

Using the Policy Change Process to Work Towards Tobacco Retail Strategies

Kansas Community Health Promotion Summit

Elizabeth Gerndt, MPH January 27, 2022



About Counter Tools

Counter Tools is a non-profit organization. Our vision is a nation where healthy living is equitable across communities and every person has access to healthful choices.



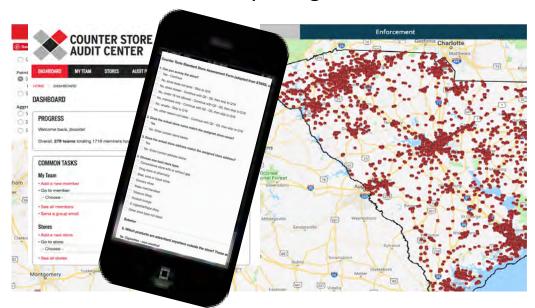




What We Do

We work with our partners to advance place-based public health and health equity through policy, systems and environmental changes.

- Consulting
- Training
- Storytelling



- Providing Tech Tools
- Supporting Advocacy Efforts
- Disseminating Science and Best Practices





Our Team









Training Objectives

- 1. Recall the basic steps of the policy change process
- 2.Identify strategies to document the local tobacco retail environment
- 3.Understand how to identify the best POS strategy for your community



Equity, Diversity, and Inclusion

Counter Tools recognizes that not every individual or community has equal access to healthy spaces and opportunities. Structural elements, including institutional racism, along with industry targeting impact exposure, availability, and access to both healthy and harmful products.

We define health equity to mean that everyone has a fair and just opportunity to be as healthy as they can be, which means reducing and removing structural barriers and obstacles that apply to and extend beyond the retail environment.



We commit to working alongside our partners towards a more equitable world by addressing equity, diversity, and inclusion in our trainings, providing resources and consultation, sharing relevant data, and supporting advocacy efforts.



What are retail strategies?





POS Policy Options

1. REDUCING (OR RESTRICTING) THE NUMBER, LOCATION, DENSITY & TYPES OF TOBACCO RETAIL OUTLETS

- a. Establishing a licensing system with fees or increasing licensing fees
- b. Reducing the number of tobacco retail outlets
- c. Restricting the location of tobacco retail outlets
- d. Requiring a minimum distance between tobacco retail outlets
- e. Prohibiting the sale of tobacco products at certain types of establishments
- f. Limiting the number of hours/days when tobacco products can be sold

2. INCREASING THE COST OF TOBACCO PRODUCTS THROUGH NON-TAX APPROACHES

- a. Establishing minimum price laws
- b. Prohibiting price discounting
- c. Restricting sale based on pack size for non-cigarette tobacco products
- d. Implementing mitigation fees
- e. Implementing sunshine or disclosure laws

3. IMPLEMENTING PREVENTION AND CESSATION MESSAGING

- a. Requiring the posting of quitline information in retail stores
- b. Requiring the posting of health warnings at hookah lounges
- c. Requiring the posting of graphic health messages at the point of sale

4. RESTRICTING POINT-OF-SALE ADVERTISING

- a. Implementing content-neutral advertising laws
- b. Limiting the placement of tobacco retail advertising outside certain store locations
- c. Limiting the times when tobacco retail advertising is allowed
- d. Limiting the placement of tobacco retail advertising inside stores
- e. Limiting the manner of tobacco retail advertising

5. RESTRICTING PRODUCT PLACEMENT

- a. Prohibiting self-service access to non-cigarette tobacco products
- Limiting the times when tobacco products are displayed
- c. Restricting the number of products that can be displayed
- d. Prohibiting product displays

6. OTHER POINT-OF-SALE STRATEGIES

- a. Prohibiting the sale of flavored non-cigarette tobacco products
- b. Raising the minimum legal sale age (MLSA) to buy tobacco products
- c. Requiring that tobacco retail clerks meet the minimum legal sale age (MLSA)
- d. Implementing stricter laws on the sale and use of commercial roll-your-own (RYO) tobacco
- e. Including a "shame law" in the tobacco retailer licensing ordinance
- f. Implementing a licensing incentive program
- Regulating the sale of e-cigarette and other nicotine-delivery systems





Timeline of Women's Suffrage

1887: Women's suffrage

1868: Federal women's suffrage amendment introduced in U.S. Congress

1848: First

Women's Rights

Seneca Falls, NY

Convention in

amendment is defeated in the Senate

1878: A women's suffrage amendment proposed in

Congress

1893: Colorado adopts woman suffrage

1912: Oregon, Kansas and Arizona adopt woman suffrage

> 1911: California suffrage campaign succeeds by small margin

1914: Nevada & Montana adopt woman suffrage

> 1915: Pennsylvania, New Jersey, New York & Massachusetts continue to reject woman suffrage

> > 1920: American women are granted the right to vote

1870: Fifteenth Amendment gives black men the right to vote, fails to include women 1896: Utah grants full suffrage for women; Idaho adopts woman suffrage

1890: Wyoming grants women suffrage; South Dakota campaign for women's suffrage loses

1917: New York adopts woman suffrage; Jeannette Rankin is the first woman elected to congress

1918: Suffrage amendment passes in the House, but fails in the Senate; Michigan, South Dakota, & Oklahoma adopt woman suffrage; President Wilson supports federal women's suffrage amendment

> 1919: Senate finally passes the Nineteenth Amendment



Timeline of FDA Tobacco

1996: The FDA asserts authority over tobacco products and issues the FDA Rule to prevent & reduce tobacco use by children

