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Policy Advocacy on Tobacco and Health

An RWJF national program

SUMMARY

Policy Advocacy on Tobacco and Health (PATH), a national program of the Robert Wood Johnson Foundation (RWJF), implemented a comprehensive strategy to strengthen minority-led, community-based coalitions that engage in tobacco policy change in communities of color.

From 2002 to 2006, PATH:

- Provided funding and technical assistance to nine community-based organizations to work on tobacco policy initiatives designed to restrict smoking at the local level. The organizations generated matching funds to the RWJF grant. The presence of unrestricted matching funds enabled them to pay for some activities, such as lobbying, that could not be supported with its RWJF grant.
- Provided training to advance policy initiatives and promote best practices, both to PATH grantees and to other organizations doing tobacco advocacy work in communities of color.
- Developed publications and other resources, as well as an Information Resource Center with an online searchable database.
- Provided media messaging tools, helped groups develop media plans and media lists and offered guidance on media outreach and relationship building.

Key Results

- The communities that participated in the PATH program introduced 10 new ordinances or regulations to control tobacco; as of May 2008, eight of them had been enacted.
- The grantee organizations increased their capacity to organize around tobacco policy issues, according to the program evaluation.
- More than 400 tobacco-control advocates participated in 12 PATH-sponsored Web teleconferences and residential training programs, known as Learning Circles. Some 50 additional PATH training events drew more than 3,000 people.

- PATH staff made some 100 presentations to community-based groups and worked with national and statewide networks of ethnic groups to promote discussion at more than 100 workshops around the country.
- PATH developed more than 150 resource materials, which were downloaded an average of 4,000 times per month during the grant period.

Program Management

The Praxis Project managed the PATH program and provided technical assistance to the nine PATH grantee organizations. The Praxis Project, based in Washington, is a national, nonprofit organization that builds partnerships with local groups in order to support informed policy-making that addresses underlying, systemic causes of community problems. Makani N. Themba-Nixon, executive director of Praxis, was also program director of PATH. See the PATH Final Report on the Praxis website for further results and lessons learned.

Funding

The RWJF Board of Trustees authorized the program in April 2002 for up to $3.8 million as part of an effort to strengthen the voice and capacity of communities of color in the tobacco-control movement. (See RWJF Strategy.)

THE PROBLEM

People of color typically have higher rates of death and disease associated with tobacco use, according to research by the Praxis Project. Likewise, compared to predominantly white communities, communities of color generally have:

- More targeted marketing by industry.
- Higher concentrations of tobacco retail outlets.
- Lower levels of public investment in tobacco cessation and other tobacco-control programming.

Local tobacco-control policies can supplement state-level policies, if they exist, to provide important health protections. For example, living in a jurisdiction with comprehensive clean indoor air ordinances can significantly reduce exposure to secondhand smoke.

Despite these benefits, relatively few tobacco-control policies have been enacted in communities of color. The vast majority of tobacco-control ordinances are enacted in small towns and suburban cities, rather than in the urban centers where people of color are more likely to live, according to an analysis by the Americans for Nonsmokers' Rights Foundation in its Local Tobacco Control Ordinance Database and published by

the Praxis Project (*Are Jurisdictions with Significant Concentrations of Communities of Color More or Less Likely to Have Tobacco Control Ordinances?*, 2002).

Why the Disparity?

Numerous issues contribute to the lack of potent tobacco-control policies in communities of color. According to Praxis Project staff:

- Funding for tobacco-control advocacy is still concentrated at the state and national levels, and few minorities sit at the tables where funding decisions get made.
- Urban communities with significant populations of color are less likely to have support and resources for tobacco-control. Organizations involved in policy work in these communities are less likely to be connected to the social and political networks within which most tobacco-control advocates have traditionally worked.
- Historical racial and cultural tensions and a lack of trusting relationships impede advocates from communities of color from working with tobacco-control advocates.
- There is limited information, training and research to support local tobacco-control advocacy in communities of color.
- Communities of color often face a range of health and social challenges. They need support to address tobacco in ways that do not divert energy from their many other areas of focus. Tobacco-related problems needed to be placed in context with other social issues.

The Importance of "Bottom-Up" Advocacy

While not underplaying the importance of tobacco-control policies at the state or national level, local policy advocacy can be particularly potent to tobacco control. Health advocates have opportunities to mobilize in support of effective and innovative local laws to control or prevent tobacco use, according to staff at the Praxis Project.

In Massachusetts and California, local efforts have been instrumental in increasing the number of local ordinances or other regulations restricting smoking in public places (CDC, Best Practices for Comprehensive Tobacco Control Programs, August 1999). These policies have contributed to a steady decrease in the percentage of nonsmoking adults reporting exposure to secondhand smoke in both states.

"The impetus for change must come from the bottom up, not top down," stated a report from the Tobacco Control Section of the California Department of Health Services. "… without the previous passage of more than a hundred clean indoor air ordinances, in cities and counties across the state, California's Smokefree Indoor Workplace Law would probably never have been enacted, or if it had, it would not have been observed or

enforced." (A Model for Change: The California Experience in Tobacco Control, October 1998)

The process of initiating, adopting and implementing policy change in a community also builds capacity at the local level. Residents gain a sense of their own power to make a difference, which can strengthen their attachment to the community and enhance its ability to solve problems. Lack of a sense of community or "neighborhood disorganization" is a *critical risk factor for tobacco and other substance abuse problems, as the CDC notes in Best Practices for Comprehensive Tobacco Control Programs.*

RWJF STRATEGY

By 2002, RWJF had invested a significant amount of money in tobacco-use prevention and policy advocacy for tobacco control through two national programs, *SmokeLess® States* (see Program Results for more information) the *Campaign for Tobacco-Free Kids* and through support of Americans for Nonsmokers Rights and the Tobacco Technical Assistance Consortium (see Program Results on the RWJF program for more information).

Beginning in 1998, RWJF also made an effort to strengthen the organizational capacity and leadership of national minority organizations that combat tobacco use in order to eliminate racial/ethnic disparities in tobacco use. Grantees included:

- The National Latino Council on Alcohol and Tobacco Prevention (grant ID#s 031963 and 038645, see Program Results on ID# 038645)
- The Association of Asian Pacific Community Health Organizations (see Program Results on ID# 031989)
- National Association of African Americans for Positive Imagery (see Program Results on ID# 032938)
- The National African American Tobacco Prevention Network (grant ID# 039947).

A midpoint assessment of the grantees' progress led RWJF to award some small additional grants to some organizations to address leadership and organizational development needs. Among them were grants to:

- The Latino Council (see Program Results on ID# 040824)
- The Association of Asian Pacific Community Health Organizations (see Program Results on ID# 040827).
- The National African American Tobacco Prevention Network (grant ID# 040826).
- The Northwest Portland Area Indian Health Board (see Program Results on ID# 040828).

Later, RWJF funded Voices in the Debate: Minority Action for Tobacco Policy Change, through which leadership within African-American, Latino and Asian-Pacific Islander communities worked with each of their constituencies on state and national tobacco-control policy and leadership development (grant ID#s 041040, 042226, 042227, 044962, and 055776).

In developing the *Policy Advocacy on Tobacco and Health* (PATH) program, RWJF noted that local organizations had consistently expressed concern about the lack of culturally relevant support for policy work, especially work conducted by multicultural organizations.

