

Smokefree Policy Guidelines for Boards of Health without direct authority but with local authority through another governing body

If the board of health in your state lacks legal authority to develop clean indoor air regulations, the National Association of Local Boards of Health (NALBOH) recommends that your board take the initiative to educate the governing body with legal authority. Authorized local governing bodies in your state may include a city council, county commission, or a tribal board. Consider your board of health to be the “expert” in the health field. Local governing bodies other than the local board of health have many issues they must address aside from health.

What Can Boards do Aside from Policy Formation?

- Become experts on the issue of clean indoor air.
- Take some time at a future board meeting to review the objective scientific data supporting clean indoor air regulations.
- Discuss the health risks associated with secondhand smoke.
- Inform your local health official of your interest in addressing clean indoor air. Work with him or her along the way.
- Help educate the community on the health dangers of secondhand smoke.
- Set up meetings with members of the authorized local governing body to discuss clean indoor air. Serve as a valuable resource of information, encourage the members to be bold and stand up for what is in the best interest of the public’s health, and offer your assistance and support as they move ahead with a clean indoor air regulation.
- Help the authorized local governing body build support for clean indoor air from the community and business owners.
- Sit down with local business owners to discuss their position and any concerns they may have about going smokefree.
- Write letters to the editor of your newspaper in support of clean indoor air.

Consider having NALBOH review the wording of your poll before releasing it. The way you word questions can make a big difference in the responses received.

- After the education process is under way, assist in a pole of the community to assess their support of clean indoor air.
- Attend or facilitate a public hearing on clean indoor air.

- Provide health reporters with facts supporting your position on the clean indoor air issue.

- Develop or endorse flyers on smokefree public places. Local coalitions find it valuable to have board of health endorsement on information packets they distribute.
- After an ordinance is in place, help to inform the general public and the business community about the requirements of the ordinance.

Negotiation of the Ordinance

- Use your resources to stay abreast of the progress and keep track of the individual councilmen or commissioners’ support or lack thereof.
- Remember that local governing bodies have many issues to address. Take into consideration that they might look to the board of health as the knowledge base or they might dismiss your concern for secondhand smoke.

Share your knowledge on the dangers of secondhand smoke and other issues surrounding clean indoor air campaigns.

What will the Opposition Look Like?

- Your own local elected officials. There may be individuals who choose to overlook the health dangers of secondhand smoke in order to be politically correct.
- Bar owners concerned that revenue will be lost.
- Taxpayers for Freedom, Save our Rights, the Business and Restaurant Alliance. The list of tobacco industry front groups is virtually endless.
- The general public and the business community, with arguments including economic impact, accommodation, ventilation, and “What’s next, red meat?”

Don’t let the opposition intimidate you. There are objective scientific data supporting clean indoor air regulations for all of the arguments you may be faced with. Contact NALBOH for data and assistance at (419) 353-7714, (202) 223-4034, or nalboh@nalboh.org.

Smokefree Policy Guidelines for Boards of Health with Preemption (no local authority)

If local boards of health and other local governing bodies in your state have preemption (removal of local authority to regulate clean indoor air), your board of health should consider addressing tobacco use prevention and control through some or all of the listed activities below. The National Association of Local Boards of Health (NALBOH) supports and provides technical assistance to local boards of health on the many issues surrounding the death and disease caused by tobacco.

What Can Boards do Aside from Policy Formation?

- Become experts on the dangers of secondhand smoke and the clean indoor air issue.
- Write letters to congressional representatives in support of clean indoor air.
- Develop or endorse flyers requesting voluntary smokefree public places (including restaurants and bars). Local coalitions find it valuable to have board of health endorsement on information packets they distribute.
- Address other issues such as: placement of tobacco products behind counters and accessible only through clerk interaction, restriction of tobacco product sales via vending machines, licensing tobacco product retailers, restriction of advertising of tobacco products, and banning free samples and single cigarette sales.
- Consider getting the issue on the ballot for vote by the general public.
- Consider becoming part of a statewide effort to reverse the preemption.
- Write letters to congressional representatives demanding that the Master Settlement Agreement funds they are receiving be used for tobacco use prevention and control.

