



Cherokee ONE STEP AT A TIME Challenge

Tobacco-Free Policy For City Parks

An Implementation Guide

KW EVJ DB SꞑꞑVJ
TOBACCO STOPS WITH ME.

Strategic Alliance for Health
Creating a Culture of Healthy Living



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SECTION 1: ABSTRACT

Tobacco use is a devastating health and economic burden in the State of Oklahoma and affects the state's Native American population at disproportionate rates. According to the Oklahoma State Department of Health Behavioral Risk Factor Surveillance System 2008 Annual Report, less than 25% of Oklahoma adults were smokers, and of those who currently smoke, it is more common among American Indians (31.2%) than other racial/ethnic groups and those with less education and income. When looking at tobacco use at a more local level, the Cherokee Nation prevalence rates for current smokers, based on the 2009 Cherokee Nation Adult Tobacco Survey findings, report that 29% of the Cherokee Nation population who reside in the 14-county Cherokee Nation Tribal Jurisdictional Service Area are cigarette smokers. These data emphasize the need for tribal tobacco use prevention programs to promote health and prevent chronic diseases. For the Cherokee Nation, health promotion is considered a priority and part of the tribe's vision to create a happy, healthy Cherokee Nation for this and future generations. Tribal and small rural communities can play a significant role in decreasing tobacco use among its citizens by increasing tobacco-free environments through the adoption of tobacco-free public policies. The Task Force on Community Preventive Services recommends using smoking bans and restrictions on the basis of strong evidence of effectiveness in reducing exposure to environmental tobacco smoke. This implementation guide will share a tribal perspective in collaborating with local stakeholders to implement a tobacco-free parks city ordinance and provide information about the action steps that took place. The goal of adopting this type of public policy is to educate the community about the dangers of environmental tobacco smoke, reduce youth exposure to secondhand smoke, promote positive tobacco-free role models for youth, and encourage litter control. The examples discussed in this Implementation Guide show that tribal community partnerships are important to successful

implementation of local policy as well as systems and environmental change strategies, especially in Oklahoma where there are 39 federally recognized tribes.

The Cherokee Nation is a federally recognized tribe with a tripartite form of government that includes a judicial, executive, and legislative branch. The Cherokee Nation has 280,847 registered tribal members, 109,001 of whom reside within the 14 counties of the Cherokee Nation, which is not a reservation but a Tribal Jurisdictional Service Area. The Cherokee Nation Tribal Jurisdictional Area covers approximately 7,000 square miles of Northeastern Oklahoma. Tribal headquarters are located in Cherokee County in Tahlequah, Oklahoma, the capital of the Cherokee Nation. The Cherokee Nation has an employment force of over 8,000 workers within Northeastern Oklahoma. A substantial number of those employed live and work within Cherokee County. This Implementation Guide is a resource tool for concerned tribal communities, tribal leaders, community members, public health workers, elected officials, businesses, schools, community-based organizations, students, parents, and coalition members who are willing and interested in working together to create tobacco-free environments that support happy, healthy communities.

Background

The Cherokee Nation Community Health Promotion Program is the lead agency for the Centers for the Disease Control and Prevention's (CDC's) Strategic Alliance for Health Cooperative Agreement. The Cherokee County Community of Excellence Tobacco Coalition is a community-based agency funded through the Oklahoma Tobacco Settlement Endowment Trust Fund.

Together, these agencies lead efforts to support the adoption of a tobacco-free ordinance for seven

city parks. The Cherokee Nation follows the general trend of Cherokees and other American Indian/Alaska Native people residing in Oklahoma that face a higher disproportionate incidence and prevalence rate of health disparities.

The mission of the Cherokee Nation is “ga du gi,” “Working together as individuals, families, and communities for a quality of life for this and future generations by promoting confidence, the tribal culture, and effective sovereign government.” Cherokee Nation strives to create a longer healthier lifespan for tribal citizens by dedicating program resources to working with communities, families, and individuals to promote and improve health, by creating a happy healthy people. We strive to do this through various decision-making strategies, while focusing on policy development and implementation, environmental changes, as well as system and structure changes. Through these positive strategies, we hope to change the behavior, knowledge, and beliefs of the community members related to health issues and create an environment that is conducive to healthy active living in places where we live, work, and play.

The Strategic Alliance for Health, funded by the CDC’s Healthy Communities Program since 2008, creates healthier communities through the implementation of sustainable, innovative, and evidence-based community health promotion and chronic disease prevention strategies that promote policy, systems, and environmental changes across multiple sectors (community-at-large, community-based institutions, health care, schools, and work sites). Strategic Alliance for Health funds 14 communities within three categories:

1. State-Coordinated Small Cities or Rural Areas: Dallas, Perry, and Sumter Counties, supported by the Alabama State Department of Health; and Albany, Broome, Orange, and Schenectady Counties, supported by the New York State Department of Health
2. Large Cities or Urban Areas: Boston, Massachusetts; DeKalb County, Georgia; Hamilton County, Ohio; Hillsborough County, Florida; and New York City, New York
3. Tribes or Tribal Entities: Sault Ste. Marie Tribe of Chippewa Indians in Michigan, and Cherokee Nation in Oklahoma

SAH communities work collaboratively with key partners (e.g., community and state leaders, including representation from education agencies, the health care sector, businesses, community and faith-based organizations), to build local capacity to institute policy, systems, and environmental changes. These changes are related to promoting physical activity and nutrition and reducing tobacco use and exposure; improving and increasing access to quality care; helping eliminate racial/ethnic and socioeconomic health disparities; and reducing complications from, and the incidence of, heart disease, diabetes, and obesity. Additional information on Strategic Alliance for Health can be found on the CDC's Healthy Communities Program web site at: <http://www.cdc.gov/healthycommunitiesprogram>.

