

Tobacco Use Prevention

Report to the Minnesota Legislature 2009

Minnesota Department of Health

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OVERVIEW

The Minnesota Department of Health's (MDH) Tobacco-Free Communities in Minnesota (TFC) grant program, begun in 2003, is dedicated to creating an environment in which tobacco use is undesirable, unacceptable, and inaccessible to youth. The program is structured to:

- Reduce influences that encourage youth to use tobacco;
- Support locally-driven efforts to create tobacco-free environments;
- Build the capacity of populations at risk to reduce tobacco-related health disparities.

When the Legislature made funding available for local tobacco prevention grants, it challenged Minnesotans to reduce youth tobacco use by 25 percent. That goal has been met and exceeded. However, the work is far from done. The tobacco industry continues to spend billions of dollars annually to promote its products and bring new ones to market.

Research shows that people exposed to smoking—regardless of where (home, work, sporting event, car) or how (in movies, on Websites, through advertisements)—are more likely to smoke. Consequently, TFC grantees have tackled the problem of exposure on multiple fronts. They have used education; policy, systems and environmental change; and counter-marketing and social networking to help Minnesota communities protect their residents, youth in particular, from the harm caused by tobacco. MDH awarded approximately \$3.3

million in both 2007 and 2008 to twenty-one grantees to continue this work.

The state's investment in creating Tobacco-Free Communities is reaping results. Statewide evaluation data show that between 2000 and 2008, tobacco use dropped by 45 percent for middle school students and 30 percent for high school students. Cigarette smoking declined even more dramatically, falling by 63 percent for middle school students and 41 percent for high school students.

Trend data for many other measurable outcomes tracked by MDH – including youth exposure to secondhand smoke, proportion of retailers selling tobacco to minors, and youth perceptions of smoking prevalence – also moved in a positive direction between 2000 and 2008. (For a complete evaluation report, please see page 7)

These declines in tobacco use mean that an estimated 39,700 fewer students used tobacco in 2008 than in 2000. Preventing these youth from starting to smoke will ultimately lead to significant savings in direct health care costs in the future.

While trends in tobacco use are generally positive, there are some developments that need to be monitored and addressed. First, the smoking rate did not drop at all for high school males between 2005 and 2008, though it dropped substantially for females. Second, use of menthol-flavored cigarettes by high-school smokers has more than doubled in the last eight years.

GRANTEE HIGHLIGHTS

LOCAL GRANT HIGHLIGHTS

Reducing Youth Exposure to Tobacco Influences

The tobacco industry spends billions of dollars annually to market its products. An estimated \$238 million is spent in Minnesota alone, much of it on purchase incentives and the point-of-sale advertisements that promote them. Studies have shown that point-of-sale advertising directly influences the products that youth buy and use. An estimated 118,000 youth age 18 and younger now living in Minnesota will die prematurely from smoking. Grantees working in this area aim to reduce the number of premature deaths by helping Minnesota youth resist the lure of tobacco.

Association for Nonsmokers – Minnesota

The Association for Nonsmokers – Minnesota (ANSR) works through the Ramsey Tobacco Coalition (RTC), which is comprised of diverse youth-serving agencies, local public health, schools, and ANSR. Together, they have:

- Completed a comprehensive survey and analysis of tobacco point-of-sale advertising in stores, broken down by neighborhood.
- Created a comprehensive curriculum for teachers and adult youth leaders working to reduce tobacco advertising in their communities.
- Identified where and how the tobacco industry is spending its sponsorship and “gift” dollars.
- Begun working with schools and organizations to adopt tobacco-free funding policies.

Cottonwood-Jackson Community Health

Cottonwood, Jackson and Redwood counties have launched a Tobacco’s Target initiative, coordinated by Cottonwood-Jackson Community Health Services. Systematic assessment of 61 retail outlets documented a

surprisingly large number of tobacco advertising messages; use of marketing strategies that encourage underage users (placement of ads near candy, flavored products, two-for-the-price of one offers) and marketing strategies that target vulnerable populations. These counties are fighting back through the media, at county fairs, and at other local events.