Preemption is one of the primary tactics of the tobacco industry to bind the hands of local officials so that the industry can continue to make a profit from its product. The tobacco industry knows that a grassroots movement is the most effective mechanism we have to protect people from tobacco's harm. Movements beginning at the local level meet with more acceptance and compliance than any other.

Please consider taking steps to address clean indoor air and other tobacco use prevention and control issues if you have not already done so.

While you may be in a state with preemption of clean indoor air, this does not mean that you are exempt from addressing the death and disease caused by tobacco use and passive smoking. Boards of health have a specific duty to protect the health of their community members.

For More Information

Contact NALBOH for assistance at (419) 353-7714, (202) 223-4034, or nalboh@nalboh.org.

Preemption is one of the primary tactics of the tobacco industry to bind the hands of local officials.

Smokefree Policy Guidelines for Boards of Health uncertain of their state's authority

If boards of health in your state have never had a clean indoor air regulation passed, opposed, or reversed, local boards of health may very well have the legal authority to regulate clean indoor air. At this point, your state's legal authority to regulate clean indoor air is unclear. If you are in a state with unclear board of health authority, we recommend that you begin educating yourselves and then others about clean indoor air. In time, you may want to address a less controversial tobacco issue such as youth access, banning vending machine sales, or advertising before taking on the highly controversial issue of clean indoor air.

What Can Boards with Uncertain Legal Authority Do?

- Become experts on the dangers of secondhand smoke and the clean indoor air issue.
- Research current regulations on the books and what, if any, similar regulations have been passed in other communities in your state.
- Build support from the community and business owners through an extensive education process on the dangers associated with secondhand smoke.
- Write letters to the editor in support of clean indoor air.
- Provide health reporters with facts supporting your position on the clean indoor air issue.

If at all possible, keep your interest in smoke-free public places away from the press until your board has joined forces with local partners, educated itself fully on the issue, laid out a plan of action, written a comprehensive regulation, and is ready to take it to a first reading.

- Begin working toward strengthening other tobacco use prevention and control regulations where authority is more certain.
- Develop or endorse flyers on smokefree public places. Local coalitions find it valuable to have board of health endorsement on information packets they distribute.
- Sit down with local business owners to discuss their position and any concerns they may have about going smokefree.

Think the Door is Open for Board Authority?

- Go for it – *with great care.*
- A small city or community may be the best bet to address this issue first because it should attract less attention than a large city. Even if your town seems very small to you, the tobacco industry knows that a regulation like the one we propose can and will spread like wildfire. They have a lot to

lose. Take your time and be comprehensive. The first community to address this issue will set the stage for all other communities in your state.

- Find out who your educational partners (coalitions, etc.) are.
- Partner with coalitions and others to begin educating the public and business community on the dangers of secondhand smoke. This process may take a year or more if done thoroughly.
- Work with your local health official, legal counsel, and national sources to develop a comprehensive clean indoor air regulation.

Invite the local smokefree coalition leaders to address your board at a future meeting. They are a tremendous resource and in many cases can do the leg work such as developing materials, recruiting supporters, and organizing the media campaign.

The Ordinance

- Boards of health should propose the all-inclusive (no exemptions) form of smokefree regulations. Exemptions imply that the board is interested only in the health of some of its constituents, not all.
- Stand your ground. Boards of health should focus only on the *health aspects* of the clean indoor air issue.
- Before the ordinance is proposed, consider having a national source such as the National Association of Local Boards of Health (NALBOH) or the American Non-Smoker's Rights Foundation review your ordinance. Again, wording is crucial. Many unintended loopholes can be avoided by utilizing your national resources.

Consider using the American Non-Smokers' Rights 100% smokefree ordinance as a template.

