

Summit County Part I Nicotine Tax Funding 2024-2029 Strategic Plan

September 2023



For more information, please contact:

Becky Peltier

Health Promotion and Prevention Specialist
Summit County Youth and Family Services
Becky.peltier@summitcountyco.gov

Elizabeth Edgar

Youth and Family Services Manager
Summit County Youth and Family Services
Elizabeth.Edgar@summitcountyco.gov

OMNI Project Team:

Lauren Barrette, Christina Chavez, Ona Crow, Holen Hirsh, Ivonne Parra, and Shon Reed

Suggested Citation:

OMNI Institute (2023). 2023-2028 Strategic Plan. Submitted to Summit County Youth and Family Services, Summit County, Colorado.

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Supplemental Documents:

- Implementation Plans
- Evaluation Framework

Introduction

Dear Summit County,

The Summit County Tobacco Coalition (Coalition), operating within Youth and Families Services of Summit County Public Health Department, is excited to introduce this Strategic Plan that will guide our actions over the next five years. This plan is the result of effective collaboration and thorough planning, aligning with established principles of strategic planning in public health.

The term 'nicotine' throughout this report refers to all nicotine and tobacco products including cigarettes, vaping devices, etc.

Summit County is a leader in the field of reducing nicotine product usage, often serving as a model for other communities. The efforts of the Coalition have been working: this year represents the first year there was a decline in revenue from the Nicotine Tax, indicating reduced sales of nicotine products in our community. This is an incredible success! This decline in income also signals a need to focus on sustaining the successful efforts of the Coalition to ensure the continuation of these positive impacts over the long term. This Strategic Plan builds on that success and will guide the Coalition towards sustainability while strengthening the positive impact in the community.

This plan was shaped by a detailed Strengths and Needs Assessment, which incorporated both existing data alongside direct feedback and input from across the community, with a special focus on people who would be impacted by the plan. A data-informed, collaborative decision-making process was used to develop this plan, with a diverse group of key leaders and community members making the final decisions on the goals and strategies represented here.

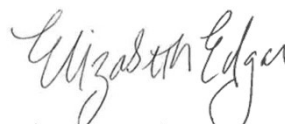
This plan includes only proven strategies and best practices that align with the current research in the fields of prevention, early intervention, and treatment as they specifically relate to nicotine products, ensuring the efforts will generate measurable change. We recognize that emerging research may provide new insights over the course of this plan, and that implementing strategies in real life always requires some level of adaptation. As such, this plan is intended to be flexible as new information comes to light, but the intent is to work with the greatest fidelity possible in order to have the biggest impact. Additionally, this plan is aligned with other plans in the community, such as the 2023 Community Health Improvement Plan, in a way that reinforces and boosts, rather than duplicates, the impacts of the collective work in the community.

Together, we are shaping a healthier Summit County.

Thank you,



Becky Peltier
Health Promotion and Prevention Specialist
Summit County Youth and Family Services



Elizabeth A. Edgar, M.A., M.Ed.
Manager
Summit County Youth and Family Services

Strategic Plan at a Glance

GOALS

STRATEGIES

PREVENTION EDUCATION

Provide consistent, positive, and non-punitive prevention and cessation education and support across the community to prevent the initiation of nicotine use and to shift community norms so nicotine use is viewed as undesirable and socially unacceptable.

- ❑ Identify and implement evidence-based, age-appropriate prevention education and curriculums. Utilize consistent messaging for elementary school through high school aged youth.
- ❑ Train trusted adults on how to support prevention and cessation for youth of all ages to ensure a consistent message across the community, youth contacts, and organizations.
- ❑ Adapt the current marketing campaign to ensure it is an evidence-based, positive norms marketing campaign that leverages the strengths of the existing culture in Summit County to shift community norms around nicotine use.

YOUTH EARLY INTERVENTION

Provide non-punitive early intervention support for youth to reduce the likelihood of long-term addiction to nicotine products.

- ❑ Identify and implement non-punitive early intervention responses for middle school and high school youth who are caught with or using nicotine products and connect youth to cessation resources.

POLICY CHANGE

Determine the feasibility (legally, politically, etc.) of the following local policy changes. If any of these are determined to be feasible, develop and implement a policy change plan for those policies.

- ❑ Establish designated smoke- and vape-free zones in frequented community areas.
- ❑ Create a ban on flavored nicotine products.
- ❑ Increase consistent enforcement and stronger penalties for retailers and employees for selling nicotine products to youth.