Northwest Hennepin Human Services Council

Tobacco-Free Youth program is a community-based effort coordinated by Northwest Hennepin Human Services Council.

In 2006-07, the program:

- Established a coalition of youth and adult leaders by partnering with the Center of Hope and Compassion, Lao Assistance Center of Minnesota, Minnesota African Women’s Association and Southeast Asian Community Council.
- Completed point-of-sale tobacco advertising assessments in Brooklyn Center, New Hope and Crystal.
- Developed a Store Owner Survey to garner store owner’s opinions about tobacco marketing.
- Published a report outlining laws affecting the sale and display of tobacco products for store owners and community leaders.
- Employed a public service announcement starring coalition youth, a transit ad campaign and monthly e-newsletters to highlight program activity.

Olmsted County

The Olmsted County Public Health project addresses tobacco industry promotions in Olmsted, Fillmore, Freeborn, Winona, Houston, Wabasha and Mower counties. Its goal is to reduce youth exposure to tobacco point-of-sale advertising and tobacco industry sponsorships that promote tobacco products to youth. Recent accomplishments include an assessment and analysis of point-of-sale advertising in 216 retail

outlets in the seven county region. Findings from the study will be used to document the extent of the problem locally and to engage county residents in finding solutions. The Olmsted County project has found that sponsoring popular community events is a good way to spread the public health message about tobacco. One recent example was the Honda Pro National Motocross event which attracted 25,000 spectators to Millville, MN in August and was televised on national TV. Additional community education and outreach efforts target youth and parents through school and community settings.

Creating Tobacco-Free Environments

These grantees work to increase community awareness about secondhand smoke exposure and mobilize community members to adopt policies that create tobacco-free environments. Funded activities focus on the development of policies for outdoor recreation areas, including parks, playgrounds, beaches, zoos, fairgrounds, skate parks, and ski resorts, Grantees also promote voluntary policies for individual homes, vehicles and multi-unit housing units (including apartment buildings and public housing complexes).

American Lung Association of Minnesota

The American Lung Association of Minnesota is funded to promote change in St. Louis, Carlton, and Lake Counties. During the past two years, it has:

- Educated landlords, owners, managers, tenant advocates and Housing and Redevelopment Authority staff about laws governing tobacco use in rental properties and gained insight into their needs.
- Conducted a community education and awareness campaign that has reached over 110,000 family members across the northeast region with messages about the merits of smoke-free homes. The initiative includes an on-going Duluth Transit ad campaign.

- Worked with hospitals in the region to include information about smoke-free homes and cars in “new baby” packets. Collaborated with drivers’ education programs and businesses across the region to ensure that young drivers receive smoke-free vehicle kits when they are learning to drive.
- Worked through parish nurses to disseminate the smoke-free message in churches.
- Encouraged youth-serving organizations to reaffirm their commitment to smoke-free youth recreation.

Association for Non-Smokers-Minnesota (ANSR)

ANSR focuses its efforts on the seven-county metro area. Through its Tobacco-Free Youth Recreation program, ANSR works with youth and partner organizations to adopt tobacco-free park and recreation policies in the metro area. Accomplishments include:

- Development of a youth advocacy manual and two commercials promoting the benefits of tobacco-free park and recreation areas.
- Organization and training of low-income and racially-diverse youth coalitions that advocate for tobacco-free outdoor recreation areas in their communities.
- Collaboration with the Three Rivers Park District and the Ramsey County Parks Department to educate elected officials about tobacco-free parks and policies for portions of these park systems. (These policies protect more than one million metro area residents).
- An extensive cigarette litter clean up project and interviews with people attending the Ramsey County Fair. The youth learned that 72% of those surveyed supported eliminating tobacco use on the fairgrounds.

Another ANSR initiative, Live Smoke Free, works to increase the number of voluntary smoke-free policies adopted by multi-unit apartment building owners and managers in the seven-county metro area. The program also

helps tenants find solutions to secondhand smoke problems in their apartment.