Smokefree Policy Guidelines for Boards of Health uncertain of their state's authority

What Will the Opposition Look Like?

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Information on Secondhand Smoke

Following are educational resources on secondhand smoke. For a more comprehensive listing, visit any of the Web sites listed below, or contact the Association of State and Territorial Health Officials (ASTHO), the National Association of County and City Health Officials (NACCHO), or the National Association of Local Boards of Health (NALBOH). See the last page of this factsheet for contact information.

Comprehensive Web Sites

- **Americans for Non-Smokers' Rights**
www.no-smoke.org
- **The Minnesota Smokefree Coalition**
www.smokefreecoalition.org/issues/secondhandsmoke/community/
- **Smokefree Environments Law Project**
www.tcsg.org/sfelp/home.htm
- **Tobacco Scam**
www.TobaccoScam.ucsf.edu

Guides, Case Studies, and Other Tools

- The Office on Smoking and Health, Centers for Disease Control and Prevention (CDC) has an online secondhand smoke toolkit to assist communities in promoting smokefree public places. The toolkit focuses on health effects of secondhand smoke, coalition building, community assessment, and material development.

Available online at www.cdc.gov/tobacco/ETS_Toolkit/.

- The California Department of Health Services, Tobacco Control Section created a manual that covers the entire scope of a clean indoor air campaign from beginning to end including community assessment, building partnerships, sustaining advocacy, implementation, and enforcement lessons.

California Lessons in Clean Indoor Air: A Compilation of Campaign Stories, Implementation Tools, and Compliance Strategies. Elizabeth Emerson and the California Department of Health Services, Tobacco Control Section. May 2001.

- A case study describes the history behind the California statewide smoking ban in restaurants, bars, and gaming clubs. The study examines the specific actions the California Department of Health Services, in cooperation with county health departments throughout the state, took to prepare for the ban, including implementation and evaluation strategies.

Eliminating Smoking in Bars, Taverns and Gaming Clubs: The California Smokefree Workplace Act. California Department of Human Services. November 2001.

Available online at www.dhs.ca.gov/tobacco/documents/smokefreeworkplacecasestudy.pdf.

- The Michigan Smokefree Regulation Task Force, comprised of many partners including the Michigan Department of Community Health's Tobacco Control Section, Michigan Association for Local Public Health, and Marquette County Tobacco-Free Community Coalition, developed a Clean Indoor Air Regulation Toolkit. This contains information on community and coalition assessments, fact sheets, strategic planning, media plans, model policy language, voter opinion surveys, communication pieces, etc.

Available online at www.tobaccofreemichigan.org/ciaregulationtoolkit.htm.

- *Making Your Workplace Smokefree – A Decision Maker's Guide* from the Office on Smoking and Health, CDC, provides information on how to design, implement, and evaluate secondhand smoke policies for employers. The handbook includes cost-effective data on smoking, benefits of a smoke-free workplace, smoke-free workplace policy, and support for employees who smoke.

Available online at www.cdc.gov/tobacco/research_data/environmental/etsguide.htm.

Information on Secondhand Smoke

- *Preemption: Taking the Local Out of Tobacco Control*, produced by Smokeless States, spells out the tobacco industry's key legislative and legal tactics to eliminate local control; provides case studies in protecting local control from Arizona, Michigan and West Virginia; and lists steps that advocates can take to protect local control in their state.

Available online at www.smokelessstates.org/downloads/2003_Preemption.pdf.

- The University of Wisconsin Comprehensive Cancer Center, Center for Health Policy and Program Evaluation offers sample restaurant and worksite surveys for secondhand smoke policy and guides on how to implement those surveys.

Available online at www.uwex.edu/ces/tobaccoeval/restaurantsurveys.html.

- A study from the Institute for Health Policy Studies at the University of California, San Francisco found 25 tobacco industry strategies to oppose health board actions. The researchers concluded that it is important for health boards to verify their authority over smoking restrictions and refrain from considering non-health factors (including industry claims of adverse economic impacts) in order to withstand court challenges.