1997: NC federal court upholds the FDA Rule's tobacco access restriction, but rules FDA does not have the authority to regulate advertising & promotion

1998: FDA tobacco legislation defeated in the Senate **2004:** The Family Smoking Prevention and Tobacco Control (FSPTC) Act is introduced, but rejected as an amendment to the American Jobs Creation Act

2007: The FSPTC Act is reintroduced again in the House and the Senate

2009: FSPTC Act passes in the House and the Senate

2009: President Obama signs the Family Smoking Prevention and Tobacco Control Act, granting he FDA authority to regulate tobacco products

1997: Lawmakers draft legislation to grant FDA the authority over tobacco

2000: US Supreme Court upholds the ruling of the appeals court in *FDA v. Brown & Williamson Tobacco Corp.*

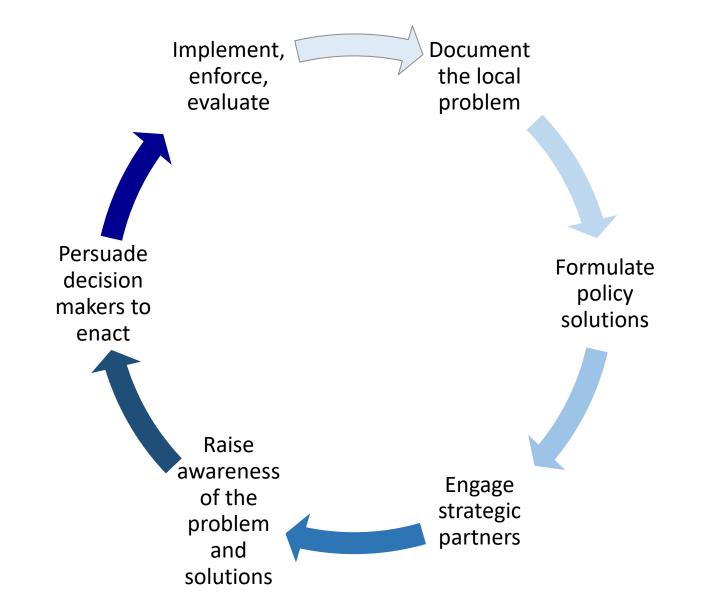
1998: US Court of Appeals for the Fourth Circuit overturns the lower court's decision & rules the FDA has not been granted the authority to regulate tobacco products

2001-2002: Several bills are introduced in the 107th Congress; none see legislative action.

2005: The FSPTC Act is reintroduced, but no legislative action is taken by the 109th Congress

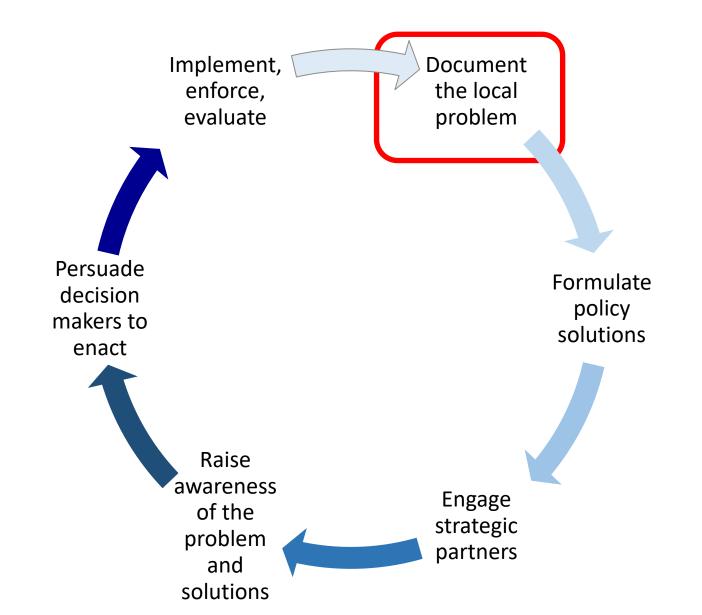
2008: The FDA tobacco legislation passes in the House and the Senate but is strongly opposed by the Bush Administration

