Surveillance & Evaluation Webinar Series Presents:

EVALUATING TOBACCO 21 POLICIES

Thursday, May 2, 2019

The findings and conclusions in this presentation are those of the author and do not necessarily represent those of the Centers for Disease Control and Prevention.

EVALUATING TOBACCO 21 POLICIES

Presenters:

**Ermion Pierre, MPH, RN**
Comprehensive Health Planner II
Maine CDC Tobacco Prevention and Control Program

**Emily Moores, BS**
Tobacco Prevention and Control Manager
Maine Center for Disease Control and Prevention

**Tam Vuong, MPH**
Research Scientist
California Tobacco Control Program

**Xueying Zhang, MD, MPH, MS**
Chief of the Surveillance Unit
California Tobacco Control Program
Maine Year 1
T21 Policy Implementation & Evaluation Plan

May 2, 2019

Emily Moores, BS
Health Program Manager,
Maine CDC

Ermion Pierre, MPH, RN
Comprehensive Health Planner II,
Maine CDC

Agenda

- Maine CDC Tobacco Prevention and Control Infrastructure
- T21 Policy Adoption and Exemption
- T21 Policy Year 1 Implementation
- T21 Year 1 Implementation Evaluation Plan
Learning Objectives

- Develop a basic understanding of the collaborative process and strategies used to implement Tobacco 21 policies
- Recognize the methods (framework, evaluation design, data collection, and tools) used by Maine to evaluate Tobacco 21 policies

Overview of the Maine CDC Tobacco Prevention and Control Infrastructure
### T21 Policy Adoption & Exemption

**Adoption**
- City of Portland - 6/20/2016
- State of Maine (4th in the US) - **LD 1170** 8/2/2017

**Exemption**
The person must be 18 years of age, on or before, 7/1/2018 for a legal tobacco product sale.
- Grandfathering clause
  - *The grandfathering clause is not applicable in the City of Portland*

---

### T21 Policy Implementation, Year 1

**Decriminalization of underage possession**
- November 1, 2017
  - Removal of all Minor In Possession or Possession Use and Purchase (MIP/PUP) language in state code

**T21 Full Effect**
- July 1, 2018 LD1170 provisions went into effect
- All licensed tobacco retailers must post notice on the new T21 law
- The law adjusted the age of the sales clerk to 17 years of age
  - An employee who is 17 years of age or older and under 21 years of age may sell tobacco products only in the presence of an employee who is 21 years of age or older who is in a supervisory capacity.
Maine’s Tobacco Product Definition

**Tobacco Products:**
Any product that is made from tobacco, or that contains nicotine, that is intended for human consumption or is likely to be consumed, whether smoke, heated, chewed, absorbed, dissolved, inhaled or ingested by any other means, including but not limited to, a cigarette, a cigar, a hookah, pipe tobacco, chewing tobacco, snuff or snus.

“Tobacco product”
Also means an electronic smoking device (electronic cigarette, cigar, pipe, hookah or so-called vape pen) and any component or accessory used in the consumption of a tobacco product, such as filters, rolling papers, pipes and liquids used in electronic smoking devices, whether or not they contain nicotine.

T21 Policy Implementation Process, Year 1

**Members include:**
- Community leaders
- Advocates
- Program vendors
- AG’s Office
- Maine CDC staff

Convening of Workgroup
T21 Policy Implementation Process, Year 1

Materials involve:

- FAQ
- Window cling
- T21 Flyer
- Calendar
- Table tent (versus Calendar)
- Letters to licensed retailers

Example of T21 Materials

BY MAINE LAW

Tobacco retailers cannot sell tobacco products to anyone under the age of 30 without first verifying their age with photo identification.