Dakota County Public Health Department

Dakota County Public Health is working with community partners and youth to adopt tobacco-free policies for its nine municipal park systems, the county park system, the fairgrounds, and the Minnesota Zoo. Accomplishments include:

- Adoption of a tobacco-free parks and grounds policy for all county property, except parking lots and roadways.
- Adoption of tobacco-free park and recreation policies by three Dakota County municipalities.
- Development of an innovative program called Respect My Ride that encourages high school students who drive to designate their cars as smoke-free.

Meeker McLeod Sibley (MMS Community Health Services)

MMS has launched a Tobacco-Free Youth Crew initiative in Meeker, McLeod, and Sibley counties to generate excitement among young people about the benefits of adopting a tobacco-free lifestyle. TFY Crew members participate in community events to educate and encourage others to join their efforts. Thirty-eight young people from nine school districts in the three counties received training during a two-day camp to learn prevention, communication and advocacy skills. With help from MMS staff, they spearheaded a “Where Has Your T Shirt Been?” photo contest to attract youth to the www.tfycrew.com website. On World No Tobacco Day /Kick Butts Day, more than 600 youth attended celebrations in MMS.

NorthPoint Health and Wellness Center, Inc.

Breathe Free North is a multi-pronged project developed by North Point’s Community Center of Excellence in Women’s Health. BFN encourages African-American women and girls to establish smoke-free cars and homes so that North Minneapolis children are protected from the harmful health effects of secondhand smoke. The project works with more than 30 faith organizations (churches and mosques) to provide education and materials that encourage people to sign a pledge to make their homes and cars smoke-free. Research funded by the grant identified two themes, Respect and Protect, which resonate with parents and other caregivers who want to protect the health of their children. Breathe Free North planned to saturate the community with the two-pronged message during November and December.

AMERICAN INDIAN GRANT PROGRAM

A new initiative has been launched to address the high prevalence of commercial tobacco use in nine tribal communities across the state. It focuses on building strong, community-based tobacco control programs. The first step for these communities has been to conduct a systematic needs assessment and then create a community action plan that addresses identified needs. All nine grantees have completed their assessments and are working with community stakeholders to create concrete community action plans that will guide their work in 2009. Three other tribal communities funded through this program – Ain Dah Yung (Our Home) Center, Leech Lake Band of Ojibwe, and White Earth Reservation Tribal Council –already have established action plans in place and are continuing their work to promote smoke-free policies and youth prevention efforts.

Ain Dah Yung (Our Home) Center

Ain Dah Yung works to educate metro area American Indian youth about the harm that can be caused by the abuse of commercial tobacco. Funds are being utilized to develop a culturally-appropriate evaluation plan so that the program can build on successes and improve its youth tobacco control program. Ain Dah Yung uses cultural practice in a strength-based approach to prevent the initiation of commercial tobacco abuse among American Indian youth in the community.

Bois Forte Band of Chippewa

Bois Forte's community needs assessment pointed to an extremely high smoking prevalence rate. In response, the community is working to develop a tobacco control program that will include an adult cessation program linked to the community clinic.

Fond du Lac Band of Lake Superior Chippewa

Fond du Lac also is engaged in developing an action plan that addresses the high rate of smoking documented by the community needs assessment it conducted. The assessment

indicated strong support for youth prevention efforts in the community to complement the existing adult cessation program.

Division of Indian Works

Division of Indian Works conducted focus groups with American Indian youth in the Minneapolis metro area. It will use a summary report of findings to engage stakeholders, including youth, in the development of a strong community action plan.

Grand Portage Band of Chippewa

Like other grantees, Grand Portage documented an extremely high smoking prevalence rate through its community needs assessment and plans to build a tobacco cessation program that is linked to the community clinic.

Lower Sioux Indian Community

The community needs assessment conducted by the Lower Sioux community indicated strong support for a youth prevention program. This support will guide its interactions with stakeholders, including youth, as they develop a community action plan to help current smokers quit and prevent young people from initiating commercial tobacco use.

Leech Lake Band of Ojibwe

Leech Lake conducted a local mass media campaign that involved tobacco-related messages created by local American Indian youth. This community program continues to educate local American Indian youth and families on the dangers of secondhand smoke, while utilizing a strong cultural message that honors the traditional use of tobacco by American Indians.