The Policy Change Process



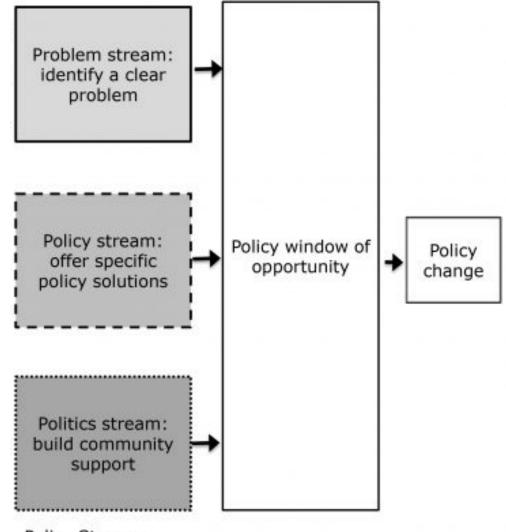


The Policy Change Process



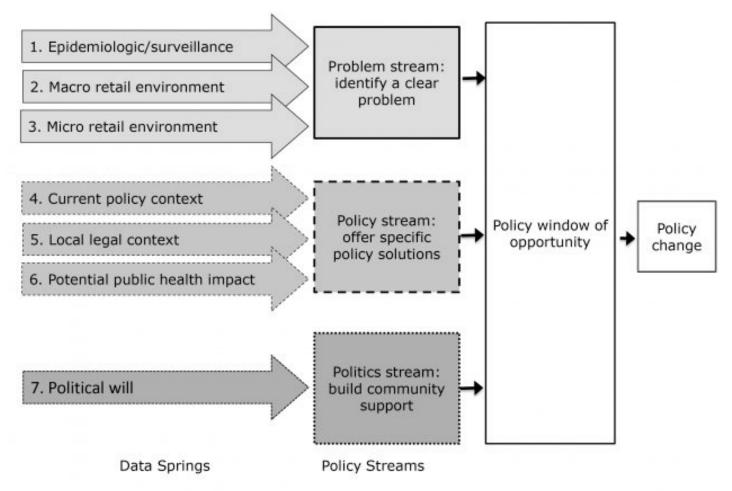


Kingdon's Multiple Streams Theory





Kingdon's Multiple Streams Framework for Policy Change





"Data Springs" Framework

- 1. Epidemiologic/Surveillance Data
 - 2. Macro Retail Environment
 - 3. Micro Retail Environment
- 4. Potential for Public Health Impact
 - 5. Policy Context
 - 6. Legal Feasibility
- 7. Political Will/Community Readiness

Which POS policy strategy is "right", now, for our geography?



1. Epidemiologic/Surveillance Data

Epidemiologic/Surveillance Data

- Tobacco use prevalence
 - by product
 - by population
- ➤ Priority populations
- ➤ Priority geographies



Tobacco isn't finished.

5.8% of high school students (9,200 people) and 16.6% of adults (367,300) in Kansas smoke.

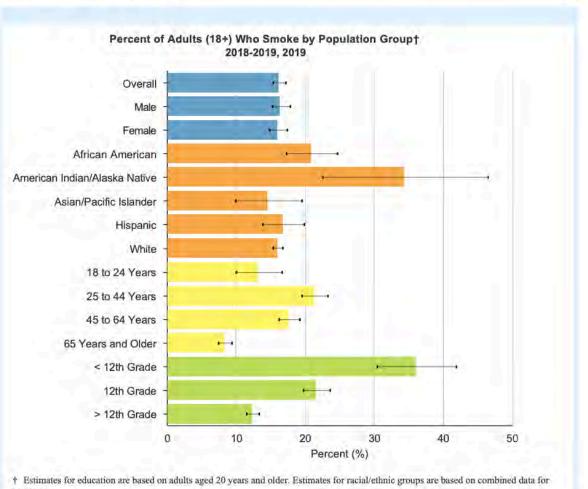
\$904 per household in state and federal taxes to cover smoking-caused government expenditures





Who is smoking in Kansas?





Source: Behavioral Risk Factor Surveillance System (BRFSS)

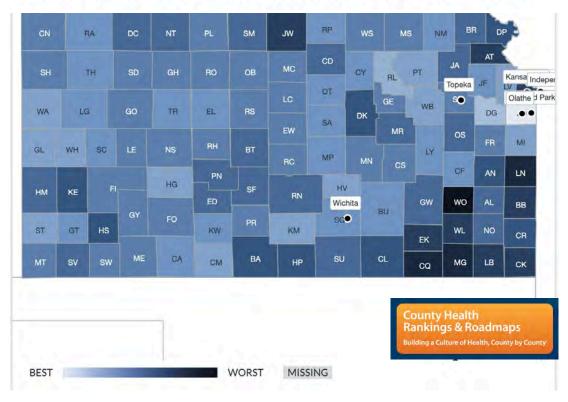


Where is smoking most prevalent?

Adult smoking

Percentage of adults who are current smokers (age-adjusted).

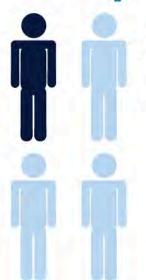
The 2021 County Health Rankings used data from 2018 for this measure.





Youth Tobacco Use

Any Tobacco Use



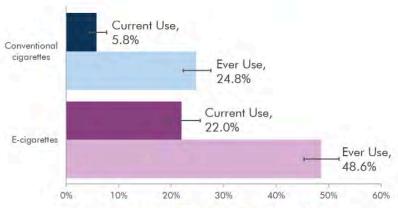
More than **one in four** (25.8%) Kansas high school students report using at least one of the following tobacco products:⁴

Cigarettes
E-cigarettes
Cigars
Smokeless Tobacco

Conventional and E-Cigarettes

Nearly **one in four** (24.8%) Kansas high school students have ever tried conventional cigarettes (even one or two puffs) and **5.8% currently smoke conventional cigarettes.**

Nearly half (48.6%) Kansas high school students have ever tried e-cigarettes, and 22.0% currently use e-cigarettes.4



Percent of Kansas High School Students (%)







2. Macro Retail Environment

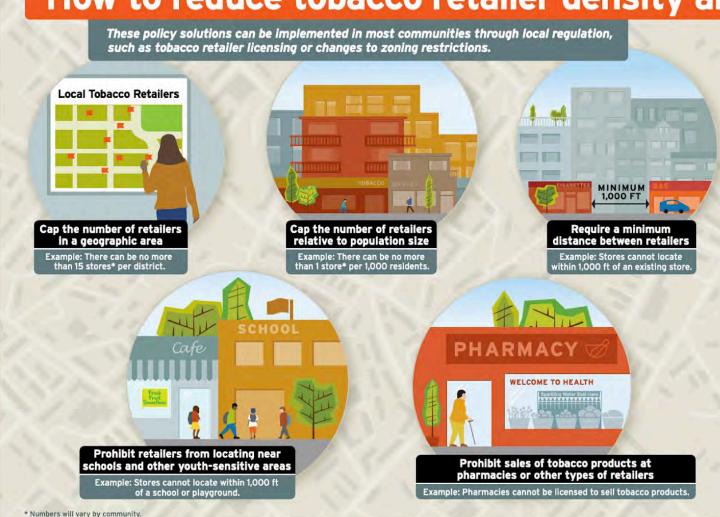
Macro Retail Environment

- Map locations of tobacco retail outlets
- Identify store types
- Identify density by neighborhood demographics
- Identify proximity to youthserving venues
- Priority populations
- ➤ Priority geographies
- ➤ Potential wins