A key challenge had been the lack of an intermediary with the appropriate skills, experience and capacity to manage the kind of comprehensive program necessary to address tobacco-related issues effectively.

RWJF found an appropriate intermediary for PATH in the Praxis Project, a national, nonprofit organization that builds partnerships with local groups in order to support informed policy-making that addresses underlying, systemic causes of community problems. RWJF also adopted a "bottom-up" policy advocacy intended to bolster groups working on local policy initiatives in communities most impacted by tobacco. RWJF hoped that empowering grassroots activists would change social norms and directly influence tobacco control efforts at the state level.

PROGRAM DESIGN

The authorization for PATH earmarked 40 percent of the overall funds—$1.5 million—for grants to up to 10 local organizations and tribal groups to implement effective tobacco prevention and cessation policy initiatives. (The program eventually selected nine groups.) The remaining funds—about $2.2 million—went to the national program office to support convening, communication and technical assistance for the grantee organizations and other groups.

Grantee Requirements

The grantee organizations were required to be experienced in policy advocacy, but did not need experience in tobacco-control issues—a different approach than with Voices in the Debate and the earlier grants. Staff at the PATH national office planned to work with the selected grantees to tailor their policy initiatives to fit community needs.

The call for proposals issued by RWJF identified a number of possible policy issues for grantees to pursue:

- Density of retail outlets that sell tobacco products.

- Marketing and promotion targeted to communities of color.
- Clean indoor air ordinances in public places and increased protection for children and others with respiratory disabilities.
- Youth access to tobacco products.
- Increases in tobacco excise taxes or product price.
- Land-use regulation (e.g., zoning laws, tobacco outlet licensing and proximity of tobacco retailers to schools and other institutions).
- Strengthening tobacco-control policy enforcement and increasing fees and revenues for enforcement.
- Increased public funding of tobacco-related programming for states receiving funds through the Master Settlement Agreement (MSA) signed in 1998 with the tobacco industry.
- Advocacy for tobacco control and prevention funding in communities of color.
- Limiting tobacco product availability in food stores (e.g., by limiting the allowable shelf space).

PATH applicants were to propose the tobacco policy issues they would address and describe specific community assets (e.g., local funding partners or partners skilled in advocacy, community organizing or marketing) that could be leveraged in their initiative.

Applicants also needed to describe the communities they served and the local factors that could influence their proposed projects, including public opinion, the policy environment and the effectiveness of state and community coalitions and other organizations engaged in tobacco prevention and cessation.

Matching Funds

All applicants were required to get a commitment for matching funds in order to "ensure the availability of resources that can be used for lobbying and related legal activities," according to the call for proposals. The matching funds had to be new revenues and come from sources that allow for direct lobbying (e.g., individual donors, membership dues, canvassing, sales or other earned income). "The ability to undertake direct communication with policy-makers on specific legislative issues is critical to the success of any policy initiative," stated the call for proposals.

RWJF's Statement on Lobbying Activities, stated, "As PATH is a technical assistance project, no RWJF funds will be used for any lobbying activities. PATH staff will work to ensure that no grant monies are used for lobbying activities and will develop clear guidelines for grantees in this area."

THE PROGRAM

Program Management

In May 2002, RWJF established a national program office for PATH at the Praxis Project in Washington. Makani Themba-Nixon, executive director of the Praxis Project, served as program director for PATH.

A National Advisory Committee included representatives from many organizations serving communities of color and from major tobacco-control organizations (see Appendix 1 for list of committee members).

The advisory committee provided insight and feedback to program staff as they created the framework for working in communities of color. Members also were part of the team that selected the project grantees, together with RWJF and PATH staff. As the projects developed, some committee members provided specific technical assistance or helped to mediate problems between mainstream tobacco-control groups and PATH grantees.

Program Goals

PATH had five primary goals:

- Increase the number of tobacco-control policies and models that address the unique needs of communities of color.
- Create a national cohort of multicultural organizations that can provide leadership and support to other community-based groups, as well as to "mainstream" organizations, on issues of tobacco control.
- Spark and influence a public conversation about tobacco control in communities of color through policy and media advocacy that helps build a supportive national context for the local work and a coordinated network of local constituencies for national work.
- Develop, document and publish the work of PATH in ways that contribute to replicable models for advocacy, outreach, training, technical assistance and planning.
- Provide a forum to exchange best practices and models for tobacco-control policy advocacy in communities of color.

Soliciting Proposals

The program included a rigorous process to ensure that groups in communities of color learned about, and applied for, the grants. For example, PATH staff:

- Sought out groups working on health issues (not exclusively related to tobacco) in communities of color, encouraged them to apply and, in some cases, helped them to prepare their proposals.
- Vigorously recruited groups from the Native American community, which had not traditionally had much of a presence in tobacco control.
- Held a dozen orientation meetings around the country to explain the program and get feedback from potential applicants. These meetings were often co-sponsored by local and regional minority-led organizations, including Project South, MultiCultural Collaborative, National Congress of American Indians, National Black Environmental Justice Network and APPEAL.

During outreach, PATH staff stressed that all applicants were required to get a commitment for matching funds in order to "ensure the availability of resources that can be used for lobbying and related legal activities," according to the call for proposals.

As a result of this effort, some 137 groups, including 27 Native American groups, submitted proposals. PATH and RWJF staff selected 12 finalists from that group and during May 2002, teams comprised of an advisory committee member and PATH staff person made site visits. The full advisory committee considered their recommendations and forwarded the names of nine organizations to RWJF for approval.

The Selected Sites

These nine organizations received grants of up to $165,000 for two years, beginning in September 2003, to pursue a specific tobacco policy-focused project:

- Black Health Coalition of Wisconsin, based in Milwaukee, is the lead agency of the Wisconsin Ethnic Network Collaborative, which brings together four community-based advocacy organizations representing African-American, Hispanic, southeast Asian and American Indian constituencies. The Black Health Coalition's PATH project worked through the Smoke Free Milwaukee Project, a collaborative initiative, to reduce exposure to secondhand smoke in public spaces and workplaces in Milwaukee.
- Chinese Progressive Association is a grassroots, membership-based organization that works to improve the living and working conditions of low-income immigrants in the San Francisco Bay Area's Chinese community. The group's PATH project goal was to establish local smoke-free housing policies in residential hotels and high-density apartment buildings in San Francisco's Chinatown.