Interested in quitting?
Call the Maine Tobacco HelpLine at 1-800-287-1238

TOBACCO PRODUCTS CANNOT BE SOLD TO ANYONE UNDER 21

Unless the person is 21 years of age or older on Jan 1, 2019,
MAINE STATE LAW TITLE 22 ME. RSA. 103-B. AND 1510-A.
Example of T21 Materials

https://www.mainepreventionstore.com/collections/tobacco/retailer

Maine Year 1
T21 Policy Implementation Evaluation Plan
Purpose & Framework

Purpose

• Assess the T21 policy implementation activities
• Examine the retailer level of compliance with the T21 law

Evaluation Framework

• US CDC Framework for Program Evaluation in Public Health
• The six steps will be implemented in a non-cyclical fashion during the course of the evaluation

Domain of the Evaluation

Retailer support

• Get the workgroup members’ s feedback on the implementation activities.
• Assess retailer’s satisfaction on the communications, materials and resources received.

Retailer implementation

• Assess retailer’s ability to use the T21 policy materials received.
• Assess retailer concerns and issues about the T21 policy, implementation as well any unintended consequences.

Retailer compliance

• Assess retailers compliance with the T21 policy.
**Evaluation Design**

**Mixed Methods (Qualitative & Quantitative)**

- To gather retailers feedback on the state pre & post implementation initiatives
- To obtain workgroup members’ feedback on the collaborative activities.
- To assess retailer’s satisfaction with the state efforts
- To assess the usefulness of the resources and materials mailed to retailers

---

**T21 Evaluation Logic Model**

**Short-term Outcomes**
- Maximize communication among workgroup members around the T21 implementation strategies.
- Increase retailers awareness on the new law.
- Increase retailers’ knowledge on the change of the age sales.
- Increase compliance among tobacco retailers around the T21 law changes.

**Intermediate Outcomes**
- Increase support for T21 implementation among tobacco retailers in Maine.
- Increase motivation for social norms change around smoking and ENDS use among youth and young adults.
- Decrease illegal sales of tobacco and ENDS products to youth.

**Long-term Outcomes**
- Decrease smoking and ENDS use prevalence among youth, and young adults (18-24).
- Reduced initiation of tobacco use among youth, young adults, specific populations and adults in Maine.
- Reduced tobacco-related disease, lost productive life years and mortality.
Evaluation Type and Question

**Process Evaluation**

Process evaluation will focus on how the T21 policy implementation strategies were implemented and whether they have been implemented as intended.

**Question**

To what extent have the T21 policy strategies been implemented as intended?

- Were efforts made to educate the retailers addressed their needs?
- Were efforts to educate the retailers well received?
- Were the key resources and activities to implement the strategies offered?
- What successes did the workgroup achieved?
- What challenges did the workgroup faced?
- How were these challenges overcome?
- What kind of resources the retailer found more useful?

---

**Outcome Evaluation**

Outcome Evaluation will address the practical results coming from the T21 policy strategies implemented for the retailer community.

**Question**

To what extent have the T21 policy strategies achieved the intended outcomes?

- Were the retailer community participated in the NOBUTS! Education activities? conducted, including to address any concerns? Were they well received?
- Were the education efforts effective at increasing retailer awareness of the T21 policy?
- Were compliance checks performed according to the policy, or if not, how were they performed?
- Are there pockets of non-compliance in the retailer community?
- Was the T21 policy implemented uniformly across the retailer community?
Data Sources

- T21 workgroup administrative records (meeting agendas, notes, and emails)
- T21 partners and stakeholders Interviews results
- T21 3-9 month retailer survey results
- Domain 2 monthly reports
- SYNAR reports

Indicators

- # of letters sent to retailers
- # of emails sent to retailers
- # of educational materials kits mailed to retailers (customer education card, FAQ, flyer, table tent)
- # of retailers participating in the NO BUTS! Training
- % of satisfied retailers
- Summary of retailers’ feedback
**Indicators**

**Capture Retailers Reception of the State Efforts**

- # of inquiries/complaints from retailers
- # of email responses/phone calls to retailers
- # of educational materials kits mailed to retailers (customer education card, FAQ, flyer, table tent)
- % of satisfied retailers
- Summary of retailers’ feedback

**Assess Used of Educational Materials at Points of Sales**

- # of stores that displayed the educational materials (customer education card, FAQ, flyer, table tent)
- # of stores that provided their customers with the customer education card
- # of stores that provided their customers with the FAQs flyer
- # of stores that provided their employees with educational materials
Next Steps

Mailing (end of April)  9-month survey (September)

Ongoing

Maine Center for Disease Control and Prevention

Thank you!