Retailer Density







HEALTH: When more tobacco retailers are located in a given area, residents' health suffers. Youth are more likely to start smoking. People who smoke consume more cigarettes per day and have a harder time quitting.

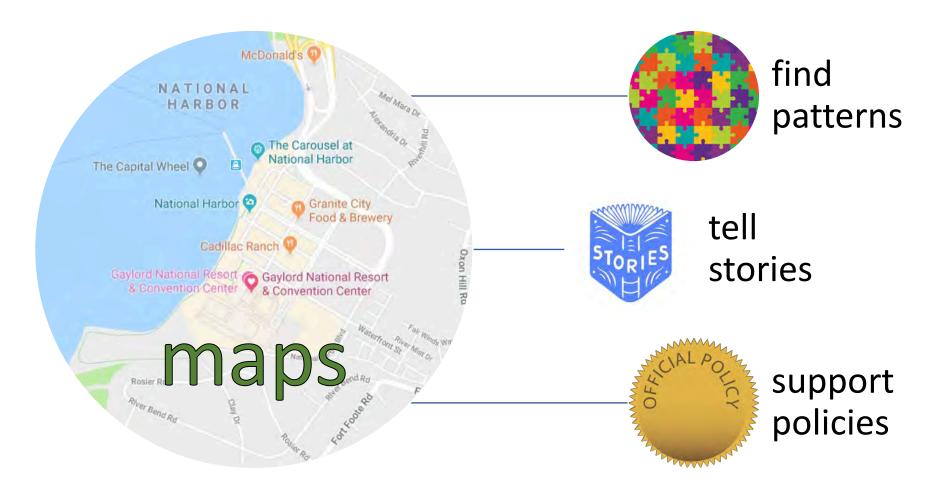


EQUITY: Tobacco retailers cluster in neighborhoods with a high percentage of low-income residents or residents of color. These communities are targeted by tobacco companies, and they disproportionately suffer the health harms caused by tobacco use.





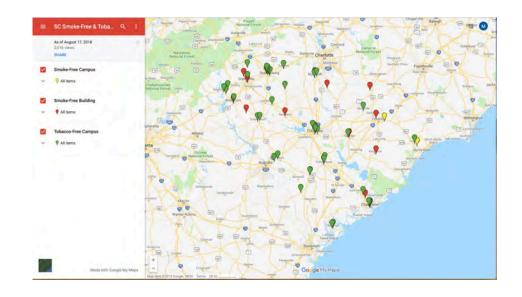
Value of Maps

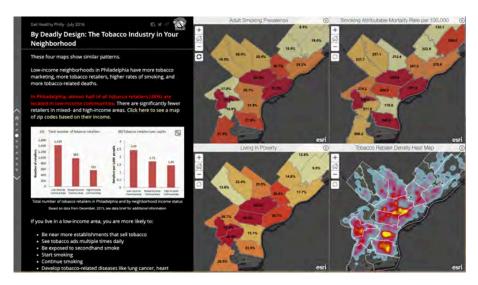


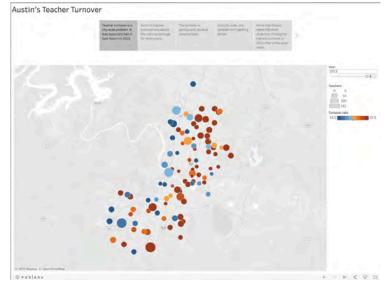


Mapping Options

- Counter Tools
- ESRI
- Tableau
- Google Maps









Getting Youth Involved: Walking Tobacco Audit

BP Gas Station Well DUIT DU





This activity is best suited for

Age Group: 8th - 12th grade

Number of Participants: 4-6

Preparation time: 3-4 weeks

Activity Duration: 2-4 hours

Materials: Audit form, route map, clipboards, pencils, digital camera, poster board, stickers/push pins for visual display, comfortable walking attire

Cost: \$0-\$50

Best suited for: Urban environments



Getting Youth Involved: Tobacco Retailer Nation Activity

This activity is best suited for

Age Group: 9th - 12th grade, College

Number of Participants: Variable based on size of the area selected and the number of fast food restaurants and retailers you include; consider a teams of 2-4 students per one neighborhood or city.

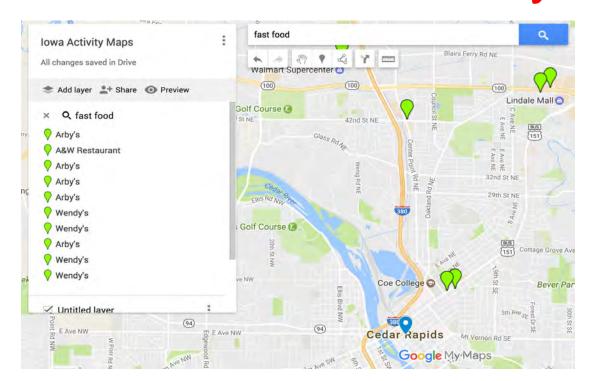
Preparation Time: Variable; 1-2 hours per area selected

Activity Duration: Variable; 2-4 hours per area selected

Materials: Computers with internet access

Cost: \$0 (if you already have computer access!)