Mille Lacs Band of Ojibwe

Mille Lacs, in collaboration with the Minnesota Department of Health and the Indigenous People's Task Force, is conducting a smoking prevalence study in the community. The results will be used to create an action plan that incorporates youth programming while responding to adult cessation needs as well.

Prairie Island Indian Community

Prairie Island has conducted a community needs assessment which indicates strong community support for a youth prevention program within the community school. Prairie Island is currently creating a summary report of the assessment and is going to present the results to stakeholders, including youth, in order to get feedback for its community action plan.

Red Lake Band of Chippewa Indians

Red Lake has conducted a community needs assessment which points to an extremely high smoking prevalence rate. Red Lake is currently creating a summary report of the assessment and is going to present the results to stakeholders, including youth, in order to get feedback for the creation of a strong community action plan. Through this process, Red Lake will decide where to focus its youth prevention and cessation efforts.

Upper Sioux Community

Upper Sioux's community needs assessment also points to an extremely high smoking prevalence rate. The community is currently creating a summary report of its assessment and plans to present the results to stakeholders, including youth, in order to get feedback for the creation of a strong community action plan. Through this process, Upper Sioux will decide where to focus its efforts.

White Earth Reservation Tribal Council

White Earth collaborated with tribal decision-makers and casino administration to create a smoke-free policy for the Shooting Star Casino Convention Center. The tobacco program also succeeded in implementing a smoke-free policy within the new transit bus system on the reservation. White Earth also supports a clinic-pharmacy tobacco cessation program, as well as smoke-free policies and programs in the community's middle school and high school.

EVALUATION REPORT

When the Tobacco Free Communities program was launched, the Legislature directed the Commissioner of Health to establish and report on measurable outcomes to determine the effectiveness of tobacco prevention efforts. The commissioner convened a team of tobacco control experts, which recommended tracking the following measures:

- Proportion of youth who use tobacco
- Initiation of smoking among youth
- Youth self-reported cigarette consumption
- Youth desire to begin smoking
- Source of tobacco products for youth
- Proportion of retailers selling tobacco to minors
- Youth attitudes and beliefs toward tobacco use
- Youth perceptions of the prevalence of smoking
- Exposure to secondhand smoke
- Ability to refuse influences to use tobacco

These measures were included in the Minnesota Youth Tobacco Survey (MYTS), which was conducted in 2000, 2002, 2005 and 2007. According to MYTS data, the prevalence of tobacco use (which includes cigarettes, cigars, smokeless tobacco, pipe tobacco and other products) has dropped dramatically and steadily since 2000. The percentage of middle school students who used any form of tobacco in the previous 30 days fell from 12.6 percent in 2000 to 6.9 percent in 2008, a decline of 45 percent. At the high school level, the percentage of students using tobacco in the previous 30 days fell from 38.7 percent to 27.0 percent, a decline of 30 percent. These data indicate that MDH has met the reduction goals established by the Legislature almost a decade ago. Cigarette smoking declined even more substantially, falling by 63 percent for middle school students and 41 percent for high school students.

These downward trends have continued throughout the eight-year period covered by the MYTS surveys. The decline in cigarette

smoking and overall tobacco use by middle school students between 2005 and 2008 is statistically significant.

There also has been a significant decline in the number of frequent smokers (i.e., those who smoked on 20 or more days in the past 30 days). The percentage of high school students who were considered frequent smokers fell from 16.9 percent in 2000 to 8.8 percent in 2008, meaning fewer young people are progressing from experimentation to frequent smoking in their high school years.

The survey found solid and continuing reductions in exposure to secondhand smoke. Between 2000 and 2008, the percentage of students reporting any exposure to secondhand smoke in the past week fell from 58.0 percent to 39.6 percent in middle school and from 75.8 percent to 55.4 percent in high school. About half of this decrease in secondhand smoke exposure took place between 2005 and 2008.

The proportion of retailers who sold tobacco to minors fell from 19.2 percent to 7.9 percent between 2000 and 2007 (latest year for which data are available). This mirrors a decline in the number of high school students who report usually getting their cigarettes by buying them in a store.