SECTION 2: PLANNING AND DEVELOPMENT

Action Step 1: Identify Lead Agency

The first step tribal and community tobacco prevention and control partners should take in developing tobacco-free public policies is to identify who will take the lead in coordinating the policy strategy effort. The lead agency must be committed to the long-term process of building community collaboration by providing intangible human, financial, and material resources. Further, this lead agency ideally is situated to draw upon a history of consensus-building and community engagement with other local groups concerning other public policy issues. At the beginning of the policy process, identify who will spearhead the efforts along with the needs and access of available resources. To successfully implement a tobacco-free parks ordinance, the lead agency should have the capacity to identify, collect, and organize human, material, and financial resources across the collaboration.



Examples of Policy, Systems, and Environmental Change:

Policy - interventions may be a law, ordinance, resolution, mandate, regulations, or rule (both formal and informal)

Systems - interventions are changes that impact all elements of an organization, institution, or system

Environmental - interventions involve physical or material changes to the economic, social, or physical environment

Action Step 2: Identify Community Partnerships

It is important to identify potential partners and other community groups that can be mobilized to work together in tobacco prevention projects. One question that must be answered is, will your group work through an already established local coalition or will you need to develop a new coalition if one does not already exist? If possible, it is helpful to utilize an existing community partnership and/or coalition to support and lead this type of health-promotion policy strategy. Working through an existing coalition or partnership can provide a ready-made foundation and access to resources needed to support policy, systems, and environmental change strategies.

Local Example of Action Steps 1 and 2: Develop and Utilize Coalitions and Partnerships

The Cherokee Nation Community Health Promotion Program partnered with the Cherokee County Communities of Excellence Tobacco Control Program, known as the Cherokee County Tobacco Control Coalition, to improve the health and quality of life for Cherokee County and the Cherokee Nation through tobacco control and prevention. The Cherokee Nation Community Health Promotion Program is the lead agency for the CDC's Strategic Alliance for Health Cooperative Agreement.

The Cherokee County Tobacco Control Coalition is funded through the Oklahoma Tobacco Settlement Endowment Trust Fund. The coalition is made up of representatives from designated community sectors, including hospitals, health providers, businesses, civic groups, universities, and public schools. The Tobacco Coalition is also a member of the Cherokee Nation Strategic Alliance for Health Community Consortium. Members of the Tobacco Coalition serve on a volunteer basis, and decisions are made through consensus. The Cherokee Nation Community Health Promotion Program, in partnership with the Cherokee County Communities of Excellence Tobacco Control Program, represent a large group of professionals that network with a variety of entities throughout the community.

Individuals identified are invested in reducing secondhand smoke exposure and willing to use their expertise, influence, and resources to change policy and community norms. Historically, these two groups have worked well together, sponsoring community activities related to tobacco control. Both entities promote healthy communities for a healthier Oklahoma and are invested in reducing secondhand smoke through policy change.

Once the lead agency is identified and the resources are determined, the lead agency should organize and communicate with other potential community partners the need and benefits for partnering together to promote a tobacco-free city parks policy. After the lead agency has described the resources it has committed to the endeavor, the potential partners will be able to define what roles they can play and the amount of time they can commit to the project.

Action Step 3: Form a Steering Committee

The next step, after identifying leadership for the project and community partners, is to form a steering committee. The purpose of a steering or ad hoc committee is to have a diverse group of committed individuals (a leadership team) designated to guide and coordinate all aspects of the policy strategy. The steering committee can be thought of as an “action group” that oversees the policy process from beginning to end. It is important to have the lead organization(s) and/or the coalition chair person involved in clearly defining the goal and outcome of the project, as well as leading the decision-making with the steering committee. It is also important to include key coalition members and partners that have vested interest and similar goals in establishing policies that support tobacco-free environments.

Materials and financial resources necessary to establish a tobacco-free city parks ordinance were leveraged through established partnerships. For example, the Cherokee Nation Strategic Alliance for Health partnered with the local County Tobacco Control Program that organizes a local



Examples of shared responsibilities of steering committee:

- Provide leadership
- Identify resources
- Create and disseminate materials
- Encourage public support and awareness of tobacco-free ordinance
- Allow community to participate in community advocacy activities
- Provide access to diverse populations within the community

Local Example Action Step 3: Form a steering committee

The key tobacco-control partners from Cherokee Nation Healthy Nation, Tahlequah Public School, and the Communities of Excellence came together and established a formal steering committee that developed and implemented specific approaches for putting a tobacco-free parks ordinance in place. Members of the local steering committee included: tribal health educators, a school district representative, city hospital board member, health agency representative, a local community member, and a the local SWAT youth group coordinator.

- The steering committee utilized the existing community tobacco coalition coordinator to lead day-to-day activities of the project, identify and develop awareness and educational materials, create media materials, chair the steering committee, and oversee the recruitment of key community leaders and stakeholders.
- In addition, the tobacco coalition coordinator worked with steering committee members to collect information regarding legal and political issues, identify media coverage opportunities, evaluate progress based on data collection, and to troubleshoot and address issues related to public opinion.
- The other members of the steering committee evaluated activities and planned actions based on that feedback, and served as spokespersons for public-speaking engagements and media interviews. These delineated responsibilities facilitated the planning and work to eliminate secondhand smoke exposure in outdoor recreational facilities.

tobacco-control coalition. Because an existing tobacco coalition was utilized to lead efforts, this helped to provide access to primary resources among the Tribal/Community partners. Examples of project resources needed may include the following: a full-time staff person to focus on project coordination, office space and equipment, general administrative and other personnel costs, meeting space costs, development and printing of educational materials, staff/community trainings, purchasing paid media and Internet access, and costs associated with outreach and research. Partners may be able to provide in-kind resources, such as staff time (to serve on a coalition or steering committee), media materials, costs for the production of educational awareness materials, and funding to purchase city park tobacco-free signage.

Finally, local community partners and businesses were approached to donate miscellaneous items for awareness events, such as refreshments for volunteers during coalition meetings and

educational presentations, t-shirts, water bottles, and skating passes for youth volunteers who help with recruiting and retaining young people.