INTERNAL ORGANIZATIONAL IMPROVEMENTS

Building on the success of the Coalition and current efforts, improve and sustain the work of the Coalition through internal improvements.

- ❑ Develop and implement a sustainability plan to ensure long-term success of the Coalition and its efforts.
- ❑ Improve inclusion of diverse community members across all activities of the Coalition by improving language accessibility and cultural relevancy for both internal and external activities.
- ❑ Provide education for the Coalition members around data integrity and validity of key community measures.

Summit Tobacco Coalition Background

Thanks to the hard work of the Summit Tobacco Coalition over many years, in 2019, the county-wide Nicotine Sales Tax was passed that increased tax on cigarettes to \$4/pack, and a 40% increase in sales tax for all other nicotine and tobacco products, plus graduated increase of 10% each year for 4 years with a tax of 80% starting in 2024. The full ballot language is included in Appendix A. After the tax was passed, the Coalition worked to address foundational strategies outlined in the ballot language, such as:

- Providing education about the harmful impacts of nicotine,
- Improving the health of citizens that stem from use of nicotine,
- Providing addiction, prevention and intervention programs,
- Supporting local law enforcement with the laws, rules, and ordinances related to nicotine products, and
- Improving the availability of affordable healthcare services in Summit County, including at the community health clinic and school-based clinics.

In 2021 and 2022 the Coalition decided to invest funds into a wide variety of prevention, intervention, and treatment programs working with community partners. An overview of the work is outlined in the chart below. These agencies and activities are considered foundational to the nicotine tax effort.

This Strategic Plan is intended to build upon the current prevention, intervention, and treatment work that has been so successful, which includes continued funding for the School District, Summit Community Care Clinic, Building Hope, and Youth and Family Services. The strategies and goals contained in this plan are intended to be implemented in addition to the current work, to bolster the success the Coalition has already seen, and ensure sustainability over the long term.

Community Agency	Key Activities
Summit School District	-Increased hours of school district nurses and the school district social worker -Implemented and maintained curriculums such as Catch My Breath & Teen Intervene -Provided community and parent trainings -Increased support for student referrals to counseling services and crisis reentry -Piloted vape detectors in schools
Summit Community Care Clinic	-Increased intervention and treatment services, including tobacco treatment specialists, navigation services and nicotine replacement therapy (NRT)
Building Hope	-Provided and promoted positive community events for adults and youth -Offered scholarships for individuals to receive 12 free cessation counseling sessions
Youth & Family Services	-Contracted with Effct.org to run 3 local media campaigns: Vaping Sucks, Real Stories of Summit County, and I Choose My Future -Promoted vape take back disposal sites and Healthy Habit Exchange program -Hired a Peer Mentoring Specialist to develop more peer support opportunities -Supported YESS (Youth Empowerment Society of Summit) Coalition to provide input and ensure youth perspective -Provided tobacco retailer education and coordinated compliance checks -Provided community and parent trainings
Towns & Law Enforcement	-Conducted compliance checks with county retailers who sell nicotine products -Developed penalty structures to address noncompliance

Strategic Plan Contributors

These Summit Tobacco Coalition members and key leaders in the community contributed to the development of this Strategic Plan:

Summit County Youth & Family Services

- Nicole Batway
- Elizabeth Edgar
- Becky Peltier
- Yess Vinueza

18 Youth from YESS

- V.T., C.H., A.K., M.F., A.B., A.M., K.B., K.C., D.H., M.D., E.F., J.R., R.A., J.E., H., E.B., K.E., and J.N.

Effct.org

- Nick Brown
- Miles Iten

Summit School District

- Jill Brenner
- Betsy Duerk
- Stefanie Kremer
- Brandon Smith

School Resource Officers, Sherriff's Office

- Patrick Finley
- James Clark

Town & County Leaders

- Katie Bradbury, Frisco
- Tom Fisher, Frisco
- Nathan Johnson, Dillon
- Laura Kennedy, Silverthorne
- Diane McBride, Frisco
- Mack Russo, Breckenridge
- Bridget Schirmers, Silverthorne
- Jenny Wood, County