Many of the other measurable outcomes, especially those related to attitudes and beliefs about tobacco, indicated trends in the desired direction. In essence, social norms around smoking are changing. Fewer than 20 percent of middle and high school students believe that young people who smoke cigarettes have more friends, and fewer than 15 percent of students believe that smoking cigarettes makes young people look cool or is a good way to fit in.

The latest youth tobacco survey also contains some unsettling results that should be monitored and addressed. One issue is the widening gap between smoking rates of male and female teens. Between 2000 and 2005, smoking rates for males and females were very similar.

However, between 2005 and 2008, smoking rates dropped by 7.0 percentage points for female high school students but not at all (0.1 percentage points) for male high school students. Another concern is the growing popularity of menthol-flavored cigarettes. The percentage of high school students who prefer menthol cigarettes doubled from 19 percent in 2000 to 39 percent in 2008. Menthol masks the harshness that new and younger smokers may feel when they inhale cigarette smoke, thus making it easier to start and continue smoking.

Results for all measurable outcomes are summarized in the Tables on pages 9-10. MDH will continue to evaluate its youth tobacco use prevention programs and to monitor trends in youth tobacco use, tobacco-related attitudes and beliefs, and other measurable outcomes. The next MYTS is scheduled to be administered in 2011.

Table 1. Measurable outcomes for tobacco use prevention and control, by year, 2000-2008.

Measurable outcomes	2000	2002	2005	2008	Percent* Change 2000-2008	Percent* Change 2005-2008
<u>Proportion of youth who use tobacco</u>						
Percent of all students who used tobacco on one or more days in the past 30 days:						
MIDDLE SCHOOL	12.6%	11.2%	9.5%	6.9%	-45%	-27%
HIGH SCHOOL	38.7%	34.4%	29.3%	27.0%	-30%	-8%
Percent of all students who smoked cigarettes on one or more days in the past 30 days:						
MIDDLE SCHOOL	9.1%	7.2%	5.2%	3.4%	-63%	-35%
HIGH SCHOOL	32.4%	28.9%	22.4%	19.1%	-41%	-15%
Percent of male and female high school students who smoked cigarettes on one or more days in the past 30 days:						
H.S. MALES	32.0%	30.1%	21.7%	21.6%	-33%	0%
H.S. FEMALES	32.6%	27.4%	22.9%	15.9%	-51%	-31%
Percent of students who are frequent smokers (smoked cigarettes on 20 or more days in the past 30 days)						
HIGH SCHOOL**	16.9%	14.7%	10.2%	8.8%	-48%	-14%
<u>Initiation of smoking among youth</u>						
Percent who smoked their first whole cigarette at age 12 or younger (based only on students who have smoked a whole cigarette):						
MIDDLE SCHOOL	85.1%	82.6%	80.4%	77.0%	-10%	-4%
HIGH SCHOOL	41.2%	42.7%	39.9%	38.0%	-8%	-5%
<u>Youth self-reported cigarette consumption</u>						
Percent of current smokers who smoke six or more cigarettes per day (on the days they smoke):						
HIGH SCHOOL**	31.6%	33.0%	27.9%	25.3%	-20%	-9%

Measurable outcomes	2000	2002	2005	2008	Percent* Change 2000-2008	Percent* Change 2005-2008
<u>Youth desire to begin smoking</u> Percent of never-smokers who are susceptible to starting to smoke (i.e. they are not firmly committed to never trying smoking): MIDDLE SCHOOL HIGH SCHOOL	26.4%	24.6%	22.6%	18.5	-30%	-18%
	25.8%	24.3%	24.9%	22.1%	-14%	-11%
<u>Source of tobacco products for youth</u> Percent of HIGH SCHOOL current smokers under 18 who usually obtain their cigarettes by: COMMERCIAL MEANS (buying them from store or vending machine) SOCIAL MEANS (getting someone to buy for them, getting from family or friends) OTHER MEANS (taking them from a store or family member, getting them in some other way)	17.6%	17.6%	12.1%	11.3%	-36%	-7%
	71.0%	70.3%	73.0%	78.4%	+10%	+7%
	11.4%	12.1%	14.9%	10.3%	-10%	-31%
<u>Proportion of retailers selling tobacco to minors</u> Non-compliance rate/Percent of retailers selling tobacco to minors [Source: DHS annual Synar survey]	19.2%	15.0%	13.4%	7.9%	-59%	-41%
<u>Youth attitudes and beliefs toward tobacco use</u> Percent who believe that young people who smoke cigarettes have more friends: MIDDLE SCHOOL HIGH SCHOOL Percent who believe that smoking cigarettes makes young people look cool or fit in: MIDDLE SCHOOL HIGH SCHOOL	14.8%	15.8%	12.4%	11.0%	-26%	-11%
	21.4%	19.8%	18.8%	17.0%	-21%	-10%
	9.9%	11.4%	8.3%	9.2%	-8%	+11%
	14.0%	13.7%	13.0%	12.1%	-14%	-7%