Action Step 4: Conduct a Needs Assessment

A community assessment can provide a snapshot of where the community is now and where it wants to be in the future. Conducting a community needs assessment assist coalitions and partners to identify the current status on the issue of tobacco control in the local area. It can be used to highlight strengths and weaknesses of tobacco control efforts and the opportunities and challenges in the community. Ideally, assessment should be done at the beginning of a policy project as this will help partners or your coalition to decide the goal and steps needed to implement

your strategies. Throughout the process conducting a needs assessment provides baseline data and information that can be used to communicate progress to your partners, coalition and the community-at-large. Assessment information can also be used to defend or provide rationale for your strategy when advocating to community leaders. Involving community members in the assessment process can help provide a sense of community ownership and serve as a voice to the community. Assessment data can help identify disparities among populations, barriers, challenges



Examples of local community assets and barriers that were identified during the assessment process included:

Assets:

- The City of Tahlequah is considered to be progressive for a rural area, with a strong elected city government;
- The Cherokee Nation Tribal headquarters are located in the target county and is one of the largest employers in the area and has adopted and implemented a 24/7 tobacco-free worksite policy;
- There are several civic groups that are active in the community and could be potential partners;
- The city has seven city parks and several recreational facilities that are utilized by many community members and tourists year round;
- The public schools have adopted 24/7 tobacco-free policies with strong active youth tobacco prevention teams.

Barriers:

- Oklahomans smoke at higher rates and consume more cigarettes per person than the rest of the nation making it more difficult to change social norms. Tobacco use is our state's number one health problem. Tobacco products are the number one littered item in the United States.

and gaps in resources. It can also help to provide a focus about the need to change the community's social norms. Actions taken in response to indicators, such as rates of tobacco usage, and community strengths, such as access to established community partners with resources that support community health promotion efforts, must meet community standards to be accepted and institutionalized. Assessment can also provide an opportunity to spark dialogue among stakeholders about public health challenges and priority populations that are affected.

Local Example Action Step 4: Conduct a Needs Assessment

The steering committee worked to identify available national, state, and local data sources addressing tobacco prevention and policy. It was helpful to have existing tobacco prevention partners on board as several types of assessments (for example, The 2009 Cherokee Nation Adult Tobacco Survey and the 2009 Cherokee Nation Youth Tobacco Survey) had already been conducted and provided by the Cherokee Nation Community Health Promotion program from their work on local level tobacco prevention and control activities. The steering committee also used supplemental state and local data to identify and prioritize tobacco prevention needs for the community. According to the Oklahoma State Department of Health BRFSS (2005-2009), it is estimated that 30.9% (10,131) of adults in Cherokee County use tobacco of some sort. Among youth aged 12–17 years, 13.3% smoke in Oklahoma. Compared to tobacco use rates for Oklahoma (24.7%) and the Nation (18.4%). Oklahoma's rate is approximately two and one half times the Healthy People 2010 target of 12%. (U.S. Department of Health and Human Services, Healthy People (2010).

Next, members looked at what is currently happening in tobacco control coalition efforts, including their strengths and weaknesses. The Cherokee Nation Strategic Alliance for Health Program provided the partners local data that was collected from the Community Health Assessment aNd Group Evaluation (*CHANGE*) for Cherokee County regarding current strengths and areas for improvement regarding current policy, systems and environmental change strategies for the Community At Large sector (see Table 1). The partners were able to use the *CHANGE* data to discuss current tobacco prevention opportunities and challenges and identified to what extent the community instituted tobacco free policies. *CHANGE* data indicated that park and recreation areas do not have 24/7 tobacco-free policies for outdoor public places established in Cherokee County. The partners agreed that this was a priority for the community action plan and should be supported and put into action (Centers for Disease Control and Prevention Community Health Assessment aNd Group Evaluation (*CHANGE*) Action Guide 2010).

Table 1: Example of Cherokee County Year 1 CHANGE Tool Data: Community-at-Large Sector Summary

COMMUNITY NAME:	Cherokee County
Module	Yr. 1 (2009)
Physical Activity	40.69 (Community Priority 3)
Nutrition	22.61 (Community Priority 1)
Tobacco	45.00 (Community Priority 2)
Chronic Disease Management	80.00
Leadership	38.33 (Community Priority 4)

Action Step 5: Review of Existing Policies

After conducting a community-wide needs assessment, the coalition must then review existing tobacco-free policies that may already be in place. Additionally, these existing policies need to be evaluated for their effectiveness in creating tobacco-free spaces. Identifying existing state and local tobacco-free policies will benefit the work of future policy, systems, and environmental changes and help to build a case for stakeholders that local policies have been adopted and would support the efforts of the coalition to keep tobacco-free environments consistent in the community. It can also help your partners understand the adoption of a policy or ordinances process, which may vary from community to community. Existing policies also can be used as models or frameworks that can help in drafting an example policy. Examples of existing ordinances that might be in place include smoking in public places or



- Engaging key partners and stakeholders is vital for successful policy development and implementation. Lack of coalition capacity and diversity is a barrier to effective advocacy. There is a need to form good relationships with various stakeholders who are invested in creating tobacco-free environments. Representation through recruitment of additional stakeholder and partners may include law enforcement, civic groups, elected officials, and business groups.
- Keeping coalition members actively engaged requires ongoing personal communication, relationship building, and celebrating successes.

indoor workplaces and prevention of youth access to tobacco. Existing smoke-free and tobacco-free policies might include 24/7 tobacco-free schools and work site campus policies adopted by hospitals, universities, and tribal governmental facilities. Examples of these types of ordinances/policies can be found at <http://healthynation.cherokee.org>.

Action Step 6: Community Collaboration and Engagement

A coalition provides the opportunity for tribal and non-tribal sectors of a community, such as school, health care, work sites and community-based organizations, to work together to raise awareness of local tobacco-prevention efforts and to build sustainable change at the local level. This can be done by providing outreach and awareness information to community partners and elected officials; promoting technical assistance and information regarding best practices and policy change to schools, community organizations, and work sites; and providing educational information to the public via local news sources and community awareness events. This collaboration can also be used to promote dialogue among partners, decision makers, and the community members about tobacco-related health outcomes and the burden of resulting chronic disease on the community.