Emily.Moores@maine.gov

Ermion.Pierre@maine.gov
Evaluating California’s Tobacco 21 Law: A 2019 Update

Xueying Zhang, MD, MPH, MS
Tam D. Vuong, MPH
California Tobacco Control Program
Surveillance and Evaluation Webinar Series, May 2019

Overview

T21 Legislation
Implementation

Initial Evaluation
Current and Future Evaluation
California’s Tobacco 21 Timeline

Jan. 29, 2015
T21 Bill Introduced (Died in Committee)

Mar. 10, 2016
T21 Bill Passes CA Legislature

Jun. 9, 2016
T21 Law Becomes Effective

Jul. 16, 2015
T21 Bill Reintroduced for Special Session

May 4, 2016
Governor Signs T21 Into Law

California’s Tobacco 21 Law

- Increased age of sale for tobacco products, including electronic cigarettes, and tobacco paraphernalia from 18 to 21
  - Exempts active duty military personnel
  - Removed youth purchase/possession violation
  - Does not apply to tribal lands
  - Does not apply to non-nicotine shisha
Implementation Challenges

5 Weeks To Implement
No Additional Funds Appropriated
Military Exemption
Does Not Apply To American Indian Tribal Lands
Renegotiating Contracts

Retailer Toolkit

- Informational Letter
- Fact Sheet
- Tobacco Product Tip Sheet
- ID Tip Sheet
- New Minimum Age-of-Sale Signage
- Window Cling

Toolkit mailed to over 36,000 tobacco retailers and vape shops in June 2016. Also available online: https://cdph.ca.gov/tobacco21
Advertising Support

Two waves of point-of-sale advertising were conducted:
July to September 2016 and January to March 2017

Initial Evaluation
# Logic Model

## California Tobacco 21 Logic Model

<table>
<thead>
<tr>
<th>Inputs: Statewide Tobacco 21 Implementation Plan, Surveillance of Tobacco-Related Attitudes and Behaviors, Surveillance of Tobacco Sales to Minors, Statewide Tobacco Cessation Outline</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Activities</strong></td>
</tr>
<tr>
<td>- Distribute new age-of-sale warning signs to all CA tobacco retailers</td>
</tr>
<tr>
<td>- Develop and disseminate materials to educate retailers about increased age of sale and effective employee training</td>
</tr>
<tr>
<td>- Administer and promote a statewide tobacco use quidline to general public and 18-20-year-old tobacco users</td>
</tr>
<tr>
<td>- Display ads at point of sale to educate public about increased age of sale and quidline</td>
</tr>
<tr>
<td>- Conduct enforcement-related compliance checks of tobacco sales to minors under 21</td>
</tr>
<tr>
<td>- Educate American Indian communities about tobacco age of sale disparity</td>
</tr>
<tr>
<td>- Environmental Context: State excise tax rates, rates of tobacco use, national tobacco campaign, state tobacco control funding, utilization of statewide quidline, tobacco cessation insurance coverage, tobacco and e-cigarette industry spending Note: Tobacco products include electronic smoking devices, &quot;smoking&quot; includes smoking tobacco and using electronic smoking devices, &quot;smoke-free&quot; and &quot;secondhand smoke&quot; include tobacco smoke and toxic aerosol emitted from electronic smoking devices, and &quot;thirdhand smoke&quot; includes residue from tobacco</td>
</tr>
</tbody>
</table>

## Condensed Logic Model

### Short-Term
- Increased awareness for T21
- Increased support for T21
- Increased compliance with T21

### Intermediate
- Decreased sales to youth under 18
- Decreased sales to young adults under 21
- Increased quit attempts