- Community Coalition for Substance Abuse Prevention & Treatment is a nonprofit organization in Los Angeles that works with African-American and Latino residents to address the fundamental conditions of poverty, racism and joblessness that foster drug addiction and crime. The coalition proposed to organize residents of South Los Angeles to regulate tobacco sales and other practices by developing and enforcing local land-use policies.
- Miami Workers Center is a volunteer organization that helps working class people build grassroots organizations and develop leadership capacity through aggressive community organizing campaigns and education programs. The center's PATH project goal was to organize low-wage workers, welfare recipients and the unemployed and underemployed in Miami-Dade County to advocate for increased tobacco-related prevention and treatment services. This was part of a broader campaign to increase access to quality health care.
- Muscogee Creek Nation Tobacco Prevention & Control Program, located in Okmulgee, Okla., works with Native Americans and Alaskan Natives in Oklahoma to increase awareness of the health risks associated with tobacco. For the PATH project, they proposed to build a policy collaborative with the Muscogee Creek Nation to address tobacco use by employees, citizens and the general public within all facilities governed by the Muscogee Creek Nation, including gaming facilities, residential facilities, boarding schools and community meeting facilities. The Nation distinguished between commercial and ceremonial uses of tobacco, and did not attempt to restrict the latter.
- Padres Unidos (Parents United) in Denver, is an organization led by people of color who work for educational equity, student rights and justice for immigrants. Their PATH goal was to educate the community on the importance of increasing tobacco excise taxes in order to lower tobacco consumption and fund the expansion of health care services to the poor.
- Restaurant Opportunities Center of New York was founded in April 2002 by workers displaced from Windows on the World, the restaurant that had been atop the World Trade Center when it was destroyed on September 11, 2001. The organization works to improve conditions for restaurant workers and raise public awareness of their contributions to the city of New York. The center proposed to organize and educate restaurant workers on issues related to the enforcement of the state's Clean Indoor Air Act.
- Salt River Pima-Maricopa Indian Community, located in Maricopa County, east of Phoenix, had not previously addressed tobacco-control issues. The community proposed to create smoke-free policies for tribal workplaces and vehicles and to address clean indoor air issues on leased tribal land. It also wanted to address youth access to commercial tobacco through regulation of tribal sales, merchant education, media promotion and prevention. Ceremonial uses of tobacco would continue to be permitted.

- Sociedad Latina is a Boston-based nonprofit organization that provides an array of programs designed to empower Latino youth and their families. Its PATH project was to work towards the enactment of an expanded tobacco enforcement and licensing program that would raise funds for comprehensive tobacco-control efforts in Boston.

The Implementation Phase: National Program Office Activities

Activities of the national program office fell under four broad categories:

- Supporting the sites.
- Training and technical assistance.
- Information, research and analysis.
- Strategic communications and outreach.

Supporting the Sites

PATH sponsored two national meetings, in September 2003 and September 2004, attended by teams of three or four staff members from each of the grantee organizations. The meetings were designed to encourage joint planning and collaboration. PATH staff also set up a listserv so that the grantee organizations could communicate and exchange ideas among themselves, and it funded meetings between grantee organizations working on similar projects.

Staff and development consultants also created systems the grantee organizations could use to attract additional resources. These included easy-to-use worksheets to identify potential foundation support, processes to track individual donors and prospects and guides for budgeting and event planning.

Training and Technical Assistance

PATH staff provided three main types of training and technical assistance, both to PATH grantees and to other organizations doing advocacy work in communities of color and in the broader tobacco-control field.

Among the hundreds of non-PATH organizations receiving training and technical assistance were the Alaska Native Tribal Health Consortium, the American Lung Association, the African American Health Council, the Latino HIV Behavioral Science Center, the Indiana Minority Health Coalition, the National Black Caucus of State Legislators, No More Prisons and the Youth Media Council.

- **Learning Circle series.** PATH held six web conferences and six trainings in a retreat-like setting where PATH grantees and others worked with experienced organizers to develop action plans and build skills. About half of the sessions, called

Learning Circles, were open only to PATH grantees, while the others had a limited number of slots open to others involved in tobacco-control advocacy work.

The sessions encouraged replication of best practices and the development of policy initiatives. They also aimed to deepen alliances among the attendees that transcended discipline, culture and socioeconomic status.

Topics included:

— Effective policy advocacy.

— Building strong networks and coalitions.

— Community organizing.

- **Training programs.** PATH staff and consultants conducted workshops and trainings at national and regional meetings and by request of organizations. Among the topics covered were building diversity in efforts to raise tobacco excise taxes and increase the number of clean indoor air policies. Beyond national meetings convened only for grantees, about half the participants in these trainings represented non-grantee advocacy organizations.
- **Individual consultation.** Praxis staff fielded calls and online requests from individuals and groups seeking guidance on particular policy challenges.

See the Bibliography for details.

Information, Research and Analysis

Praxis staff developed publications and other resources designed to help specific audiences shape policy and strategy and to identify emerging issues (see Overall Program Results and the Bibliography for details). Also see the PATH Final Report on the Praxis website for further results and lessons learned.

Staff also developed an Information Resource Center with an online searchable database. The collection features print and online materials that include books, periodicals, published and unpublished reports, technical material, research papers, curricula, statistical information, conference proceedings, directories, newspaper and journal articles, CD-ROMs, videos and other literature.

Praxis staff also provided technical assistance to help groups to develop their own resource collections.

Strategic Communications and Outreach

Praxis provided media messaging tools, helped groups develop media plans and media lists, and offered guidance on media outreach and relationship building. Praxis staff also worked on-site with community groups to train spokespeople from their ranks.

Berkeley Media Studies Group, a public health media advocacy organization in Berkeley, Calif., worked under a subcontract with Praxis to:

- Develop media advocacy strategies for the program.
- Provide a session on media advocacy at the annual meetings for PATH grantees.
- Provide follow-up consultation to PATH grantees after the meetings.
- Help Praxis trainers work with PATH grantees to craft messages that reflect common themes, even as they pursue different policy initiatives.
- Conduct a training program in media advocacy that incorporates the common messages developed for PATH grantees.

See Overall Program Results: Results of National Program Office Activities and Key Site Activities and Results for further details.

EVALUATION

The national program office worked with Imoyase Community Support Services to develop a culturally competent evaluation and documentation framework for the program. Imoyase is a nonprofit program evaluation, research, training and technical assistance agency in Los Angeles with extensive experience in community organizing.

Imoyase's approach is to engage the relevant community in the entire evaluation process. This means that the evaluation team and staff confer regularly with the staff of the grantee organizations to create and implement research questions, methodologies, strategies and evaluation plans.

The PATH evaluation focused on the following areas:

- The extent to which PATH grantees increased their organizing capacity.
- The extent to which grantees advanced the process of building a movement.
- The type and extent of policy change or other "wins" achieved by PATH grantee organizations.
- The strengths and weaknesses associated with any of these areas, and the lessons learned.

Imoyase relied primarily on qualitative evaluation methodologies, gathering information about the grantee organizations from interviews with staff and members, focus groups, observation and archives. To complement the qualitative methods, Imoyase added quantitative measures by using a quarterly self-report instrument. See Evaluation Findings.

CHALLENGES

PATH and its grantee projects faced two main challenges, according to the program director:

- Attitudes and practices in the tobacco-control field that tended to sideline work in communities of color.
- Inadequate resources and staff transitions in the grantee organizations.

Attitudes and Practices in the Field

Some of the PATH grantee organizations faced barriers in getting a seat "at the table" with other well-established and well- financed tobacco-control groups. The experience of two grantees illustrates some of the issues encountered.

Padres Unidos

Padres Unidos faced two main obstacles in its efforts to help pass legislation to increase tobacco taxes in Colorado.

The first obstacle was a rule established by the Citizens for a Healthier Colorado, a statewide coalition of some 100 groups, each of which put up a minimum of $50,000 to become a member. This is a common practice among coalitions, but it puts a burden on groups with limited financial means. At the same time, excluding these groups means the coalition does not benefit from their nonfinancial assets, such as a strong base of community support.

Ultimately, the state coalition did not insist on the $50,000 contribution from Padres Unidos. Instead, it involved Padres when it pursued funding through RWJF's SmokeLess States Special Opportunity Grants, which were only available at that time for state coalitions partnering with communities of color. The coalition was able to qualify for this funding because it included Padres in its proposal.