Tribal/community partners or the coalition should also take time to consider sectors of the local



Figure 1: Kick Butts Day 2010

community that may not be represented but may have significant impact on moving the policy forward. A community might want to consider establishing partnerships with local community groups, such as youth organizations, a local garden club, schools, healthcare agencies, and businesses. Youth

groups are often overlooked and underutilized in local efforts to pass tobacco-free ordinances. Youth can have an enormous influence on parents, community leaders, peers, and other adults. Youth can be recruited to actively advocate to elected officials, lead and organize local community awareness events, and promote media campaigns. They represent the next generation of community and tribal leaders. A community asset and strength for this tribal/community partnership was that the two local high schools had active Students Working Against Tobacco (SWAT) teams. SWAT is the shared name of independent groups of teens across the United States who educate and unite students against the manipulation and targeting of youth by tobacco companies. The SWAT teams' main focus is on youth advocacy and leadership; they are provided leadership training and experience through SWAT youth leadership trainings. This is how the local tribal/community partners presented the policy for adoption to the elected city leaders.

Local Example Action Step 6: Community Collaboration and Engagement

The tobacco prevention coalition partners worked together to educate the public about protection from secondhand smoke in recreation and park facilities. The coalition was also able to leverage resources that helped in the creation and distribution of tobacco-prevention educational packets that included information about the dangers of secondhand smoke; tobacco litter as harmful to humans, wildlife, and the environment; and how tobacco-free policies promote healthy communities. Other ways coalition members and partners can be encouraged to participate in the policy effort include inviting them to community advocacy and awareness events and to support and promote local media campaign efforts. (See Figure 1)

Action Step 7: Create an Action Plan

Creating an action plan for your policy strategy should be done after the coalition has agreed on a clear goal and completed the community needs assessment. The action planning process can be led by your steering committee. An action plan will include your policy goal, SMART objectives, identification of partners' responsibilities, and timelines for meeting the goals and objectives. When developing your objectives, it is helpful to use the SMART approach.

S-M-A-R-T is an acronym used to assist with building your objectives, (specific, measurable, achievable/acceptable, realistic, timely). Developing specific, measurable objectives requires time, orderly thinking, and a clear picture of the results expected from program activities. The more specific your objectives are, the easier it will be to demonstrate success. Including your partners and/or coalition members in the action planning process will help to promote buy-in and ownership. Using an action plan template may be helpful when developing your plan (Appendix A). Collaboration and partnerships help to leverage resources that may be needed in developing the action plan, which might include staff time needed for preparing the plan and partners that may have specific skills, knowledge, and expertise in planning and strategy development. The main components of an action plan include the following:

- Gather relevant data and information
- Assess community support
- Develop a campaign plan to raise awareness and knowledge
- Gain elected leader support



The local steering committee found it helpful to meet on a monthly basis to review the progress of the tobacco-free parks plan.

The coalition and community partners met once a month to review and hear updates about the progress of the action plan. Updates to the plan were ongoing and based on partnership recommendations and feedback.

Example SMART objective:

By September 30, 2011 the coalition will increase the number of tobacco free parks outdoor places from 0 to 7 city parks.

- Develop the policy language
- Present tobacco-free parks policy to city council or the legislative body/decision makers
- Implement and enforce policy

Action Step 8: Begin Planning for Evaluation and Sustainability

Evaluation Plan

This initiative's evaluation involves a mixed methods approach. Although there was no baseline established regarding community knowledge of the dangers of secondhand smoke, a great number of information packets and educational materials were developed and distributed in preparation for the city council meeting. To address this issue, a follow-up survey assessing knowledge, attitudes, and behaviors on the topic was identified as necessary, and the steering committee began the process of developing and coordinating the implementation of the survey to key informants. This may be repeated annually. The following ideas and activities were identified by the steering committee as necessary in evaluating our progress and success:

- Students Working Against Tobacco (SWAT) team will revisit the park to collect cigarette butts on an annual basis to compare the amount of tobacco-related trash in the area. This should provide a rough estimate of the level of compliance with the ordinance.
- Individuals who are non-compliant with the ordinance can be issued a citation. An example of the ordinance can be found in Appendix B p 34- 35. The partnership with law enforcement will allow for monitoring of citations issued in public areas for non-compliance.
- Semi-structured interviews with officers regarding their perception of the level of smoking in public parks may provide additional evidence of the policy's success.

- Finally, in 2011 the coalition plans to work with SWAT students to develop and administer a brief community survey to assess level of awareness and level of support for the tobacco-free parks ordinance by using a convenience sample of participants from the community.

Sustainability Plan

Signage was developed and installed at all city parks and recreational areas to alert the public to the new tobacco free parks ordinance (Appendix C). The ordinance was posted at City Hall and in the local newspaper. It was also highlighted during a local news broadcast. SWAT members also wrote letters to the editor thanking city officials for their stand against tobacco. Local youth continue to help spread awareness of the tobacco-free ordinance at community activities and events. Because Tahlequah city parks are centrally located, they provide a place for community gatherings, such as the Taste of Italy, a wine and cheese event, and the start and finish of many 5K road races and Fun Runs, a significant number of local community members, especially those who regularly frequent city parks, can be contacted and reminded of the tobacco-free ordinance.

SECTION 3: ACTION

Action Step 9: Promote PSE Change Strategy and Provide Outreach in the Community

Develop and promote a campaign

The Cherokee County Tobacco Coalition started the “Tobacco-Free Parks Campaign” in February 2010, four months after the beginning of the new



Promoting the PSE Change Strategy

A key element that may help to promote the PSE strategy message is to take time to establish and build a good relationship with your local media source. Having a strong working relationship with media may also develop advocates for your cause as well as create earned media opportunities.

grant year, with the purpose of building community and stakeholder buy-in and support. The coalition utilized the following Oklahoma State Department of Health State tobacco prevention media campaign messages: *Relax...Breathe Easy* and *Tobacco Stops with Me* campaigns. The coalition used these messages in the information and awareness packets that were distributed to stakeholders and elected officials. Coalition representatives partnered with the City of Tahlequah's Public Library about the vision for the campaign. The library was an ideal selection because children and families had been subjected to secondhand smoke by individuals smoking at the entrance to the library. The coalition was allowed to set up a poster presentation in the display case in the atrium of the library. This poster included information about litter in the parks, SWAT team youth and their role in picking up cigarette litter in the parks, and pictures of SWAT team youth and children playing in the parks. A SWAT event was hosted by a local partner agency as another community awareness event and to pick up cigarette butts around the library. The collected cigarette butts were displayed, Tahlequah Daily Press was present, and a photo was published in the newspaper the next day to promote public awareness (See Appendix E).