### Long-Term
- Increased age of initiation
- Decreased tobacco use initiation
- Decreased tobacco use prevalence

---

**Surveillance and Evaluation Webinar Series**

May 2, 2019
California Tobacco Retailer Poll

- Assessed T21 awareness, support, and compliance
- Conducted 7 months after effective date of T21
- Surveyed 1,454 retailers
- Conducted in English and Spanish
- 20 questions long (approximately 7 minutes)
- 29.8% response rate


Online California Adult Tobacco Survey

- Assessed attitude towards T21, awareness, and advertising recall
- Conducted 9 months after effective date of T21
- Surveyed 3,065 adults, of which 175 were young adults age 18-24
- Conducted in English and Spanish
- 65.1% completion rate

**Pre- and Post-T21 Purchase Survey (Decoys Age 15-16)**

- Assessed underage sales to minors (used for Synar compliance)
- Standardized consummated purchase protocol
- Decoys attempted to purchase conventional tobacco only
- Pre-T21: 793 retailers
- Post-T21: 751 retailers

**Post-T21 Purchase Survey (Decoys Age 18-19)**

- Assessed underage sales to young adults under 21, including sale of e-cigarettes
- Standardized consummated purchase protocol
- Decoys attempted to purchase conventional tobacco or e-liquid/e-cigarettes
- Conventional tobacco: 1,228 retailers
- E-liquid/e-cigarettes: 842 retailers


---

### Tobacco Purchase Survey

- **Aware of T21**: 98.6%
- **Support T21**: 60.6%
- **Easy to Train Staff on T21**: 90.7%


---

### What Tobacco Retailers Said?

What Young Adults Said?

- Agree That T21 Will Reduce Youth Use: 61.7%
- Aware of T21: 63.6%
- Saw T21 Point-of-Sale Advertising: 12.6%


Underage Tobacco Sales To Minors

Youth Tobacco Purchase Survey
Underage Tobacco Sales
Youth and Young Adult Tobacco Purchase Survey 2017


Initial Evaluation Challenges

Tobacco Tax Increased In 2017
Limited Pre-Implementation Data on T21
Online Sales
Initial Evaluation Prior to Popularity of Pod-Mods in Youth
Two additional waves of the California Tobacco Retailer Poll that includes core T21 questions (results to be released later in 2019)

One additional wave of the Young Adult Tobacco Purchase Survey

One additional wave of Online California Adult Tobacco Survey with T21 attitude and awareness questions

Completed Additional Surveillance
What Young Adults Said?

- **Agree That T21 Will Reduce Youth Use**: 71.8% (2017: 61.7%)
- **Aware of T21**: 63.1% (2017: 63.6%)


Underage Tobacco Sales To Young Adults

Retailer Postcard

First wave mailed to approximately 29,000 tobacco retailers, distributors, and manufacturers week of March 10, 2019.

Minimum age-of-sale signage orders:
- 75 calls ordering signage
- Over 2,000 signage mailed

(as of April 3, 2019)

Future Activities

Continued surveillance on public opinion and retailer violation for underage sales

Economic impact of California’s Tobacco 21 with UCSF
Acknowledgements

Elizabeth Andersen-Rodgers, MA, MSPH
April Roeseler, BSN, MSPH

Thank you!

Xueying Zhang, MD, MPH, MS
Chief, Surveillance Unit
California Tobacco Control Program
California Department of Public Health
Email: Xueying.Zhang@cdph.ca.gov
Phone: (916) 449-5485
QUESTIONS?

**Evaluation:** PLEASE COMPLETE A QUICK EVALUATION BEFORE YOU LEAVE!

All webinars and coffee breaks are hosted by the Office on Smoking and Health (OSH) and powered by Emory Centers for Training and Technical Assistance (Emory Centers) and NORC at the University of Chicago. Past webinars and/or slides are available for viewing online at the following web browser: [www.tacenters.emory.edu/resources/5ewebrinars/index.html](http://www.tacenters.emory.edu/resources/5ewebrinars/index.html).