Measurable outcomes	2000	2002	2005	2008	Percent* Change 2000-2008	Percent* Change 2005-2008
<u>Youth perceptions of the prevalence of smoking</u> Percent who report that two or more of their four closest friends smokes cigarettes: MIDDLE SCHOOL HIGH SCHOOL	13.2% 39.8%	12.0% 35.5%	8.9% 28.0%	6.5% 24.9%	-51% -37%	-27% -11%
<u>Exposure to secondhand smoke</u> Percent who reported being in the same room or in a car with someone who was smoking in last 7 days: MIDDLE SCHOOL HIGH SCHOOL	58.0% 75.8%	55.9% 71.8%	48.7% 64.8%	39.6% 55.4%	-32% -27%	-19% -15%
<u>Ability to refuse influences to use tobacco</u> Percent of never-smokers who reported they would definitely not smoke if one of their best friends offered them a cigarette: MIDDLE SCHOOL HIGH SCHOOL	82.7% 84.2%	83.5% 83.5%	85.6% 83.7%	86.7% 84.1%	+5% 0%	+1% 0%

* Percent Change in **bold** indicates that the difference between the two stated years is statistically significant at $p < .05$.

** Because very few middle school students are established smokers, we report only on high school students.

Source: Except where noted, data were collected through the 2000, 2002, 2005, and 2008 Minnesota Youth Tobacco Survey. More information on the survey and complete reports can be found on the web at: <http://www.health.state.mn.us/divs/chs/tobacco/index.html>.

FINANCIAL REPORT

	SFY 2007 amount awarded	SFY 2008 amount awarded
LOCAL GRANTS		
Reducing Youth Exposure to Tobacco Influences:		
Association for Nonsmokers—Minnesota Ramsey Tobacco Coalition	300,000	300,000
Cottonwood-Jackson Community Health Services	227,000	227,000
Northwest Hennepin Human Services Council	300,000	300,000
Olmsted County Public Health Services	292,000	292,000
Creating Tobacco-Free Environments:		
American Lung Association of Minnesota	255,000	245,000
Association for Non-Smokers-Minnesota (ANSR)	307,400	305,000
Dakota County Public Health Department	253,000	253,000
Meeker McLeod Sibley (MMS)Community Health Services	300,000	300,000
NorthPoint Health and Wellness Center, Inc.	300,000	300,000
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SUBTOTAL	\$2,534,400	\$2,522,000
 AMERICAN INDIAN ORGANIZATION GRANTS		
Bois Forte Band of Chippewa	46,464	53,195
Fond du Lac Band of Lake Superior Chippewa	47,336	47,336
Grand Portage Community	46,240	50,565
Leech Lake Band of Ojibwe	102,809	86,400
Lower Sioux Community	45,500	52,249
Mille Lacs Band of Ojibwe	60,548	66,843
Prairie Island Community	67,896	67,896
Red Lake Nation	63,030	69,367
Upper Sioux Community	48,000	54,550
White Earth Nation	75,400	75,400
The Division of Indian Works (Greater Minnesota Council of Churches)	49,777	55,264
Ain Dah Yung	100,000	100,000
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SUBTOTAL	\$753,000	\$779,065
 TOTAL	 \$3,287,400	 \$3,301,065