One month later, a coalition representative reported that the Tahlequah Garden Club had an interest in the campaign and wanted to learn more. The coalition chairperson gave a presentation to 15 members of the local Garden Club during their monthly meeting discussing the harmful effects of secondhand smoke, the problem tobacco litter creates in public parks, and the need to help communities change social norms. The coalition discussed the possibilities of having the local Garden Club to join and advocate for tobacco-free parks since members of the Garden Club work in the city parks planting flowers and shrubs. Club members were aware of the huge problem of cigarette litter, secondhand smoke, and the need for social change. The club was introduced to the coalition along with its purpose and mission, the concept of youth SWAT teams

being involved in policy advocacy, and the organization’s impact on the community. Finally, the club was invited to a Kick-off Campaign that was coordinated to begin with a Mayoral City Proclamation of a Kick Butts Day. Kick Butts Day is a national day of activism that empowers youth to speak up and take action against “Big Tobacco.” More than 2,000 events take place from coast to coast. Big Tobacco includes the large tobacco retail companies (Phillip Morris, Altria, Reynolds American (RJR), and Lorillard) that historically have targeted children through point-of-purchase advertising, sponsorship, promotion, advertising, and product placement in movies. The Kick Butts park event was hosted by SWAT team youth and the coalition members. SWAT team youth used this event to pick up cigarette butts. The club was very open to the presentation. Educational materials were distributed, and a written invitation was sent to invite them to participate in the proclamation and Kick Butts Day. They agreed to have representatives at both events and continue to support the tobacco-free parks initiative by attending meetings and continuing to maintain the beautiful parks.



Figure 2. “No Tobacco in Our Park”

Meet with Local Decision Makers

In March 2010, the coalition met with the City of Tahlequah Mayor. Coalition representatives discussed tobacco-free parks and the upcoming Kick Butts community awareness event in the park. Attendees were Garden Club President, Students Working Against Tobacco Adult Partners, a representative from the local school district Cherokee Nation Health Educators and the Communities of Excellence Tobacco Control Coalition Chair person. Topics discussed were harmful effects of secondhand smoke even in open areas, cigarette litter, and the need to change community social norms. A written invitation was given to all attendees, inviting them to the City Kick Butt event in the park. The materials were distributed and included data concerning secondhand smoke, litter, and the influence smoking in parks and recreational areas have on youth and adults. The mayor took additional copies to share with the city council members. An additional packet was sent to the parks manager and parks board members. The mayor expressed interest in adopting a healthier community through clean air policies and agreed to talk with other city council members. Examples of policy and ordinances from cities in Oklahoma who adopted tobacco-free parks were shared and distributed. The mayor took examples to the city attorney to review for policy and language and invited the coalition to present at the next scheduled city council meeting. The mayor and coalition representative had pictures taken with the Kick Butts City Proclamation and it appeared in the local daily newspaper the next day.



Meet frequently with the elected officials to learn the process for adoption of policies/ordinances

Prepare a Draft Tobacco-Free Ordinance

The coalition members met with the city attorney to provide samples of model tobacco-free parks policies. The city attorney prepared a draft of the ordinance for the city council to review and approve. It is important to review the draft ordinance for language and content, as this will ensure any errors and make certain the language is exactly what you intend for it to say before it is presented to the city council for final approval.



Figure 3. Steering Committee Member



Figure 4. Tahlequah City Council Meeting

Preparing for the Presentation to Decision Makers

The coalition sponsored a Kick Butts event in one of the city parks. Sixty SWAT team youth from six SWAT teams participated along with coalition members, community partners, the local Garden Club, the City Parks Authority, SWAT Adult Partners, and citizens of the city.

Approximately 4,900 cigarette butts were

collected by the SWAT teams. The

Tahlequah Daily Press and a

representative from Cherokee Nation Communications attended the event, took pictures, and

interviewed participants. The next day a story appeared in the *Tahlequah Daily Press* and in the

Cherokee Phoenix — a monthly Cherokee Nation newspaper (See Appendix E).



Figure 5. SWAT Youth picked up 4,892 cigarette butts in one local park

Youth Leadership and Advocacy

Further involvement of SWAT youth included

presenting an educational message to city

council members and local citizens. The

presentation included a discussion about why

students want tobacco-free ordinances in

parks and recreational facilities and concluded

with students asking that an ordinance be

adopted. This presentation was pivotal in the



Figure 6. Cherokee Nation Sequoyah SWAT members

city council’s decision to draft a tobacco-free ordinance that included all parks and recreational facilities in the city. Other non-traditional members who attended the city council meetings included representatives from the Garden Club, Parks Authority, law enforcement, and concerned community members.

Action Step 10: Implement the PSE Change Strategy

The coalition implemented a draft plan that included tasks, partner responsibilities, and a general timeline. This plan is represented in Table 2.

Table 2: Implementation Plan

Tasks	Person responsible	Timeline
Develop and install signage	Tribal health educator	One month after ordinance adoption
Train law enforcement	Tobacco Control Coalition staff and tribal health educator	Ongoing
Develop and distribute media campaign promoting the ordinance	Tobacco Control Coalition staff and tribal health educator	One month after ordinance adoption
Train adults and youth to advocate tobacco-free parks ordinance at all community park events	Tobacco Control Coalition staff and tribal health educator	Ongoing

Action Step 11: Make Sure Your Policy Includes a Method of Enforcement

The coalition recognized the need to support enforcement. The city addresses enforcement in the language of the ordinance by establishing guidance on violation and penalty. A person who violates the ordinance could be fined \$10 – \$100. The coalition worked with the city to develop and purchase tobacco-free park signage to install in all the city parks. Several events are planned for the future as part of an awareness campaign of the tobacco-free parks.