Dearlove, JV, Glantz, S. Boards of Health as Venues for Clean Indoor Air Policy Making. *Am J Public Health* 2002 92: 257-265.

Available online at www.ajph.org/cgi/content/abstract/92/2/257.

Studies that Support Smokefree Places as a Public Health Intervention

- The Community Guide to Preventive Services, representing the work of an independent, nonfederal 15 member task force, issued recommendations on interventions to reduce tobacco use and exposure, including support for smoking bans to reduce exposure to secondhand smoke.

Available online at www.thecommunityguide.org.

- Smokefree workplaces not only protect non-smokers from the dangers of passive smoking, they also encourage smokers to quit or to reduce consumption.

Researchers in California reviewed 26 studies on the effects of smokefree workplaces. Totally smokefree workplaces were associated with reductions in prevalence of smoking of nearly four percent. The combined effects of cessation and reduced consumption rates decreased total cigarette consumption by 29 percent.

Fichtenberg, C. and Glantz, S. Effect of Smoke-Free Workplaces of Smoking Behaviour: Systematic Review. *BMJ* 2002; 325: 188.

Available online at <http://bmj.com/cgi/content/abstract/325/7357/188?ijkey=MzptOPSgoA0fo>.

- A study from CDC examined workplace exposure to secondhand smoke by occupation. Researchers used cotinine data from the Third National Health and Nutrition Examination Survey (1988 to 1994). Over time, cotinine levels have decreased, which researchers contribute to an increase in smoking bans. Waiters, waitresses, and non-construction-type workers reportedly exhibited the highest levels of cotinine, while farm and nursery workers and teachers had the lowest levels. Cotinine presence in non-smokers indicates exposure to secondhand smoke.

Caraballo, R., Pederson, L., Pechacek, T., Wortley, P. Exposure to Secondhand Smoke in the Workplace: Serum Cotinine by Occupation. *JOEM* 44: 6, 503-509.

Available online at www.acoem.org/journal/fullabstract.asp?NEWS_ISSUE_ID=1042.

- A study in Helena, Montana found the number of heart attack victims admitted to a regional hospital dropped by nearly 60 percent during the first six months that the Helena smokefree ordinance was in effect. Researchers attribute much of the sharp decline in acute myocardial infarctions (AMI) to a near-elimination of the effects of secondhand smoke on blood platelets and the arteries that supply blood to the heart.

Sargent RP, Shephard RS, Glantz SA. Immediate Reduction in Acute Myocardial Infarctions After the Implementation of a Comprehensive Smokefree Ordinance: American College of Cardiology, 52nd Scientific Sessions, Chicago, IL. April 2003.

Available online at <http://pub.ucsf.edu/today/cache/news/200304012.html>.

Information on Secondhand Smoke

- Indoor air quality testing conducted at eight of Delaware's hospitality venues, including five restaurants, one casino, one stand-alone bar, and one pool hall, showed a 95 percent drop in carcinogen levels since the Clean Indoor Air Act went into effect November 27, 2002. The study was conducted by Repace Associates, Inc., an indoor air quality consulting firm based in Bowie, Maryland.

Available online at <http://tobaccofreekids.org/pressoffice/release611/wilmingtonsurvey.pdf>.

- The International Agency for Research on Cancer (IARC), part of the World Health Organization, published a monograph, which for the first time outlined the cancer-causing effects of smoking and carcinogenic effects of secondhand smoke. The monograph represents the work of 29 experts from 12 countries.

Available online at www.iarc.fr.

Economic Studies

- A study from Roswell Park Cancer Institute, entitled *New York's Smoke-free Regulations: Effects on Employment and Sales in the Hospitality Industry*, shows that smokefree regulations were not associated with adverse economic outcomes in New York restaurants and hotels. Researchers assessed changes in taxable sales and employment in restaurants and hotels in five locations in New York state that have implemented smokefree dining regulations since 1995.