Summit Community Care Clinic

- Susan Robertson

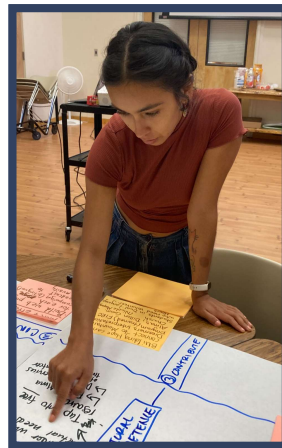
Building Hope

- Kristen Griffin
- Ravi Jaishankar
- Nicole Maynard

FIRC

- Hannah Gall
- Allie Richmond

- Eric Brodell, **Colorado School of PH**
- Don Parsons, **Community Leader**



Planning Process

Decision-Makers: The Coalition & Community Input

The Summit Tobacco Coalition was the primary decision-making body for this Strategic Plan (all contributors are listed on the previous page titled “Strategic Plan Contributors”). The Coalition is comprised of a diverse group of people from across Summit County, including youth, Summit School District, Summit Care Clinic, Building Hope, Effct.org, community leaders, law enforcement, and community partners. Key leaders, such as tobacco retailers, town managers, and youth, from across the county were brought in at pivotal decision-making points throughout this process to ensure this Strategic Plan meets the needs of all who will be impacted by this plan.

The Goals and Strategies presented here are the results of collaborative data-driven decision-making, identifying evidence-based strategies, and aligning with what is needed in the community. The community-based decision-making process used throughout this process ensures that this Strategic Plan will best serve the diverse needs of the Summit County community.

Process Overview

Below is a high-level summary of the planning process used to develop this Strategic Plan, followed by a more detailed explanation of each step on the following page.



Planning Process

Planning Process Synopsis

Below is a detailed outline of the planning process used to develop this Strategic Plan. Consensus decision-making was utilized for all major decisions, and various facilitation techniques, coupled with technological platforms (such as Mentimeter), allowed for everyone to provide input, both during and in between meetings.

- **Established the Foundation.** Grounded the work in Summit County's local context and built buy-in from all key partners and community members. The Risk and Protective Factors Framework was used to ground the Coalition in best practices prior to beginning the strategic planning process.
- **Completed Strengths & Needs Analysis.** Collected data to support data-driven decision-making, utilizing primary and secondary methods. Primary data involved 31 participants, including educators, community members, healthcare providers, tobacco retailers, youth, and health department representatives. The secondary data review summarized key health information from BRFSS*, HKCS*, and program data sources.
- **Review Strengths & Needs Assessment and Identify Key Themes.** The Coalition reviewed the results from the Strengths & Needs Assessment and identified ideas and key themes to inform goals and strategies.
- **Narrowing and Analysis of Key Themes.** Based on Coalition feedback, key themes were compiled into goals and strategies, which were further narrowed based on current research and best practices. An analysis of alignment, strength of evidence, resources, prevention focus, and ease of implementation was conducted.
- **Key Leaders Set Goals & Strategies.** A group of key leaders reviewed the analysis from the previous step and prioritized the final goals and strategies represented in this Strategic Plan.
- **Coalition Finalizes Strategic Plan.** The full Coalition refined and approved the goals and strategies identified by key leaders in the previous step. Then, the Coalition worked collectively to inform action steps and cultural relevancy for each goal and strategy.
- **Completed Implementation Plans.** Strategy leads took information collected from the Coalition to complete Implementation Plans, including action steps and cultural relevancy strategies to complete the strategy in the 5-year time period encompassed by this plan.
- **Built Evaluation Framework.** An Evaluation Framework, including a Logic Model, was then established to monitor and evaluate the Part I Nicotine Tax Initiative's progress and impact in Summit County over the next five years.

*BRFSS: Behavioral Risk Factor Surveillance System; HKCS: Healthy Kids Colorado Survey

Strengths and Needs Assessment Highlights

Secondary data review and primary data collection provided valuable insights into current social norms, risk factors, strengths, needs, and future visions of reducing tobacco and nicotine product use in Summit County. The findings were summarized for a Data Gallery Walk for the Coalition. Key highlights are shared here, with the full Data Gallery Walk included in **Appendix B**.

Youth Vaping

Peer pressure and the availability of flavored products drive some students to vape, influenced by social norms that prioritize discreetness and reduced stigma.