Action Step 12: Refine Evaluation and Sustainability Activities and Strategies

In order to determine the readiness of the community to adopt a tobacco-free ordinance in all city parks, the coalition identified the need to conduct a survey to determine baseline data before policy adoption. A follow-up paper/pencil or online survey assessing knowledge, attitudes, and behaviors about tobacco prevention policies will be developed, and the coalition will coordinate the implementation of the survey to key informants and communities. The coalition will consider utilizing the youth SWAT teams to assist in the administration of the survey.

SECTION 4: EVALUATING & SHARING

Action Step 13: Review Data

To determine short-term successes and identify whether the action plan objectives were met, the steering committee was able to access video of the actual city council meetings where the tobacco-free parks ordinance was discussed and debated. The steering committee was able to watch the videos to identify areas of concern for the city council that could help refine media messages and materials for increasing awareness. A copy of the actual ordinance was used as a measure of success, and the coalition did media-tracking of any articles, letters to the editor, or television coverage that happened after adoption of the ordinance. Media-tracking helped determine the level of awareness of community residents and access to sponsored media versus media that was donated.

Action Step 13: Identify Challenges and Barriers

The coalition partners identified the need to be more diligent in involving law enforcement in the educational and process plan from the very beginning. A key barrier included scheduling time with law enforcement to secure buy in from this sector of the community. Attempts were made during the strategy process to get law enforcement involved, but a barrier for them was time and availability. The coalition had the opportunity to address this concern about enforcing the tobacco-free parks ordinance during the first reading of the ordinance at a city council meeting. To help with enforcement, the coalition spokesperson responded to their concerns by discussing how the coalition would conduct a public awareness campaign and events promoting the ordinance and how permanent signage would be utilized.

Action Step 14: Communicate Results

The coalition identified the importance and need for ongoing communication such as face-to-face meetings, e-mails and phone calls with partners and city officials, throughout the policy process. To promote the overall impact of the tobacco-free parks ordinance, the coalition promoted the adoption of the new city ordinance through paid ads and earned media. Several newspaper publications and radio announcements were made congratulating community leaders for the unanimous adoption of tobacco-free parks. The ads recognized the importance of adult role modeling for children and noted the positive impact the ordinance had on children's health and promoting a healthy environment. The City of Tahlequah was congratulated for promoting a 100% tobacco-free policy in all city parks. The coalition thanked Tahlequah's community leaders for taking action to provide healthy environments for our families and children. SWAT youth and

coalition members wrote letters to the editor thanking our city council for their progressive actions in targeting secondhand smoke and environmental hazards that cigarette litter creates. Earned media included local television coverage with interviews that included the mayor and community citizens utilizing the parks, documenting both the positive and negative response to the new ordinance. Several pictures of park settings with people enjoying the parks were published in the local newspaper.

SWAT youth assisted in promoting the city ordinance by participating in Movies in the Park community event sponsored by the local Chamber of Commerce and partnered with Tahlequah Public Schools in disseminating tobacco control information to movie goers. Coalition members met with law enforcement to answer questions about how to enforce the ordinance. Cherokee Nation provided signage to place in all parks denoting tobacco-free parks. Letters to the editors were written by SWAT youth and coalition members to congratulate the mayor and the city council for their adoption of the ordinance.

Messaging Strategies and Channels

Messaging channels used included radio, cable TV and local TV station broadcasting, newspapers, e-mail and Facebook. Handouts were distributed to the public at Movies in the Park. The most effective messaging strategies were printed advertising and letters to the editor in the local paper.

Action Step 15: Identify Next Steps

The coalition identified challenges with the strategies during the monthly coalition meeting. It was determined that more education and awareness needed to be conducted with local law

enforcement by inviting them to be coalition members and sharing information from other cities that have passed tobacco-free parks ordinances. Plans are to identify a law enforcement champion to serve on the coalition and assist with developing training and awareness materials to be used when working with law enforcement personnel. The steering committee will work in developing the next phase of a media campaign to promote the awareness of the tobacco-free parks ordinance throughout Cherokee County. The Cherokee Nation plans to use the information and replicate it in other communities and counties throughout the Cherokee Nation Jurisdictional Area.

Action Step 16: Continue and Complete Sustainability Strategies and Evaluation Measures

The coalition will continue to work with local officials and law enforcement to ensure enforcement and maintenance of the tobacco-free parks ordinance by assessing the implementation process and identify any changes or challenges that need to be addressed in enforcement procedures. Also, the coalition will continue to promote the coalition's success by recognizing and thanking key partners through community publications, such as local newspapers and radio, and will monitor these activities through media tracking.

In 2011, the Communities of Excellence Tobacco Control Coalition Program assessed city parks for adequacy of the tobacco-free park signs to determine if more signage was needed. (See Appendix F) It was determined there were not enough signs, and the Tobacco Control Program will advise the new city mayor about this issue. The SWAT teams picked up cigarette litter on that day collecting 2,928 butts. The Tobacco Coalition will continue to monitor this each year.

