered somewhat adequate to meet movement needs, the staff were

considered very knowledgeable and experienced in the field. An increase in funding allowed the movement to maintain activities it was slated to lose. Also, the increase allowed programs already in place to expand their efforts and reach.

### Surveillance & Evaluation Domain

North Carolina’s movement had *some evidence* (2.3) of sustainability in regard to *Surveillance & Evaluation*. This was based on many aspects including plans to complete a comprehensive evaluation in the following 12 to 24 months. Area specific evaluation and surveillance plans were also identified and outlined in the movement’s strategic plan. Specifically, the movement planned to make use of the BRFS, YRBS, YTS, SHEP, PRAMS, and a new tracking system to measure process and impact indicators regarding statewide objectives. Overall, surveillance efforts were considered somewhat adequate for movement needs.

Concerning the adequacy of movement evaluation efforts, partners were neutral. This may be attributed to the lack of an overall movement evaluation in the previous fiscal year. Though all nine received funding, the movement was only evaluating the following five of the *Best Practices* categories:

- Community programs;
- Statewide programs;
- Chronic disease programs;
- Enforcement efforts; and
- School programs.

I think surveillance and evaluation are important. If you’re not monitoring, you can’t conduct programming.

The information obtained through these activities was used by the movement to educate both political decision-makers and the general public. Most of the other Project LEaP states, participated in a high number of surveillance and evaluation activities. However, partners in these states generally felt the efforts were somewhat inadequate overall. Also, in accordance with North Carolina, most states used evaluation and surveillance results to educate both political decision-makers and the public.

### Sustainability Across Project LEaP States

North Carolina’s level of sustainability is similar to that seen in other Project LEaP states. For most domains, sustainability varied across states (see graphic on page 8). Nearly all states fell within the *some evidence* of sustainability range for most domains. There were only two domains in which *strong*

#### What is Surveillance & Evaluation?

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

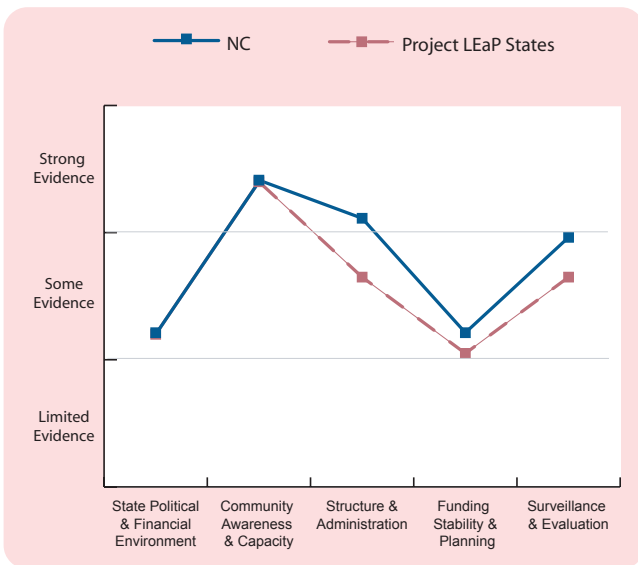
- Planning for surveillance and evaluation activities;
- Implementing these activities on a regular basis; and
- Using the information obtained to educate others.

#### North Carolina Movement Surveillance & Evaluation

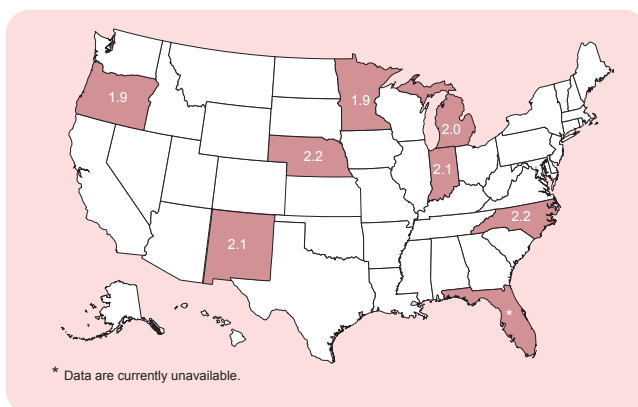
Indicator	Amount of Evidence
Planning	
Implementation	
Use	

Limited Evidence   
 Some Evidence   
 Strong Evidence

### Evidence of Sustainability: North Carolina Compared to Project LEaP State Average



### Overall Sustainability Scores for Project LEaP States



### Check out the complete Project LEaP North Carolina Reports Series:

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

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

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



<http://ctpr.slu.edu>

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 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 and Financial Environment* domain. Reasons for this included varying levels of governor support and the different degrees of influence the tobacco industry had in each state.

The *Surveillance & Evaluation* domain showed little variance between states. Most states found themselves limited in the amount of surveillance and evaluation activities they could participate in as a result of funding reductions. Also, many states had not used the results to broadly market themselves.

### Report Highlights

- North Carolina's overall sustainability profile was consistent with other Project LEaP states, but higher than the overall average (2.2 vs. 2.0).
- The North Carolina movement, unlike all other Project LEaP states, had experienced increased funding over the past two fiscal years.
- Overall, the Project LEaP tobacco control movements' levels of sustainability were most affected by limited program and fiscal planning.
- For the *Community Awareness & Capacity* domain, most Project LEaP states, as seen in North Carolina, experienced a fair amount of local level participation and had a strong grassroots base.
- Across Project LEaP states, the amount of political and public support was generally low, independent of the states' overall fiscal health.