Hyland, A, Puli, V, Cummings, M, Sciandra, R. *New York's Smokefree Regulations: Effects on Employment and Sales in the Hospitality Industry*. Cornell Hotel and Restaurant Administration Quarterly, 2003, 44:3, 9-16.

Available online at www.hotelschool.cornell.edu/publications/hraq/feature/pdf/nysmokefree.pdf.

- A study conducted by the Texas Department of Health of four Texas communities with smokefree restaurant bans found that the clean indoor air ordinances had no detrimental effect on restaurant revenue.

Hayslett, J, Huang, P. *Impact of Clean Indoor Air Ordinances on Restaurant Revenues in Four Texas Cities: Arlington, Austin, Plano, and Wichita Falls 1987-1999*. Texas Department of Health, Bureau of Chronic Disease and Tobacco, 2000.

Available online at www.tdh.state.tx.us/bdip/cleanairord.pdf.

- A study failed to find a statistically significant effect of local smokefree policies in Massachusetts on restaurant business. Researchers used a pre/post quasi-experimental design to compare town level meals tax data before and after implementation of local smoking restaurant bans.

Bartosch W, Pope G. *The economic effect of smokefree restaurant policies on restaurant businesses in Massachusetts*. J Public Health Manag Pract 1999, 5:1,53-62.

Available online at www.tobaccoscams.ucsf.edu/pdf/9.2-Bartosch-MAEconEffect1999JPHMP.pdf.

For a more complete list of resources, please visit one of the comprehensive Web sites on secondhand smoke listed on the first page of this factsheet.

Information on Secondhand Smoke

**For more information,
please contact:**

Association of State and Territorial
Health Officials (ASTHO)
1275 K Street, NW, Suite 800
Washington, DC 20005
Phone: (202) 371-9090
Fax: (202) 371-9797
www.astho.org

National Association of County and
City Health Officials (NACCHO)
1100 17th Street, NW, 2nd Floor
Washington, DC 20036
Phone: (202) 783-5550
Fax: (202) 783-1583
www.naccho.org

National Association of Local
Boards of Health (NALBOH)
1840 East Gypsy Lane Road
Bowling Green, OH 43402
Phone: (419) 353-7714
Fax: (419) 352-6276
www.nalboh.org

Smokefree Policy Guidelines for Local Public Health Agencies

Developing comprehensive indoor air regulations at the local level is an essential component of reducing exposure to secondhand smoke and tobacco use. Though not publicly, even the tobacco industry recognizes that, *“total prohibition of smoking in the workplace strongly affects industry volume. Smokers facing these restrictions consume 11%-15% less than average and quit at a rate that is 84% higher than average.”*¹ This factsheet identifies the key steps necessary for passing effective tobacco control ordinances, and can assist local public health agencies in their tobacco prevention and control efforts.

Build Grassroots Support

One of the key ingredients for a smokefree society is to develop and maintain public support for positive legislative measures. Local ordinances need community backing in order to be passed. Consequently, building grassroots support and educating the community on the importance of smokefree air policies is a crucial first step. Identifying existing community coalitions working towards smokefree environments will maximize efforts in building grassroots support.

The campaign that is waged before passing a local smoking control ordinance is the best educational tool available for increasing a community’s awareness of, and intolerance for, smoking in public places. Particularly in small to medium cities, debate over a proposed ordinance commands a great deal of media attention in the form of articles, letters to the editor, radio call-in shows, and local television spots. In addition, town hall meetings and public hearings on the issue can help engage the community in a discussion of secondhand smoke.

Who Passes the Legislation?

Find out where the authority for developing and passing smokefree air legislation lies. Ordinances have been successfully challenged due to questions over the authority of the local board of health to pass smokefree indoor air ordinances. In addition, find out if a clean indoor air ordinance already exists, and if it should be updated.