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APPENDICES

Appendix A: Sample Action Plan Template

Action Plan – 24/7 Tobacco-Free Public Places Policy

Goal: Eliminate Exposure to Environmental Tobacco Smoke (ETS)			
Objective: By September 2010, increase the number of tobacco-free parks in the City of Tahlequah from zero (0) to seven (7).			
Tasks:	Person (s) responsible	Timeframe	Budget
Tobacco Coalition discusses and drafts an action plan for tobacco-free city parks for Tahlequah	Communities of Excellence Coordinator & County Tobacco Control Coalition	October 2009	-0-
Meet with Mayor to discuss city parks going tobacco-free. Bring examples of how cities accomplished it	Communities of Excellence Coordinator & County Tobacco Control Coalition	November 2009	-0-
Draft City Ordinance for Tahlequah City Council Need samples of other ordinances as guide	Communities of Excellence Coordinator & County Tobacco Control Coalition	January 2, 2010	-0-
Meet with other key leaders and/or city officials to feedback about a tobacco-free ordinance	All members of the Tobacco Coalition	January-February	-0-
Have SWAT students and Coalition Members write letters to the editor about the benefit of having tobacco-free parks	Communities of Excellence Coordinator	February - March	-0-
Kick Butts Day March 25, 2010 SWAT Teams will pick up cigarette butts in Tahlequah city park as part of an Awareness Day for tobacco-free parks Must contact all SWAT Adult Partners (AP's) in	Community of Excellence Coordinator SWAT Coordinator Safe School Coordinator Tribal Health Educator	Approx 1 month prior April 12, 2010	\$150.00

Tahlequah and surrounding communities for SWAT students to attend and participate in picking up cigarette butts. Invite media for photo opportunity			
Talk with Executive Secretary of the City of Tahlequah to get on the agenda for City Council meeting	Community of Excellence Coordinator	April 2010	-0-
Schedule media with radio and newspapers	Community of Excellence Coordinator & Tobacco Control Coalition	April 2010	\$100.00
Coordinate with SWAT Teams – practice with SWAT Leaders on presentation to City Council	SWAT Coordinator	April 2010	-0-
City Council meeting – As many SWAT youth as possible should attend the meeting; contact all adult partners to coordinate SWAT teams. Designate one adult spokesperson to be ready to answer any questions the Board may have.	SWAT Coordinator Safe Schools Coordinator	May 2010	-0-
Be prepared to discuss enforcement, fines, clean and signage	Community of Excellence Coordinator	May 2010	-0-
Ordinance passes and goes into effect June 1, 2010		May 2010	-0-

Meeting with Mayor over signage Discussion of signs-need examples of other tobacco-free parks signs	Tribal Health Educator	June 2010	-0-
Design signs and get approval from the Mayor	Tribal Health Educator	August 2010	-0-
Have a celebration dinner or activity for all partners and coalition members, schedule meeting room, invite local newspapers	Community of Excellence Coordinator	August 2010	\$100.00
Order 28 signs for 7 city parks	Tribal Health Educator	August 2010	\$2,352
Once the sign are completed have a media event in the park with SWAT youth teams and coalition members, City Leader and Mayor to present new signs	Community of Excellence Coordinator	September 2010	-0-
Hold several awareness events for Tobacco-Free parks throughout the year including Kick Butts Day, World No Tobacco Day and on the 1 year anniversary June 1, 2011	Community of Excellence Coordinator	March- June 2011	\$500.00

Appendix B: Sample Ordinance

ORDINANCE NO. 1170- 2010

Tahlequah

AN ORDINANCE RELATING TO THE PROHIBITION OF TOBACCO USE IN CITY PARKS AND RECREATION AREAS, AND PROVIDING FOR PENALTIES AND ENFORCEMENT.

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF TAHLEQUAH, OKLAHOMA, IN SESSION ASSEMBLED, THAT THE PROVISIONS OF THIS ORDINANCE SHALL AMEND AND BE MADE A PART OF CHAPTER 4, OFFENSES AGAINST THE HEALTH, WELFARE AND MORALS, OF PART 10, OFFENSES AND CRIMES, OF THE CODE OF ORDINANCES OF THE CITY OF TAHLEQUAH, OKLAHOMA, AND THE SECTIONS OF THIS ORDINANCE MAY BE RE-NUMBERED TO ACCOMPLISH THIS INTENTION.

SECTION I: Sections 10- 426.5 through 10- 426.7 of Chapter 4, Part 10, of the Code of Ordinances of the City of Tahlequah are hereby renumbered with no change to the text:

10- 426.6: POSTING.

10- 426.7: VIOLATION AND PENALTY.

10-426.8: ENFORCEMENT.

SECTION II: A new Section 10- 426.5 of Chapter 4, Part 10, of the Code of Ordinances of the City of Tahlequah is hereby added to read as follows:

§ 10-426.5: TOBACCO USE IN CITY PARKS PROHIBITED.

- A. The use of tobacco is a public nuisance, is dangerous to the health of both adults and children, and sets an unhealthy example for the City of Tahlequah's youth and children. Therefore, the use of tobacco in any form is hereby prohibited in all City-owned parks. The use of tobacco in any form shall also be prohibited in and around all public restrooms located in City-owned parks, and in and around all parking lots adjacent to City-owned parks.
- B. For purposes of this section, a "City-owned park" shall be defined as any parcel of open land which is owned by the City of Tahlequah and used for recreational activities, including all walking and bicycle trails, golf courses, ball fields, skate parks, and other fields or facilities used for sporting events.
- C. Any person who knowingly violates this section is guilty of a misdemeanor and upon conviction thereof, shall be punished in accordance with the penalty provisions of Section 10-426.7.

SECTION III: REPEALER

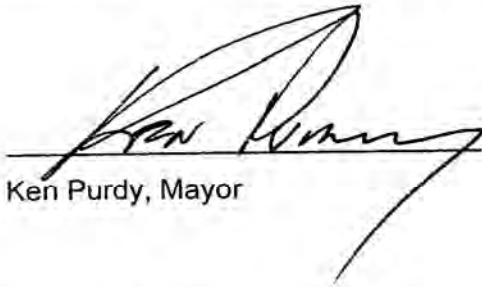
All ordinances or parts of ordinances, in conflict with this ordinance are hereby repealed to the extent of the conflict only.

MAY 2010
CITY CLERK
CITY OF TAHLEQUAH

SECTION IV: SEVERABILITY


If any part or parts of this ordinance are deemed unconstitutional, invalid or ineffective, the remaining portion shall not be affected but shall remain in full force and effect.

PASSED AND APPROVED BY THE CITY COUNCIL OF THE CITY OF TAHLEQUAH,
OKLAHOMA, ON THIS 3rd DAY OF MAY, 2010.