A second obstacle began with a conflict among the coalition members about how revenues from the tobacco tax initiative would be spent. As an advocate for Latinos, Padres had joined the coalition with the broader goal of using revenue from a tobacco tax increase to subsidize health care coverage for low-income and uninsured people. Other members of the coalition felt that requirement would decrease the possibility of passing legislation mandating the tax hike. That disagreement played out in a leadership struggle that ultimately required the intervention of RWJF and PATH staff.

"The fight for the inclusion of Padres in the initiative leadership was about more than access for one organization," said Themba-Nixon. "It was about developing the bridges

and infrastructure between traditional, mainstream tobacco control and the communities most affected and their priority issues."

See Project Profile: Padres Unidos for more information about the challenges.

Black Health Coalition

The Black Health Coalition joined the PATH project with the goal of launching a clean indoor air initiative in Milwaukee, where 40 percent of Wisconsin's population resides. That effort immediately encountered barriers, as other tobacco-control groups were intent on investing resources in a statewide clean indoor air law.

In addition, the leadership of SmokeFree Wisconsin, a grantee of RWJF's SmokeLess States Coalition, was reluctant to work at the local level. Despite RWJF intervention, an effective working relationship between the local and state leaders could not be brokered during the grant period. Leadership changes eventually set the stage for a more effective working relationship.

"Clearly, such collaborations are not without challenges," Themba-Nixon said. "Sharing power is difficult and these difficulties are exacerbated when there are no clear criteria or 'rules of engagement' that set standards for diversity and inclusion. Fortunately, the Foundation's *Tobacco Policy Change: A Collaborative for Healthier Communities and States* program (see Afterward) has helped to set more transparent, fairer standards that have helped to address these challenges."

Inadequate Resources and Staffing Issues

The PATH program emerged at a time of shrinking public and private support for tobacco-control initiatives. In some cases, states were redirecting monies from the Master Settlement Agreement (MSA) to purposes other than tobacco control. RJWF, a major funder of tobacco-control initiatives, had also shifted its funding strategy in 2004 and was making smaller investments in this field as part of its work in public health.

These shifts meant that key institutions in tobacco control were losing staff to other organizations with more long-term, stable funding, according to Themba-Nixon. PATH staff felt the impact of staff transitions, resignations from the national advisory committee and the loss of technical assistance partners. According to Themba-Nixon, PATH found it difficult to attract and retain the high-level communications staff needed to implement its strategic communications plan because of budgetary constraints.

The Praxis Project worked to diversify its funding base by taking on a wider range of issues, reorganizing workloads and developing a strong consulting pool. RWJF funded a contract with Cambridge Associates, a Boston-based consulting firm, to help Praxis develop a business plan (grant ID# 056427).

Many PATH grantees also grappled with shrinking resources and staff transitions. Six of the nine grantees asked for technical support to augment their fund-raising efforts. PATH contracted with Chase Consulting to provide this technical assistance.

To help grantees cope with staff transitions, PATH also created a new staff consultation program that provided new hires with:

- Training in policy advocacy and organizing.
- Regular one-on-one consultations.
- Assistance in creating work plans.

OVERALL PROGRAM RESULTS

These results come from reports from the national program office, the evaluation and the sites:

Results of National Program Office Activities

- **PATH provided funds so that grantee organizations working on similar projects could meet.** After their initial exchanges, these pairs of organizations continued to work together on joint projects outside their PATH work. For example:
  - Staff of the Sociedad Latina and the Community Coalition met in Los Angeles to share ideas and strategies for organizing youth.
  - Staff of the Chinese Progressive Association and the Restaurant Opportunities Center of New York traveled to each other's home turf to examine strategies for organizing restaurant workers around a public health and tobacco agenda.
  - Staff of the Salt River Pima-Maricopa Indian Community and the Muscogee Creek Nation met in Oklahoma to consider possible policy strategies common to Native American communities.
- **From 2002 to 2006, PATH responded to some 460 requests for information and technical assistance on tobacco-control projects from non-PATH organizations.** Staff delivered help on the phone or through e-mail, and in some cases, scheduled in-person meetings. Areas of assistance included staff training for community organizers, proposal writing and fund-raising, coalition building and media outreach. For example:
  - The Washington-based Columbia-Shaw Family Collaborative hired new organizers who needed training and mentoring. With a weekly "check in" plan, plus a residential training, project staff was able to build an outreach campaign in the fall of 2006.

- The South Carolina African American Tobacco Education Network needed support to find staff, raise funds and craft a strong campaign plan to build African-American support for a smoke-free ordinance in Charleston, S.C. PATH staff helped identify local organizers, supported training opportunities and helped with fund-raising and proposal writing. Ultimately, the network played a pivotal role in passing three ordinances in Charleston and two surrounding jurisdictions.
- PATH staff and a consultant worked with Montana indigenous tobacco-control leadership in a yearlong process to help the group establish TP SKINS, a national network of American Indian advocates dedicated to advancing policies to prevent tobacco diseases in their communities. With support and consultation from PATH, TP SKINS developed a structure, mission and plan to sustain the program. The group's work continues.
- PATH staff conducted trainings on community organizing and media advocacy for Fight Kool, an ad hoc coalition in Chicago that was taking on KOOL Mixx cigarettes, a brand targeted at African-American consumers. Staff worked with the group on messaging, organizing and outreach in collaboration with the National African American Tobacco Prevention Network, which spearheaded the campaign nationally.

- **The PATH program significantly increased the information and resources available to tobacco-control advocates working in communities of color.**
  - **Praxis developed more than 150 resource materials for tobacco-control advocates, policy-makers, intermediaries, journalists and others.** These include newsletters, issue briefs, toolkits, fact sheets, slide presentations, background papers and strategy guides. Many of the publications are available at the program website. See the National Program Office Bibliography for details.

    Once operational, the PATH website had an average of nearly 5,000 downloads each month during the program period.
- **PATH staff made some 100 presentations to community-based groups to engage "non-traditional partners" (e.g., workers' centers and immigrant groups) in tobacco-control efforts.** PATH also worked with national and statewide networks of ethnic groups to create opportunities for discussion at more than 100 workshops.
- **PATH staff provided data and information to the *Praxis News and Notes* newsletter, which regularly covered tobacco control as it relates to health justice for ethnic groups.** The newsletter often broke news in its own right, according to the program director, with media outlets, including National Public Radio, picking up and investigating stories first covered in the newsletter. Articles included:
  - "Urban Problems, Suburban Interventions: Has Tobacco Control Ignored Inner Cities?" (Spring 2003).

— "Challenges and Opportunities: Clean Indoor Air and Communities of Color" (Spring 2003).

Overall Results

- **Some 10 new ordinances or tobacco-control regulations were introduced in the communities that had received grants through the PATH program; as of May 2008, eight of the measures had been enacted.** Many groups were able to pass strong tobacco-control policies through multi-issue initiatives while bringing new constituencies to the table. See Key Site Activities and Results for details.

- **The grantee organizations increased their capacity to organize around tobacco policy issues, according to the program evaluation.** See Evaluation Findings for details.