Educate City/County Elected Officials

Get to know the members of the local board of health or city council. Identify barriers within these groups, and work with a few key members who support smokefree air policies. Meet with elected officials (federal, state, or local) to discuss their vote on specific legislation and educate them about tobacco control issues in general. Before meeting, research the legislator’s support for tobacco control or health issues. Have community supporters identified during the grassroots campaign provide testimonials, but limit the number to no more than three or four

at a time. Choose one person to chair the meeting, and outline two or three main points to be covered. Put a folder or binder together and include brief fact sheets or other materials such as brochures, posters, news articles, and so on about tobacco; however, do not overwhelm participants with too much information, as they will not likely read stacks of paper. If a meeting is not possible, send these materials along with a cover letter.

Put a folder or binder together and include brief factsheets or other materials such as brochures, posters, and news articles about tobacco.

Media Advocacy

Be proactive with the media. Positive publicity for pending tobacco control ordinances will help generate support for the ordinances, and may help convince city or county officials to vote for them.

- Assemble a list of local radio talk shows, newspapers, and television news shows to contact.
- Cultivate relationships with local reporters. Give them a call and let them know what the ordinance will do, and why it is important. Let them know they can call you if they have any questions about the ordinance and other tobacco-related issues.
- Write letters to the editor and op-ed pieces about the ordinance and the need for it. This will help ensure that your message gets out.
- When important news breaks (i.e., the ordinance is introduced or has been adopted), make sure the media hears your side. Call reporters with whom you already have a good relationship, and consider sending out a news release with your information.

More detailed information about working with the media on tobacco advocacy issues is provided at www.no-smoke.org/media.html.

Smokefree Policy Guidelines for Local Public Health Agencies

Addressing Legislation Challenges

Preemption is a provision in state (or federal) law that eliminates the power of local governments to regulate tobacco. To date, the passage of local ordinances has been the number one success tool of the tobacco control movement, both in protecting the public from exposure to secondhand smoke, and in changing society's attitudes regarding tobacco use. The tobacco industry is keenly aware that it is at a complete disadvantage at the local level; consequently, it is the tobacco industry's strategy to achieve preemption.

Addressing business concerns about the economic impact of clean indoor air policies is essential. The tobacco industry and their supporters have attempted to show that these policies hurt local business interest; however, there is no evidence to support such claims. The

[O]ne restaurant manager stated, "For every smoker you lose, you gain a table of eight non-smokers...[T]here just seems to be more non-smokers."²

economic arguments often used by the industry to scare off smoking ban activities have rarely worked. In fact, restaurants have flourished as a result of establishing smokefree environments for their patrons.

Examples of Secondhand Smoke Ordinances Erie County, NY

The Erie County Health Commissioner worked with the community and local restaurant association to develop their comprehensive clean indoor air ordinance. For more information, call (716) 858-7677. To view the ordinance, visit www.erie.gov/laws/cleanair.phtml.

Boston, MA

This regulation restricts smoking in the workplace, including bars, restaurants, offices, private clubs, government buildings, public transportation, taxicabs, hotels, and motels. In addition to providing a smokefree workplace, business owners must post signs in a clear and conspicuous manner identifying the premises as smoke free. Violations can result in fines and the Boston Public Health Commission is responsible for enforcement, as well as the City of Boston Inspectional Services, the City of Boston Police Department, and the City of Boston Fire Department. For more information, call (617) 534-4718, e-mail tobaccocontrol@bphc.org, or visit www.bphc.org. The site includes links to the text of the regulation and implementation guidelines. In addition, the site has several resources, including information on how smokefree workplaces save employers money.

Resources

The Americans for Nonsmokers' Rights Web site, at www.no-smoke.org, provides an abundance of detailed, step-by-step resources on developing local ordinances, a database of current legislation in states and counties, and other important information to assist local public health agencies in advocating for clean indoor air.

For a list of tobacco control resources available from the National Association of County and City Health Officials (NACCHO), the Centers for Disease Control and Prevention (CDC), and other organizations, visit www.naccho.org/project44.cfm, click on "Additional Resources, Related Links, Related Programs," then on "Additional Resources." If you do not have Internet access, all resources are available by calling NACCHO at (202) 783-5550.