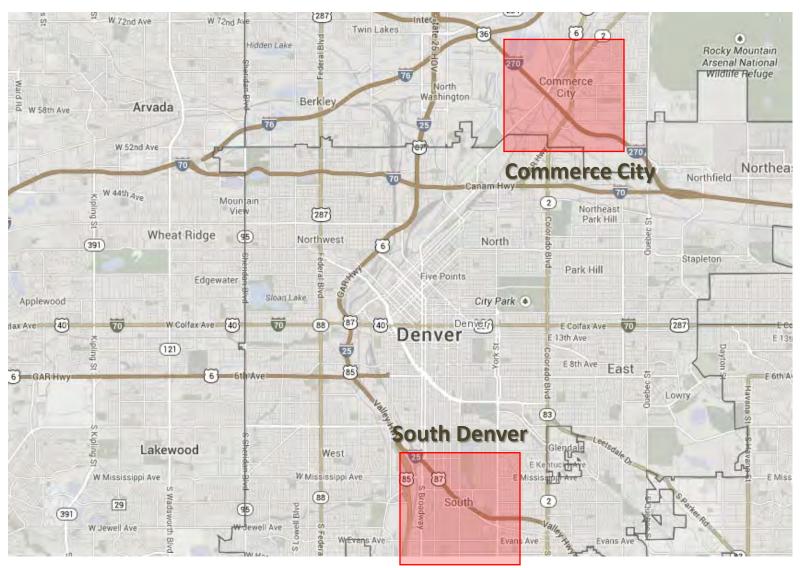
Best suited for: A tech savvy group with access to a list of retailer addresses



Bonus: Map out where the schools are in relation to the tobacco retailers and fast food chains, in order to show the proximity between youth and tobacco. If you have time, add in parks, community centers and/or places of worship.

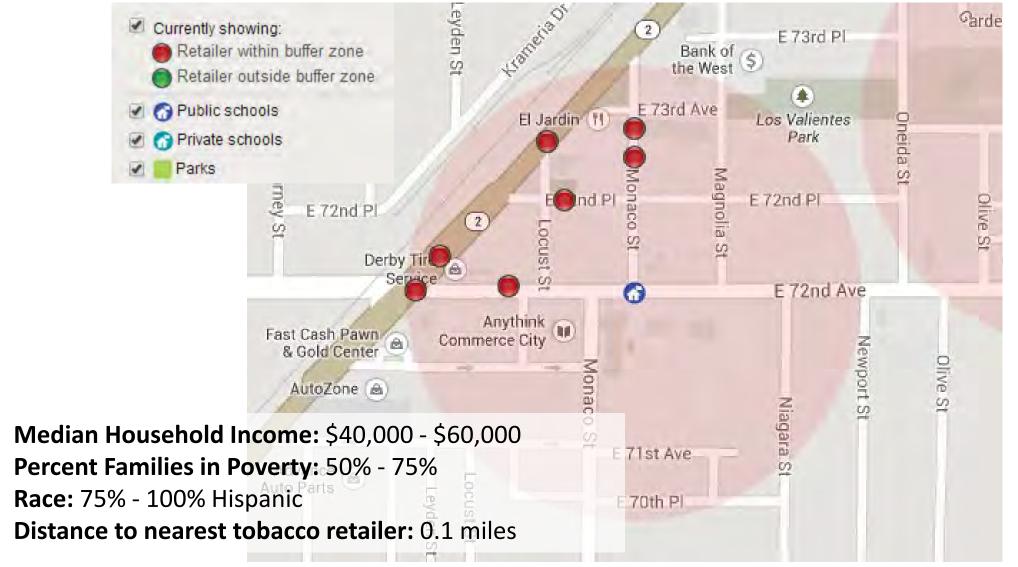


Proximity Case Study: The Tale of Two Schools Greater Denver Area, CO



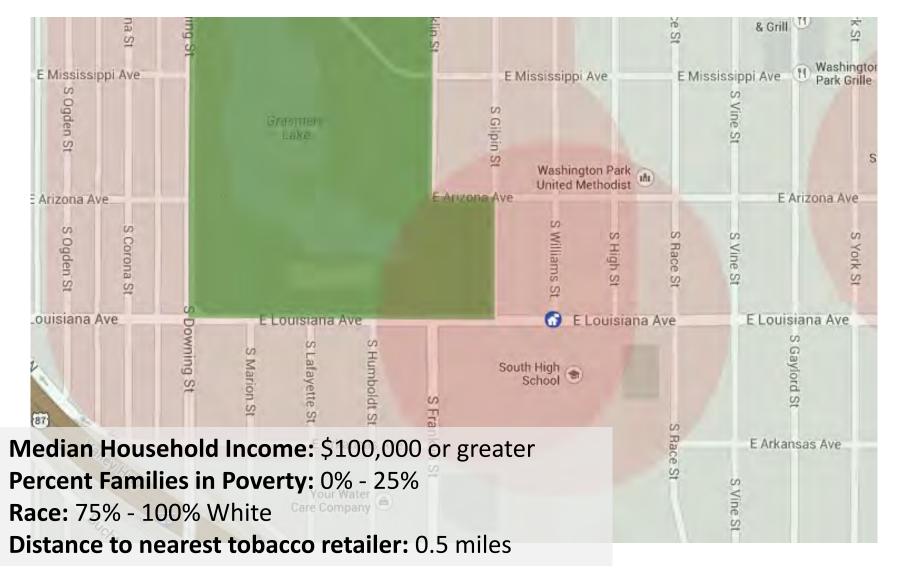


Proximity Case Study: The Tale of Two Schools Lester R. Arnold High School, Commerce City, CO