- **All of the original grantees have now integrated some aspect of tobacco control into their core work.**

- **More than 400 people participated in the Learning Circle series.** Twelve Learning Circle training sessions brought tobacco-control people together with others involved in health-justice work. Some sessions were designed to build skills and others to share strategies. Some were organized around themes (i.e., working with young people, tax policy and budget), and two brought together intermediaries serving low-income people of color to strengthen support for community-based groups involved in tobacco control. For example:

  — **Members of a Cleveland tobacco-control coalition** attended a Learning Circle session on building coalitions, and returned home to develop and implement a plan for community outreach. They collected signatures from some 3,000 Cleveland residents on a petition in favor of a smoke-free ordinance for the city.

  — **The Arkansas Department of Health** sent a team of four people to the first coalition-building Learning Circle in 2003. With the support of PATH trainers, the team then developed its campaign plan and worked to pass the first clean indoor air ordinance in the state, in Fayetteville.

- **More than 3,000 people participated in 50 additional trainings sponsored by PATH.** PATH designed some training events to address issues facing local tobacco-control coalitions and others for attendees of annual conferences that addressed both tobacco control and other social justice issues. Topics included media advocacy, coalition building, tobacco-control research in communities of color, health disparities and clean indoor air initiatives.

KEY SITE ACTIVITIES AND RESULTS

Staff at the nine project sites engaged in an array of activities to educate, organize and mobilize citizens around the tobacco-control issues they were targeting in their

communities and to inform public officials. Activities included door-to-door canvassing, community meetings and other outreach activities, surveys, petition drives, focus groups, meetings with public officials and other networking efforts, training local advocates, advertising and communication campaigns and testifying at community meetings. See Project List for grant and contact information on the sites.

Black Health Coalition of Wisconsin

The Black Health Coalition and the three other agencies involved with the Wisconsin Ethnic Network Collaborative worked through the Smoke-Free Milwaukee Project to reduce exposure to secondhand smoke in public places and workplaces. Together, they:

- **Collected statements from representatives of some 25 organizations supporting a smoke-free environment in Milwaukee.** Among those submitting statements were the city health department, the Medical College of Wisconsin, the Milwaukee Public Schools and the local chapters of the American Cancer Society, the American Lung Association and the National Black Nurses Association.
- **Trained more than 500 persons of color on policy advocacy relating to secondhand smoke and tobacco control.** Some 140 of those expressed interest in playing a leadership role in the campaign for a smoke-free workplace. The project identified a core group of 20 residents to lead the effort.
- **Organized citizens to make more than 400 contacts with elected officials, including alderpersons and the Mayor, and to circulate petitions urging support for smoke-free environments.** More than 3,000 citizens signed the petitions.
- **Helped to defeat proposed state preemption legislation that would have negated any local ordinances and forbidden any new local legislation more prohibitive than the state law.** The effort to defeat the bill shifted the coalition's attention away from local efforts in Milwaukee until it was voted down in October 2005.
- **Organized support for a Milwaukee-wide ordinance to ban smoking in public places.** The coalition identified a sympathetic alderman on the city's Common Council who agreed to introduce the ordinance and encouraged supporters to attend a public hearing on it. About 300 people, equally divided among those favoring and opposing the ordinance, attended the hearing. The ordinance did not pass.

Chinese Progressive Association

In order to establish local smoke-free housing policies in residential hotels and high-density apartment buildings that house low-income immigrants in San Francisco's Chinatown, staff and members of the Chinese Progressive Association:

- **Conducted outreach and leadership development activities.** These included:
  - Conducting door-to-door outreach to 1,200 tenants in 17 residential hotels to talk about clean indoor air and other tenants' rights issues. The association also held a tenant meeting, attended by 80 people.
  - Recruiting some 30 tenant leaders who began to meet weekly to work on the campaign for smoke-free housing policies.
  - Supporting 12 core campaign leaders who received structured leadership training in 2005. For most of them, involvement in the smoke-free housing campaign was their first civic participation as new immigrants to the United States.
- **Conducted a door-to-door survey to document exposure to secondhand smoke and other environmental health threats.** After surveying 197 tenants in 157 residential hotels and apartment buildings from October 2004 to February 2005, Chinese Progressive Association staff consulted with tenant leaders, other low-income tenants and staff from community-based organizations about responsive policy recommendations.
- **Released a report, *Substandard Housing Conditions in San Francisco Chinatown: Health Impacts on Low-Income Immigrant Tenants*.** The report generated widespread news coverage in both the Chinese- and English-language print and broadcast media.
- **Organized a community accountability session in September 2005 with Rajiv Bhatia, M.D., director of environmental and occupational health for the San Francisco Health Department.** Chinese Progressive Association staff presented survey findings and recommendations for creating healthier living environments in high-density rental housing to Bhatia.
- **Recommended policies that were incorporated into a proposed bill to modify the San Francisco Health Code as it relates to environmental health conditions in multi-unit housing.** The bill, introduced into the San Francisco Board of Supervisors in January 2006, would have barred smoking in common areas of apartment buildings. It encountered opposition and was not enacted.

For more details about the effort, see the sidebar, "Chinese Progressive Connects Tobacco with Housing Conditions."

Community Coalition for Substance Abuse Prevention & Treatment

To organize African-American and Latino residents of South Los Angeles to challenge businesses that foster excessive consumption of alcohol and tobacco products, staff of the Community Coalition:

- **Held a series of community meetings to increase awareness of land-use policy as a tool for dealing with nuisance businesses.** Some 400 people attended these

meetings, which included large town hall gatherings where participants met with local elected officials.

- **Developed working relationships with some 20 groups that have influence over businesses in South Los Angeles that sell alcohol and tobacco, and are concerned about the high concentrations of these businesses in their neighborhoods.** These groups include block clubs, neighborhood councils and community advisory committees.
- **Promoted the use of the criminal process to challenge businesses that foster illegal sales of alcohol, tobacco and other drugs.** Coalition members alerted the City Attorney to several problem businesses that had been allowed to operate for over 10 years and requested that he criminally prosecute owners and operators. Many long-standing nuisance businesses were shut down.
- **Publically critiqued the city's enforcement of alcohol and tobacco violations among businesses.** This critique helped prompt an audit of the City Planning Department, according to the project director. The coalition plans to use the audit to push for major reform within the City Planning Department.

Miami Workers Center

The Miami Workers Center developed several preventive health programs, some in partnership with local health organizations, but did not focus on advocacy work or achieve its goal of helping to create an acute-care center that offered smoking-cessation services. center staff:

- **Disseminated information about the center's health promotion programs through door-to-door canvassing, presentations at community groups and churches and publicity in local newspapers.**
- **Worked with a local holistic health organization to present weekly education programs on a range of community health concerns.** Between eight and 15 people attended regularly, and most have become active health advocates in the community.
- **Began a Walking for Wellness program.** Between 10 and 15 people participated in the program on a weekly basis.
- **Started a mobile clinic and health screening program in September 2004 in collaboration with the University of Miami School of Medicine.** The clinic was seeing an average of 20 people per month, before it was suspended in July 2005, due to a shift in the center's outreach agenda.
- **Beginning in the summer of 2004, launched a campaign to win support for construction of a community health clinic as part of a new development in Liberty City, an area of Miami with a majority Black population.**

Muscogee Creek Nation

To create a policy collaborative with the Muscogee Creek Nation to address tobacco use in facilities governed by the Nation, project staff:

- **Wrote a formal letter to the leaders of each of the 23 chartered communities under the Muscogee Creek Nation's jurisdiction, stating the project's goals and offering assistance to enact smoke-free policies in their community centers.** The ceremonial use of tobacco would still be permitted.
- **Met formally with leaders of 17 chartered communities, 11 of which were willing to consider policy changes for their communities.** Staff then provided assistance in writing smoke-free policies for their community centers.
- **Recruited community center councils to become part of a coalition for a smoke-free Muscogee Creek Nation.**
- **Helped to pass a Muscogee Creek Nation-wide clean indoor air policy that covers hospitals and government buildings and an increase in tobacco excise taxes.**

Padres Unidos

Padres Unidos worked with the statewide tobacco coalition, Citizens for a Healthier Colorado, to increase Colorado's tobacco excise taxes. The grantee's primary goal was to use tax revenues to expand health care services for the poor. The leaders and organizers:

- **Raised awareness of health care access issues with a number of activities, including:**
  - Contacting more than 1,000 households in Latino neighborhoods.
  - Speaking at many churches, and to associations and parent groups.
  - Running radio and print ads and distributing fliers printed in English and Spanish. The major media outlets also ran stories regularly about their campaign.
- **Worked with other coalition members to win passage of Amendment 35, an amendment to the Colorado Constitution that raised the state's cigarette tax from 20 to 84 cents a pack and by 20 to 40 percent on other tobacco products.** The tax hike raised $175 million a year for the state of Colorado.
- **Engaged in intense negotiations within the coalition and with legislators to ensure that tax revenues were used to fund health care for low-income and uninsured people.** The enabling legislation earmarks some $80.5 million for Medicaid and children's health care and another $33.25 million for uninsured and medically indigent individuals from tobacco tax revenues.

Padres Unidos encountered a number of barriers, first in gaining entry to the statewide coalition and then in ensuring that tax revenues were dedicated to health care for the poor. See Challenges, Lessons Learned and the sidebar, "Padres Unidos Links Tobacco with Health Care Access for Low-Income Immigrants" for more details.

Restaurant Opportunities Center of New York

Prior to the PATH project, the Restaurant Opportunities Center had proposed a local bill that would require restaurant owners in New York City to maintain safe and healthy work environments in order to keep their operating licenses. Restaurants that permitted smoking in defiance of state law could have their licenses revoked under the proposed legislation.

In its work with PATH, beginning in the summer of 2003, Restaurant Opportunities sought to integrate clean-indoor-air activism into its overall workers' rights programs by:

- **Conducting a survey of some 500 restaurant workers, which included a question about whether restaurants were enforcing the state's Clean Indoor Air Act.** When the survey found that the no-smoking act, which had gone into effect in July 2003, was largely being enforced, Restaurant Opportunities staff agreed to drop its efforts to implement new legislation.
- **Working with the New York City Coalition for a Smoke Free City to mobilize restaurant workers to testify at various events in opposition to any weakening of the Clean Indoor Air Act.**

For more details on the effort, see the sidebar, "Restaurant Opportunities Center of New York City Connets Tobacco Control with Safe Working Environments."

Salt River-Pima Maricopa Indian Community

To develop a culturally appropriate tribal policy on tobacco that addressed clean indoor air and the sale of commercial tobacco products to youth, project staff:

- **Conducted a series of focus groups to gauge support for policies to control tobacco.** They found overwhelming support for a smoke-free policy in the public buildings of the tribal complex, but mixed feelings about leased and commercial areas.
- **Worked with some 50 youth to produce an educational video about preventing the use of drugs and commercial tobacco.** Other youth-oriented activities included a National Kids Day, a poster contest, presentations on commercial tobacco use in the tribal schools and training high school students to lead tobacco advocacy efforts.

- **Conducted a communications campaign, which gave visibility to the cultural message, "A Balanced Way of Life, No Drugs, Alcohol or Commercial Tobacco," on banner, billboards, fliers and water bottles.**

In 2005, the Tribal Council:

- **Established a clean indoor air law prohibiting smoking in all buildings except casinos.**
- **Funded an ongoing tobacco-control program for the tribe.**

Sociedad Latina

To push for more funds for youth smoking prevention efforts, Sociedad Latina formed a coalition with the Hyde Square Task Force and Whittier Street Health Center, organizations with long histories of commitment to low-income and minority communities in Boston.

Sociedad project staff:

- **Trained nine youth from the three organizations in community organizing.** The youth then worked to rally support for an ordinance raising the city's licensing fee for tobacco vendors.
- **Hosted a tobacco education day at City Hall and collected some 600 youth signatures on a petition supporting the ordinance.**

In December 2004, the City of Boston:

- **Passed an ordinance raising its vendor-licensing fees and dedicated the revenue to youth tobacco prevention efforts.** The additional permit fees enabled the City of Boston to increase its budget for tobacco control by $46,500 to be used for enforcement and community education.
- **Imposed a "three strikes" rule requiring community input before reissuing vendor licenses to merchants whose licenses were revoked because they repeatedly sold tobacco to minors.**

In the six months after passage of the measure, the rate of tobacco sales to youth dropped from 15 percent to 6 percent, according to the coalition.

For more details on the effort see the sidebar, "Sociedad Latina Connects Tobacco Sales With the Health of Young People."

Evaluation Findings

The evaluation by Imoyase Community Support Services, based primarily on interviews, focus groups, observations, archives and self-reports, notes that the "goal for increasing

public discourse was achieved, but most communities did this as they placed tobacco within the context of broader community concerns." The full report is available online.

Among key findings:

- ***Leadership and governance:*** **PATH organizations actively engage in developing the leadership and governance capacity of community members, using a variety of approaches.** In most sites, leaders routinely reflected the diversity of the target populations. Among the approaches to leadership development:
  - Padres Unidos and the Miami Workers Center emphasized organizational collaboration and included community residents in leadership development activities.
  - Padres Unidos and the Chinese Progressive Association both included youth leadership development in their process.
  - Salt River Pima-Maricopa Indian Community and Muscogee Creek Nation emphasized the specific cultural context in developing a leadership process.
- ***Community accountability:*** **Perhaps reflecting earlier experiences as marginalized communities, PATH sites emphasized ongoing communication with the community and democratic approaches to decision-making.** For example:
  - In addition to media campaigns, the Miami Workers Center took advantage of health screenings and other activities to engage new members.
  - The Black Health Coalition of Wisconsin put its constituents in charge of making decisions about outreach strategies and how meetings are run.
  - Constituents of the Restaurant Opportunities Center were expected to participate in the decision-making process, including participating in board functions, fund-raising, evaluation and setting program policies.
- ***Civic participation:*** **All PATH projects worked collaboratively in coalitions, primarily at the local level; several sites also engaged in state-level advocacy.**
  - Participants in all but two projects were actively involved in public forums and articulating the community viewpoint. The two exceptions to this model were the Native American communities, where the cultural norm involved engaging tribal leaders with whom project staff already had close relationships. Organizers do not "confront" leaders, but lay the groundwork before any public meeting occurs. Public forums simply verify decisions that have already been made.
  - The leaders of the Chinese Progressive Association taught its members, many of whom were immigrants from rural areas of China, the basics of how American government works before engaging them in advocacy work. Communication was

face-to-face or through word of mouth, as many members have low levels of literacy.