CDC has developed an online toolkit for taking action against secondhand smoke that includes templates for legislation, polling questions, writing points, timelines, tips for working with the media and elected officials, and a list of helpful organizations as well as a best practices document. The kit is available at www.cdc.gov/tobacco/ETS_Toolkit/index.htm.

¹ Quoted in: Heironimus, J., "Impact of workplace restrictions on consumption and incidence," Philip Morris internal memo. Bates No. 2045447770-2045447806, January 21, 1992. www.no-smoke.org/econquotes.html, Economic Impact of Smokefree Ordinances: What Restaurateurs and the Tobacco Industry Have to Say. July 5, 2001.

² Manager of Denny's in Las Cruces, New Mexico. Quoted in: Fenger, D., "Other cities: fire over smoking ban will soon fizzle," Current-Argus, July 30, 2000. www.no-smoke.org/recipe.html. Recipe for a Smokefree Society. May 9, 2001. Americans for Nonsmokers' Rights.

Smokefree Policy Guidelines for State Health Departments

The following action plan outlines concrete steps state tobacco control programs can take to assist local health departments and local boards of health in passing smokefree policies to regulate secondhand smoke exposure. The focus of this plan is on implementing smokefree policies for worksites and other public places, including restaurants and bars. However, state and local public health agencies also play an important role in helping to establish smokefree schools and in reducing exposure to secondhand smoke in homes.

Develop Statewide Infrastructure and Build Capacity

Developing a statewide mechanism to coordinate and monitor clean indoor air (CIA) at the local level will increase communication between community-based grantees and the state, and will strengthen local capacity. Here are examples from Massachusetts and Michigan:

- The Michigan Department of Community Health (MDCH) divides the state into six Regional Clean Indoor Air Networks, whereby each region develops targeted policy initiatives. The networks, led by area coordinators, are comprised of local tobacco control coordinators, coalition members, voluntary agencies, community-based organizations, asthma coordinators, other partners and the general public. The networks communicate via conference calls and meet face-to-face every other month. MDCH and the Municipal League host an annual conference to develop the state plan for clean indoor air and invite elected officials.

[A] regional approach proved successful in combating fears of restaurant owners that customers who smoke would cross town borders to dine in restaurants that permit smoking.

In addition, Michigan established a Smokefree Regulation Task Force to provide assistance to locals. The task force is comprised of statewide partners including the MDCH, Tobacco-Free Michigan (Smokeless States grantee), and Smoke-Free Environments Law Project. The partners communicate regularly and plan technical assistance for locals according to each organization's expertise.

- Prior to recent funding cuts, the Massachusetts Department of Public Health (MDPH) funded over 300 boards of health to implement and enforce clean indoor air ordinances. The boards of health were organized into six regional networks, which met monthly. The regional approach proved successful in combating fears of restaurant owners that customers who smoke would cross town borders to dine in restaurants that permit smoking.

- MDPH also funded a community capacity-building system called CAST, or Community Assistance Statewide Team. CAST was comprised of representatives from MDPH, the Massachusetts Association of Health Boards, the Tobacco Control Resource Center of Northeastern University, and the Massachusetts Municipal Association. The CAST team met regularly with MDPH's Tobacco Control Regional Field Directors and community-based programs. Policy and legal assistance was provided to local boards of health and community-based programs through the creation of materials such as "how-to" manuals on clean indoor air ordinances, by drafting and reviewing ordinances, and by testifying at city and town hearings, and so on. CAST attorneys regularly provided trainings to local programs on legal and policy issues.

Conduct a media campaign on secondhand smoke to generate awareness and to build community support. Make sure local activities are coordinated with the campaign.