Proximity Case Study: The Tale of Two Schools Denver South High School, Denver, CO





3. Micro Retail Environment

Micro Retail Environment

- Product availability
- Price
- Promotion
- Placement
- Advertising
- Policy compliance
- ➤ Priority populations
- ➤ Priority geographies
- > Potential wins



Getting Youth Involved: Store Assessments



- ✓ Store type
- ✓ Exterior ads
- ✓ Availability of:
 - ✓ All tobacco products
 - ✓ Alcohol
 - ✓ Flavored products
 - ✓ Singles
- ✓ Pharmacy counter?
- ✓ Price of cheapest cigarette pack
- ✓ WIC/SNAP
- ✓ Advertised <\$1</p>
- ✓ Price promotions



Getting Youth Involved: Photovoice

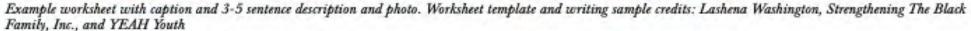


Title / Photo #

Candy and Carcin agens

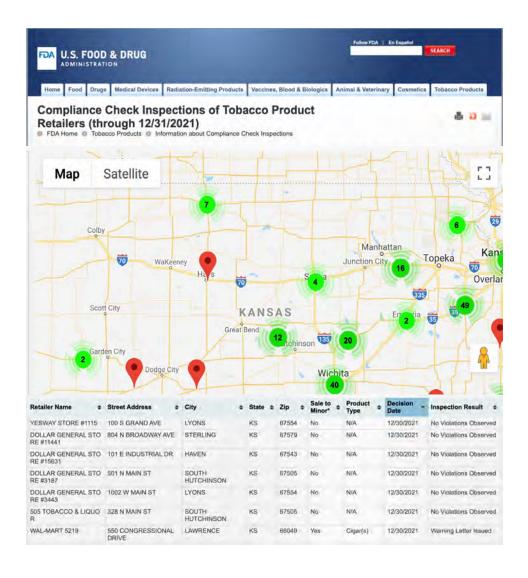
3-4 sestimore that reflect SHDWeD method:

In this picture of a store counter, you can see candies that are popular and common in most communities. Directly behind the early there is a large shelf of tobacce products, the bright colors and candy draw your attention and then you see the shelves of tobacco product and are much more likely to feel the need to purchase these products.





Retailer Violations



- FDA violations
- Synar
- State inspections



4. Potential for Public Health Impact

Potential for Public Health Impact

- Research evidence to support impact
- Advertisements versus density
- Non-tax approaches to price

"Bang for buck"



First things first. This we know.

Exposure to POS tobacco

- Price promotions;
- Product displays and advertisements;
- Retail marketing



- Tobacco use initiation
- Tobacco use maintenance
- Difficulty quitting



Theoretically, then:

Exposure to tobacco

- Price promotions;
- Product displays and advertisements;
- Retailing/retail marketing

Less tobacco use Easier to quit



Why reduce retailer density?

- Health: When more tobacco retailers are located in a given area:
 - Residents' health suffers
 - Youth are more likely to start smoking
 - People who smoke consume more cigarettes per day
 - People who smoke have a harder time quitting
- Equity: Tobacco retailers cluster in neighborhoods with a high percentage of low-income residents and residents of color. These communities are targeted by tobacco companies, and they disproportionately suffer the health harms caused by tobacco use



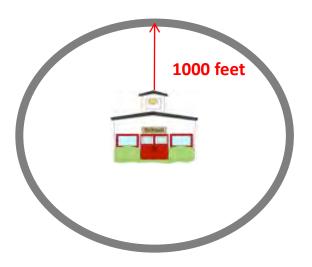
Reductions in Retailer Density (NC)

1. Prohibiting tobacco product sales in pharmacies



13.9% reduction in density

2. Prohibiting tobacco product sales within 1000 feet of schools



17.8% reduction in density

3. Requiring at least 500 feet between tobacco product retailers



22.1%



Strong local TRLs reduce youth initiation and use of cigarettes AND e-cigs



- Over 6 months, youth in communities with strong TRLs were:
 - 33% less likely to have initiated cigarette use
 - 26% less likely to have initiated e-cigarette use
 - 55% less likely have become a current ecigarette user



Why raise tobacco prices?

- To discourage youth initiation
- To encourage and facilitate quit attempts

Raising excise taxes is key, but not the only way to increase prices! Also consider minimum floor prices and prohibiting discounts and coupons to:

- Keep prices high
- Reduce income-based disparities in smoking rates
- Reduce racial & geographic targeting and disparities



Flavored Tobacco Sales Bans

Youth prefer flavored tobacco products over non-flavored

NYC banning flavored tobacco products led to:

- 87% decline in sales
- 37% lower odds of teens ever trying a tobacco product
- 28% lower odds of teens using any tobacco product



Farley, S. M., & Johns, M. (2016). New York City flavoured tobacco product sales ban evaluation. Tobacco control, tobaccocontrol-2015.