- ***Sustainability:*** **The adequacy of resources for tobacco control is part of a broader concern about organizational sustainability at all of the sites.** Most sites lacked a staff person whose sole responsibility was fund-raising and development. The organizations sought funding through grants and, in some cases, received support from state tobacco-control initiatives or industry master settlement funds.
  - As long as tobacco sales continue to provide funding, the two Native American communities are in a somewhat more stable position.
  - Sociedad Latina helped to generate funds for the larger local effort around tobacco control in Boston, but did not automatically get a share of those funds.
  - Taxes and tobacco-related fines were not a source of revenue for the Restaurant Opportunities Center or the Community Coalition, so these sources had little impact on their sustainability.
- ***Evaluation capacity:*** **With the exception of the Community Coalition for Substance Abuse Prevention & Treatment in Los Angeles, evaluation experience, skills and resources were minimal across organizations.**
  - Some had experience using action research (e.g., community surveys and needs assessments) while others relied more on qualitative, reflective methods to examine goal attainment and lessons learned.
  - Where formal or informal methods of evaluation were used, the organizations incorporated the knowledge they gained into their work.
- ***Shifting the balance of power:*** **More established PATH grantees tended to articulate themes of social, economic and environmental injustice more directly.** Almost all of the grantees work within coalitions, sharing resources and information in ways that encourage empowerment.

Based on an analysis of the case studies and site visit field notes developed during the course of Imoyase's involvement with PATH, evaluators also identified a number of cross-cutting themes, issues and lessons:

- **The meaning of community organizing varied by PATH site, with no single shared definition or specific theoretical approach.** However, the sites did share a vision of themselves as engaged in addressing issues of social justice. Each site recognized that the community it served was targeted by the tobacco industry, and that structural change was needed to combat the tobacco threat.
- **The PATH grantees varied widely in their experience as policy advocates.** One group that was sophisticated in policy work addressed tobacco within broader campaigns to affect community social policies. Another, with less sophistication as a

policy advocate, focused on tobacco-control education as a way to inform and mobilize its constituency. Yet both groups made structural changes in their environments, according to the evaluators.

- **All PATH grantee groups saw the threats from tobacco as broader than an individual health concern.** They "reframed" tobacco use as an issue of class discrimination, environmental health, worker's rights, family and community health or preservation of cultural life. Such reframing is consistent with the world views of traditional Native American, African-American and Latino cultures, where the group, rather than the individual, is the focus. Examples of reframing include:
  - Targeted tobacco advertising in low-income, minority communities was seen as an issue of social injustice.
  - Secondhand smoke was seen as a threat to family, friends and community, rather than merely a personal health issue.
  - The Native American sites sought to differentiate commercial tobacco use from the ceremonial use of tobacco in their culture.
- **The PATH grantee organizations worked within a local, and sometimes parochial, context, which influenced the level at which they were able to influence policy.** For example:
  - The Miami Workers Center had to navigate what the evaluators called a "highly conservative, anticommunist, Cuban gatekeeping leadership" in order to approach non-Latino policy-makers.
  - The Native American sites had to understand the political infrastructure associated with tribal government, and PATH participants often had complex kinship relationships with tribal leaders.
- **While all PATH grantees knew a "leader" when they saw one, few could articulate a definition beyond broad strokes.** Because leadership meant different things to different organizations, leadership development was similarly varied. All sites sought ways to develop leaders within the cultural and local context, while also helping them develop skills to participate outside that context. All sites valued staff leadership and development, many using mentor models as a basic approach.
- **PATH project sites were acutely aware of, and responsive to, the unique cultural context of their communities.** Each site defined and developed strategies to raise cultural awareness. Sites that borrowed strategies from elsewhere adapted them to their own local contexts, rather than using them as a recipe. For example:
  - The Native American groups recognized that completely prohibiting tobacco use would be incompatible with their culture. One group conducted an educational campaign about ceremonial tobacco in order to raise awareness of how the tobacco industry targeted commercial tobacco messages to the community.

— Sociedad Latina in Boston and the Community Coalition in Los Angeles demonstrated cultural competence in the manner in which they organized meetings—including giving attention to elders, involving the family, using traditional foods to engage and create communal realities and inserting the groups' cultural heritage into discussions.

- **Although building a base of constituents for tobacco control was not, *per se*, a measure of success, all PATH projects engaged community residents, or constituents, to realize their goals.** In some cases, the base drove the outcome; in others, the outcomes attracted a base. For virtually all grantees, the line between "staff" and "community" sometimes became blurred as a number of staff members came from the community.

- **As a whole, the PATH project sites made significant progress in addressing policy and structural conditions relative to tobacco control.** Among grantees with greater advocacy experience and sophistication, PATH provided the opportunity to infuse tobacco control into a broader set of prevention issues while providing specific data on tobacco use to supplement ongoing campaigns. Among grantees more traditionally focused on tobacco prevention, PATH made it possible to fold community organizing and policy change into a broader agenda of service delivery.

LESSONS LEARNED

1. **Engaging groups from communities of color requires a network of good contacts and strong reputations in the target communities.** PATH received 137 grantee applications, of which more than 27 were from Native American groups. The strong turnout reflected targeted outreach by the national program office and advisory committee members, including orientation meetings co-sponsored by local and regional minority-led groups. (Summative Report to RWJF)

2. **Transparent grant criteria and rules help to build trust.** By making all of the national advisory committee scoring sheets, criteria and other background available, PATH national program staff were able to build trust, and a sense of accountability, with prospective grantees. This approach helped to set a tone for effective technical assistance once the individual PATH projects were underway and was central to the way the overall program operated. (Summative Report to RWJF)

3. **Don't be shy about asserting the right to be at decision-making tables—and ask allies to help make that happen.** Common practices, such as a required financial contribution to participate in mainstream tobacco coalitions and limited grassroots participation created barriers to meaningful partnerships, especially at the state level. For example, Padres Unidos initially felt excluded from Colorado's tobacco-control coalition and asked the PATH national office to intervene. With that support, Padres was able to represent the interests of its constituency, as well as to build enduring relationships with other smoke-free groups. (Padres Unidos Project Director/Martinez; Padres Unidos Final Report to RWJF)

4. **There is a hunger for a deeper discussion of the interactions among health and social justice, and interest in finding a role for tobacco control within this framework.** As PATH staff helped mediate and support diversity in the tobacco-control field, they found that many advocates wanted to integrate issues of power and social justice into their work. PATH's Learning Circle Series provided a venue for these discussions. "There is still a great deal of interest and need for more capacity in this area," Themba-Nixon said. (Summative Report to RWJF)

5. **Traditional tobacco-control groups need practical tools and individualized technical assistance grounded in their own program goals to become more inclusive and culturally competent.** In general, these groups did not need a lot of information about *why* this was valuable, but they had a hard time imagining *how* to effectively navigate the inherent challenges. (Summative Report to RWJF)

6. **Placing tobacco in a broader context, rather than focusing on tobacco use by individuals, is a viable strategy for organizing in diverse communities.** In general, the PATH grantee organizations addressed the community aspects of tobacco control—for example, advertising aimed at minority groups and youth, the impact of secondhand smoke, the connection between poverty and smoking.