Ken Purdy, Mayor

Approved for Form and Legality:



Park Medearis, City Attorney

Attest by:



City Clerk

RECEIVED
MAY 26 2010
TASCO USE
REVENUE SERVICE

Appendix C: Sample Signage



WELCOME

Help Keep Our
Parks Healthy

**ALL
TOBACCO USE
PROHIBITED**

©WKS DJP
Sign Contributed by: CHEROKEE NATION®

Appendix D: Sample Letter to the Editor

May 10, 2010

Letter to the Editor:

I would like to commend the Mayor, City Council, and the Town Newspaper on their support of the tobacco-free parks ordinance. Tobacco-Free Parks Make Sense. H.D. Steele of Brown and Williamson (tobacco industry) quoted “very few consumers are aware of the effects of nicotine i.e., its’ addictive nature and nicotine is a poison.

According to the American Poison Control nearly 8,000 children each year are poisoned by the ingestion of cigarette butts. Secondhand smoke has been categorized as a known human carcinogen, a cancer causing chemical in the same category as radon, benzene, and asbestos. Secondhand smoke in outdoor public places can reach levels as high as indoor facilities where smoking is permitted. Cigarette butts, made of plastic cellulose acetate, take approximately 15 years to decompose.

Inside or out tobacco is harmful to your health and others, and the cigarette litter is harmful to our Earth. Our city already has a local prevention of youth access to tobacco ordinance, a local clean indoor air ordinance, and now a tobacco-free parks ordinance. Our city is sending a clear message that it promotes healthy communities!

Jane Doe
Community Prevention Coordinator
Chairperson of the Bringing Everyone’s Strengths Together Coalition

Appendix E: Earned Media

Area citizens show up to 'Kick Butt'

By TRAVINA COLEMAN
Press Staff Writer

More than 40 people showed up at Sequoyah City Park Wednesday afternoon, armed and ready to rumble with a common enemy, the unsightly litter of discarded cigarette butts.

The Cherokee County Tobacco Control Coalition coordinated with Students Working Against Tobacco (SWAT) and Kids Connections to host Kick Butts Day, an event to help raise awareness about the litter caused by cigarettes.

"I call them toxic little dumps," said Carol Choate, communities of

excellence coordinator for the CCTCC. "Those cigarette butts don't disintegrate, it can take years."

Several students turned out for the event, each one donning rubber gloves and grabbing plastic bags to troll through the Spring Creek area in the park.

"I think as youth, we are the voice to speak out," said Jessica Davis, Tablequah High School student. "It's littering, and it's not good for the environment. Parents who are smoking in the park are setting bad examples for other children. They need to step up and be good role models."

See Butt, page 2A



Members of Students Working Against Tobacco from Tablequah Public Schools and Sequoyah High School showed up for the kick-off of Kick Butts Day in Tablequah Wednesday afternoon.

Photo by Travina Coleman

Butt

Continued from page 1A

The SWAT group seems to keep getting bigger, according to Megan Larney, Sequoyah High School senior and vice president of the school's SWAT chapter.

"It's an important subject," she said. "And it's good to see so many other school continue to get involved."

The turnout was a little surprising to Regina Martin, director of Kids Connections.

"It's a little cloudy, but there are a lot of people here," she said.

Choate, also a registered nurse, said the local

What's next

The Cherokee County Tobacco Control Coalition will be presenting a proposal to prohibit smoking in city parks at the Tablequah City Council meeting Monday, April 5 at 7 p.m. in the council chambers at City Hall.

SWAT organization and the CCTCC met with Tablequah Mayor Ken Purdy and Ward 4 City Councilor JoAnn Bradley to present a proposal for tobacco-free parks in the city.

"You know, these places are where children

play," Choate said. "The younger ones will pick just about anything up and put it in their mouths."

Ben Berry, Tablequah City storm water manager, was excited to see the groups of people working hard to pick up the litter.

"We've been trying to get local businesses involved in something like this," Berry said. "It's just ridiculous how many butts are lying around."

Berry hopes to work with the CCTCC and SWAT to continue the effort.

"I want to lend my help I can," he said. "It just

makes sense."

Choate said using tobacco in the parks is just bad for public health.

"Cigarettes are the most littered item in the United States and the world," Choate said.

That's billions of butts flicked, one at a time on our sidewalks and in our parks, every day. It has to stop. If you can smell a cigarette, it's not good for you."

Choate said the group will be moving forward at the next city council meeting to push an ordinance for "Tobacco-Free Parks and Recreation."

Appendix F: Sample Needs Assessment for Adequacy of Tobacco Free Park Signage

TOBACCO FREE PARKS

Needs Assessment for Adequacy of Tobacco Free Parks Signage

(Engage youth in a needs assessment to determine adequacy of “Tobacco Free Parks” signage)

Date: 4-11-2011

Name of Park/Location: Sequoyah City Park

Observations	All	Some	None	Notes: If applicable, describe location or tobacco related litter/ashtrays
Tobacco free signage locations:				
Parking lot entrance		✓		Entrances covered
Park entrance	✓			Need stickers on bathrooms Park Historical Homes need signs
Restroom entrances			✓	Main bridge needs signs
Play ground equipment			✓	Need sign at picnic shelter
Restroom entrances		✓		Park was canvassed this day 2,928 cigarette butts collected
At perimeters of property			✓	
Walking/bicycle trails			✓	
Tobacco Related litter (butts, cans, packs)			✓	
Ashtrays present			✓	

Appendix G: Partnership Ad



Celebrating Tahlequah

one year of tobacco-free parks

Tahlequah's community leaders recognize the importance of adult role modeling for children. To make a positive impact on children's health and to provide a healthy environment, the City of Tahlequah promotes a 100% tobacco-free policy in all city parks. In an effort to protect parents, children, patrons and visitors, these parks prohibit tobacco use on all property 24 hours a day, 365 days a year.

We thank Tahlequah's community leaders for taking action to provide healthy environments for our families and children!

To learn more about tobacco-free parks or to get involved in tobacco prevention, please contact the Cherokee County Communities of Excellence Tobacco Control Coalition at (918) 931-8161.

TOBACCO STOPS WITH ME.
StopsWithMe.com