5. Overarching Policy Context

Policy Context

- Amount of excise tax
- Strength of smoke free law
- Level of tobacco control funding
- Existing, underutilized laws or enforcement mechanisms



Cigarette Tax: \$1.29

Overall Grade	F
Cigarette Tax per pack of 20:	\$1.29
Other Tobacco Product Taxes:	
Tax on Little Cigars:	Equalized: No; Weight-Based: No
Tax on Large Cigars:	Equalized: No; Weight-Based: No
Tax on Smokeless Tobacco:	Equalized: No; Weight-Based: No
Tax on pipe/RYO tobacco:	Equalized: No; Weight-Based: No
Tax on E-Cigarettes:	Equalized: No; Weight-Based: Yes



Smoke Free Air Laws

Overview of State Smoking Restrictions:		
Overall Grade	A	
Government Workplaces:	Prohibited	
Private Workplaces:	Prohibited	
Schools:	Prohibited	
Childcare Facilities:	Prohibited	
Restaurants:	Prohibited	
Bars:	Prohibited	

Casinos/Gaming Establishments:	Restricted (casino floors and tribal establishments not subject to state law)
Retail Stores:	Prohibited
Recreational/Cultural Facilities:	Prohibited
E-Cigarettes Included:	No
Penalties:	Yes
Enforcement	Yes
Preemption/Local Opt-Out:	No



Program Funding

Overall Grade	F
FY2022 State Funding for Tobacco Control Programs:	\$1,001,960
FY2022 Federal Funding for State Tobacco Control Programs:	\$1,516,090*
FY2022 Total Funding for State Tobacco Control Programs:	\$2,518,050
CDC Best Practices State Spending Recommendation:	\$27,900,000
Percentage of CDC Recommended Level:	9.0%
State Tobacco-Related Revenue:	\$181,400,000

^{*}Includes tobacco prevention and cessation funding provided to states from the Centers for Disease Control and Prevention.



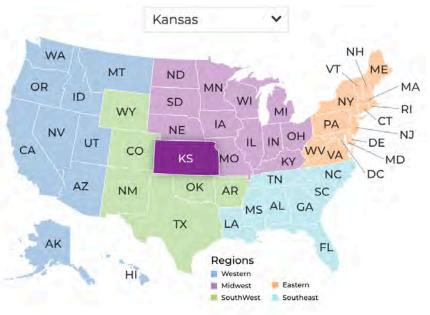
Flavored Tobacco Products

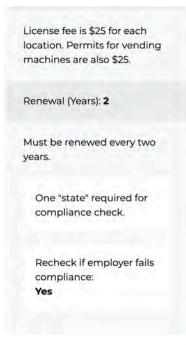
Overall Grade	F
Restrictions on Flavored Tobacco Products:	No state law or regulation



State Tobacco Retailer Licensing











6. Legal Feasibility

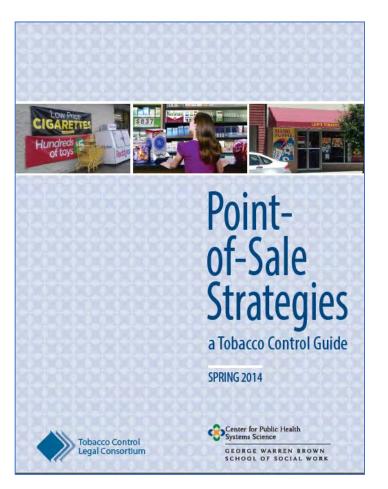
- New options for enforcing new things
- Level, location of preemption

Legal Feasibility

> Feasible options



POS Strategies Guide



	Policy	Page#	Rating	Examples
1	REDUCING (OR RESTRICTING) THE NUMBER, LOCATIO	ON, DENSIT	Y & TYPES O	F TOBACCO RETAIL OUTLETS
1a	Establishing a licensing system with fees or increasing licensing fees	15	6	At least 126 communities
1b	Reducing the number of tobacco retail outlets	15	G	Huntington Park, CA
1c	Restricting the location of tobacco retail outlets	15	G	Santa Clara, CA; Santa Barbara, CA; New Orleans, LA; Baldwin Park, CA
1d	Requiring a minimum distance between tobacco retail outlets	16	6	Santa Clara, CA
1e	Prohibiting the sale of tobacco products at certain types of establishments	16	G	San Francisco, CA; 80 MA localities
1f	Limiting the number of hours/days when tobacco products can be sold	16	Y	
2	INCREASING THE COST OF TOBACCO PRODUCTS TH	ROUGH NO	N-TAX APP	ROACHES
2a	Establishing minimum price laws	16	G	Over 25 states; New York, NY
2b	Prohibiting price discounting	17	G	Providence, RI; New York, NY
2c	Restricting sale based on pack size for non-cigarette tobacco products	17	6	Boston, MA; New York, NY; Many MA localities
2d	Implementing mitigation fees	17	E	San Francisco, CA
2e	Implementing surstine or disclosure laws	17	E	
3	IMPLEMENTING PREVENTION AND CESSATION ME	SSAGING		
3a	Requiring the posting of quitline information in retail stores	19	G	Indiana; Boston, MA
3b	Requiring the posting of health warnings at hookah lounges	19	G	Suffolk, NY
30	Requiring the posting of graphic health messages at the point of sale	22	Y	