   In Florida, the Miami Workers Center connected tobacco addiction and health impacts with gentrification and lack of access to health care. The Chinese Progressive Association linked residential secondhand smoke to other serious environmental health threats and a violation of the right to safe housing. (Summative Report to RWJF)

7. **Working with Native American Nations, groups and communities requires cultural competency that goes beyond tobacco issues.** While the two grantees from Native American communities differed substantially from each other, they also had much in common that set them apart from the other grantees. For example, adversarial approaches to advocacy were inappropriate in the consensus-oriented, kinship approach that characterized tribal policy processes. However, the analytical tools traditionally used in organizing—such as the power analysis—were still useful and important. (Summative Report to RWJF)

8. **Connecting tobacco control to broader community issues strengthened the tobacco-control work.** Some tobacco advocates were initially concerned that trying to advance broad policy agendas, with tobacco as a secondary focus, would weaken the connection to tobacco control. To the contrary, many groups were able to pass strong tobacco-control policies through multi-issue initiatives while bringing new constituencies to the table. All of the original grantees have now integrated some aspect of tobacco control into their core work. (Summative Report to RWJF)

9. **When working on a new policy issue, adequate resources need to be dedicated to educating opinion leaders in the affected communities.** Tenant rights groups were initially concerned that enforcing smoke-free housing policies could put tenants at risk of eviction; they had to be educated that the organizing effort was targeted at

secondhand smoke. (Chinese Progressive Association Final Report to RWJF and Project Co-Director)

10. **Adequate and flexible resources are essential to address both the known and unforeseen challenges of advocacy work.** Grantees should seek funds that make it possible to adjust to changes in the environment. (Black Health Coalition of Wisconsin Final Report to RWJF)

11. **The parties working together on policy advocacy should agree from the beginning on the roles and responsibilities each will assume.** The use of a memorandum of understanding may be appropriate. (Black Health Coalition of Wisconsin Final Report to RWJF)

12. **After conducting training for grassroots organizations, identify activities on which participants can immediately work.** Otherwise, they may lose interest. (Black Health Coalition of Wisconsin Final Report to RWJF)

13. **Urban, rural and school-based clinics that provide health care to low-income people should be involved in policy efforts.** Health care professionals were involved only "sporadically" in efforts by Padre Unidos to have state tobacco tax funds earmarked for health care. "Careful planning should include strategies for ensuring communication with, and participation by, [health professionals in] the clinics." (Padres Unidos Final Report to RWJF)

14. **Educate voters and leaders about the entire process of influencing policy change.** Community involvement does not end with the first victory. After the Colorado tobacco tax passed, Padres Unidos advocates still needed to help create enabling legislation so that the increased revenue would be earmarked to fund health care for people who are poor and uninsured. And in Boston, staff at Sociedad Latina had to closely monitor city government to ensure that monies collected from merchant licensing fees were actually allocated to tobacco control. (Padres Unidos Final Report to RWJF; Sociedad Latina Project Director/Luna)

15. **Understanding issues from other perspectives helps create better policy.** When staff at Sociedad Latina learned that store merchants-mostly small, Mom-and-Pop shops-received money to post tobacco advertisements on their storefronts, they were in a better position to negotiate. "We needed to offer something else in return [for that lost revenue]," Project Director Melissa Luna said.

    The Restaurant Opportunities Center had not fully understood the strength of the opposition it faced, not only from New York-based restaurants but from national trade associations. Staff learned more about the wrangling and compromises that get made in trying to pass legislation and came to understand that the process takes more time than they had expected. (Restaurant Opportunities Center Project Co-Director/Jayaraman)

16. **Partnering with appropriate local government agencies allowed grantees to gather the data necessary to gain support for enforceable public policies.** For example, Sociedad Latina worked with Boston's public health commission to generate maps that highlighted the advertising practices in minority neighborhoods. Having that data helped validate the group's position. (Sociedad Latina Project Director/Luna)

AFTERWARD

A number of the PATH grantee organizations have continued their efforts in tobacco control. For example:

- Restaurant Opportunities Center of New York published *Dining Out, Dining Healthy: The Link Between Public Health and Working Conditions in New York City's Restaurant Industry* in April 2006. The group's annual survey of restaurant workers now includes questions about secondhand smoke.
- In December 2004, Sociedad Latina received an additional grant from RWJF to launch a campaign against the use by local merchants of unregulated tobacco advertising directed at children (ID# 052384).
- As of February 2008, the Chinese Progressive Association continued to push for a city regulation to ban smoking in common areas of apartment buildings.
- As of February 2008, Padres Unidos was working with Smoke-Free Denver to create a smoke-free environment for Latino service workers, who are disproportionately exposed to secondhand smoke.

Staff of the Praxis Project continue to advance the PATH agenda by hosting training sessions and convening meetings. Themba-Nixon serves on the national advisory board for the annual National Conference on Tobacco or Health, sponsored by the Centers for Disease Control and Prevention, the National Cancer Institute, the American Legacy Foundation and others to strengthen tobacco-control programs in the United States. The Praxis Project is applying lessons learned from PATH about local advocacy to its thinking about new areas of work, including an effort to confront childhood obesity in communities of color.

In addition, the Praxis Project is the national program office for another RWJF national program, *Communities Creating Healthy Environments: Improving Access to Healthy Foods and Safe Places to Play in Communities of Color.* The program seeks to build state and national momentum to reverse the epidemic of childhood obesity through strategic investment in those communities most affected.

In 2004, RWJF launched a new national program *Tobacco Policy Change: A Collaborative for Healthier Communities and States*, using a structure and strategy similar to PATH. According to Michelle Larkin, program officer for PATH, the $12-

million program supports local organizations doing policy work and, as with PATH, proactively seeks out potential grantees, rather than simply issuing a call for proposals. The program, in its fourth round of funding, supports 11 projects in communities disproportionately affected by public health threats or lacking public health resources.

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APPENDIX 1

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APPENDIX 2

(Current as of the time of the grant; provided by the grantee organization; not verified by RWJF.)

Glossary

Communities of color: Communities with substantial populations of African, Asian/Pacific Islander, Latino/Hispanic and/or Native American/Alaska Native/indigenous descent.

Land-use policies: Land-use regulations, such as zoning, can be used to make social policy and influence public health. For example, a jurisdiction might use zoning or "conditional-use permits" to require that stores selling tobacco be located away from areas frequented by children, such as schools, playgrounds, residential areas and video arcades.

Master Settlement Agreement (MSA): An agreement signed in November 1998 by the attorneys general in 46 states and five U.S. territories and the tobacco industry. The agreement resolved lawsuits filed by the attorneys general against the tobacco industry and provided funds to the states to compensate them for taxpayer money spent on health care for patients and family members with tobacco-related diseases.

Among many other provisions, the MSA required an end to tobacco billboard advertising and the use of cartoon characters to sell cigarettes, and required tobacco companies to make many of their internal documents available to the public. The tobacco companies also agreed not to target youth in the advertising, marketing and promotion of their products. The agreement also called for the creation of a foundation—the American Legacy Foundation—to counter tobacco use.

Power analysis: A community organizing tool used to chart a community's power structures and identify places of influence and power. The steps are:

1. Identify government, business and nonprofit organizations and their leadership.
2. Identify more informal channels of power through personal interviews.
3. Identify self-interests, constituencies and connections among institutions.

Mapping the power sources in a wide range of communities makes it possible to identify and map potential venues for collaboration.

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- Chinese Progressive Association (December 2008)

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