Assess Community Readiness

Community readiness assessments make clear which communities are ready to pass legislation or need targeted technical assistance and capacity building. This allows for appropriate and strategic application of resources. Information on population demographics, local smoking prevalence data, local tobacco control policies, political authority and makeup, tobacco industry influence, potential media outlets, community opinion leaders, and the area's potential to influence other communities should be assessed. States can provide locals with tools to conduct assessments and apply resources based on results.

Increase Public Awareness

- Conduct a media campaign on secondhand smoke to generate awareness and to build community support. Make sure local activities are coordinated with the campaign. It is important to educate the community before implementing a campaign for change. For example, local coalitions in Nebraska conducted

Smokefree Policy Guidelines for State Health Departments

smokefree restaurant campaigns in four counties in the summer of 2002. The campaigns resulted in many earned media opportunities, an increase in community support, and communities that are poised to introduce or pass smokefree worksite ordinances.

- Conduct a statewide public opinion poll on smokefree places and policies. Distribute findings to key policymakers and the media. State programs can also conduct local economic impact studies to examine the impact of smoking bans on restaurant revenue. For example, Smokefree Indiana contracted with the Hudson Institute to conduct a study to measure the effect of Fort Wayne's restaurant smoking ban on business. An opinion poll to establish whether or not the smoking ban had influenced county residents' choices of restaurants was also conducted.
- Use tobacco industry documents to your advantage. Quotes from industry documents clearly demonstrate the effectiveness of smokefree places in lowering smoking rates.

Provide Technical Assistance and Support to Local Agencies and Community-Based Programs

- Provide trainings to locals on the fundamentals of tobacco control, the basic policy process, how to work with legislators and other policymakers, and on media advocacy. Develop educational materials that locals can use to educate a variety of audiences such as PowerPoint presentations that locals can take to city council hearings or meetings. With a policy focus, materials should include information on cost-savings, health effects of smoking, quotes from supportive area businesses, sample ordinances, and so on.
- Tailor materials for specific audiences, such as businesses and schools, encouraging smokefree policies. Materials can be created in template form so locals can adapt for their community needs. Information on voluntary policies or compliance with existing laws is crucial. For example, the Partnership for a Tobacco Free Maine created separate guides for businesses and schools to create smokefree workplaces, and for towns to create smokefree playing fields.
- The California Department of Health Services provided workshops for local tobacco control advocates on clean indoor air issues to provide opportunities to learn from each other. The workshops also included sessions on stress management and crisis management in order to proactively deal with public attacks on tobacco prevention advocates.

Be Creative and Expand Partnerships

- The West Virginia Bureau for Public Health contracted with a local health department to provide training and technical assistance to all local board of health members and sanitarians throughout the state on clean indoor air issues. Board of health sanitarians are charged with enforcement of clean indoor air ordinances in West Virginia. The local health department serves as a liaison to boards of health across the state and ensures consistency in enforcement. The local health department also utilizes quarterly trainings and conducts semi-annual meetings to educate sanitarians on clean indoor air issues and enforcement.
- Involve labor unions when promoting smokefree worksites. Find out what issues are important to union leaders and their members in terms of smokefree policies and cessation programs. Labor unions are more likely to support smoking restrictions if they are involved from the beginning of the campaign. Provide information about smoking cessation resources and financial coverage when discussing worksite smoking restrictions.
- Coordinate efforts with environmental groups such as the state environmental agency, the Asthma and Allergy Network, the Children's Environmental Health Network, and other environmental health partners. These groups are important stakeholders in indoor air issues and have specific expertise and experience to lend, as well as policy initiatives that can lead to stronger tobacco control efforts.

For example, the state or local health department can provide educational seminars on secondhand smoke to union members, assist in advocating for smokefree policies, and provide discounted nicotine-replacement therapy.

Evaluate Your Activities

- Evaluate your activities. It is essential to evaluate state-level activities in addition to requiring local grantees to measure the effectiveness of their strategies and policies. The CDC's *National Tobacco Control Program: An Introduction to Evaluation Planning, Implementation and Use* can be used for guidance.