	Policy	Page#	Rating	Examples
4	RESTRICTING POINT-OF-SALE ADVERTISING			
4a	Implementing content-neutral advertising laws	22	G	Ramsey County, MN; Henderson, NV Milwaukee, WI
4b	Limiting the placement of tobacco retail advertising outside certain store locations	24	(B)	
4c	Limiting the times when tobacco retail advertising is allowed	24	®	
4d	Limiting the placement of tobacco retail advertising inside stores	24	•	
4e	Limiting the manner of tobacco retail advertising	24	1	
5	RESTRICTING PRODUCT PLACEMENT			
5a	Prohibiting self-service access to non-cigarette tobacco products	25	6	Bristol, MA; many states
5b	Limiting the times when tobacco products are displayed	25	(H)	
5c	Restricting the number of products that can be displayed	26	R	
5d	Prohibiting product displays	26	•	
5	OTHER POINT-OF-SALE STRATEGIES			
ба	Prohibiting the sale of flavored non-cigarette tobacco products	26	G	Maine; Providence, RI; New York, NY
6b	Raising the minimum legal sale age (MLSA) to buy tobacco products	26	6	Alabama; Alaska; New Jersey; Hawai
бс	Requiring that tobacco retail clerks meet the minimum legal sale age (MLSA)	27	6	Alabama; Alaska; Utah
6d	Implementing stricter laws on the sale and use of commercial roll- your-own (RYO) tobacco	27	6	Vermont; Illinois
6e	Including a "shame law" in the tobacco retailer licensing ordinance	27	6	Sierra Madre, CA
5f	Implementing a licensing incentive program	27	G	Vista, CA
6g	Regulating the sale of e-cigarette and other nicotine-delivery systems	27	G	California; Minnesota; Tennessee; Wisconsin



Preemption Analysis

State Preemption of Any Local Tobacco Control Ordinances - Licensure, Smokefree Indoor Air, or Youth Access - In effect as of September 30, 2021 (n=58) Kansas Preemption Summary: No Preemption Licensure: No Smokefree Indoor Air: No Youth Access: No Territories



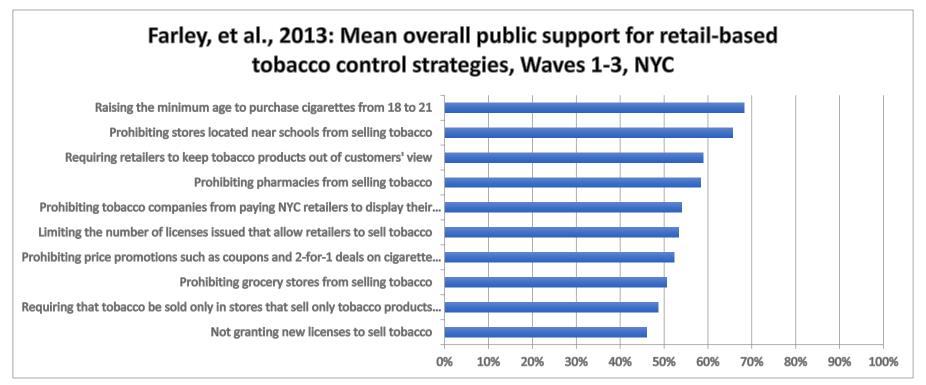
7. Political Will/Community Readiness

- Leadership
- Competing interests
- Community relevance
- > Feasible options

Political Will/Community Readiness



Public opinion on retail-based strategies (NYC)

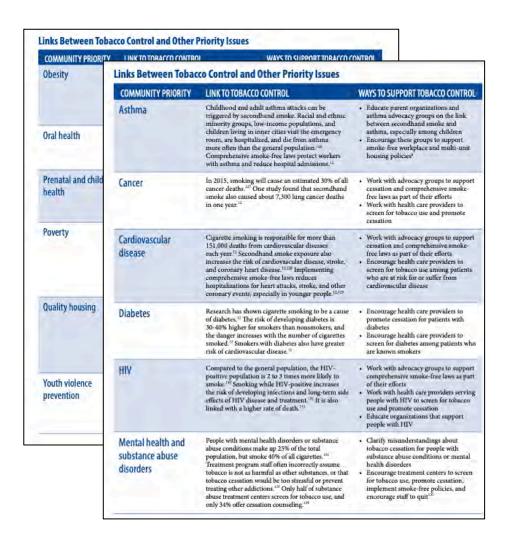


"...Retail-based strategies are <u>consistently supported by the public</u>, providing useful information for jurisdictions examining emerging tobacco control strategies."



Competing Priorities

- COVID-19
- Alcohol abuse
- Opioid abuse
- Unemployment and job loss
- Lack of affordable or quality housing
- Mental/Behavioral health
- Poverty
- Structural racism
- Violence
- Obesity
- Food Insecurity





Now what? Put it all together!

- 1. Epidemiologic/Surveillance Data
 - 2. Macro Retail Environment
 - 3. Micro Retail Environment
- 4. Potential for Public Health Impact
 - 5. Policy Context
 - 6. Legal Feasibility
- 7. Political Will/Community Readiness

Which POS policy strategy is "right", now, for our geography?



Action items for you!

- 1. Figure out what you already know.
- 2. Figure out what you need to find out and how you can do it.
- 3. Identify priorities based on existing data and knowledge.
- 4. Start thinking about policy solutions for your community.



Opportunity for Technical Assistance from Counter Tools

Is your community actively pursuing POS policy change?

Let us help!

CDRR grantees are eligible for individualized virtual technical assistance and support from Counter Tools.

Contact Jordan.Roberts@ks.gov for more information.



Stay in touch!

elizabeth@countertools.org



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