“ I think people just [want to] relate to people in this community. Like it's a small community and so like if you can have a friend group that is not vaping, then you're less likely to do it.”
– Focus Group Participant

Vape Products usage in past 30 days¹



83.4% of Summit high schoolers and **96.6%** of Summit middle schoolers have *not* vaped in the past 30 days.¹

Why SHS students used Vape Products?¹

Reasons	%
Influenced by friends and family	44.7%
Flavored Vapor Products	23.7%



Social Influences present in Summit County that predict the initiation of nicotine use, according to focus group and interview respondents:²



Peer Pressure



“Cool” Flavors



Ease of Access



Low Perception of Harm

“ The smell is probably the major thing. That's probably why people, you know, go for vaping as well as the flavors. You know, flavored nicotine tastes better than tobacco, but it also gives you that buzz that we need from a cigarette when you are a smoker.”
– Focus Group Participant

In Summit County, youth often turn to vaping due to social pressures, but it's essential to keep in mind that most youth do not use vape products regularly.



1. Healthy Kids Colorado Survey Dashboard. Department of Public Health & Environment. (2021). <https://cdphe.colorado.gov/healthy-kids-colorado-survey-dashboard>;
2. Jayakumar, N., O'Connor, S., Diemert, L., & Schwartz, R. (2020). Predictors of E-Cigarette Initiation: Findings From the Youth and Young Adult Panel Study. Tobacco use insights, 13, 1179173X20977486. <https://doi.org/10.1177/1179173X20977486>

Strengths and Needs Assessment Highlights

Strengths & Needs in Summit County

Focus group and interview participants identified risk and protective factors specific to nicotine and vape use in Summit County. Common risk factors include easy access to nicotine products, community challenges, parental influence, cultural norms, and lack of awareness of vaping/smoking. In contrast, protective factors include community programs, individual engagement, positive relationships, and school activities promoting a smoke/vape-free and healthier lifestyle. **Participants also identified the following strengths and needs**

“ Because you’re told how [things] make you feel and then like, well I don’t wanna go to therapy and have to go talk it out, I’ll just vape it out.”
– Focus Group Participant



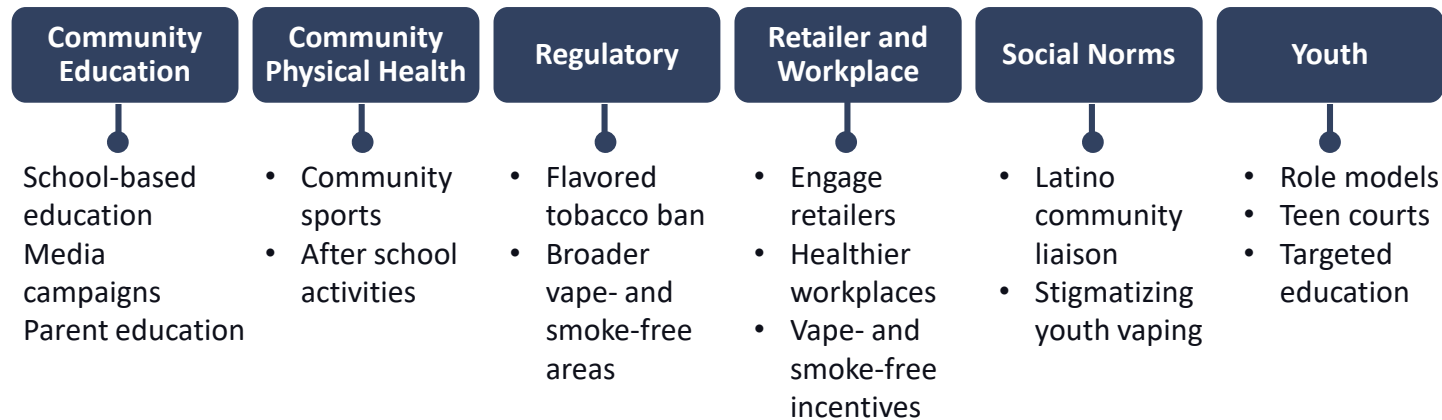
- Strengths** identified in the county include:
 - ✓ Progress in tobacco control measures
 - ✓ Providing resources to the community like the Community Care Clinic
 - ✓ Partnership with schools on student safety

- Needs** identified in the county include:
 - ✓ Addressing social determinants of health
 - ✓ Cultural competency in prevention messaging
 - ✓ Winter programming for youth and adults
 - ✓ Comprehensive mental health support

Community Vision

Focus group and interview participants shared approaches to reducing of nicotine and vape product usage in Summit County. Examples are shared below; see **Appendix B** for complete details.

“ The retail license here is actually a really good thing. It puts accountability at the point of sale, and I think that a continued and sustained effort to enforce the laws that are already in place in the county is very, very, very important.”
– Focus Group Participant



Strategic Plan

Strategic Plan Components Overview

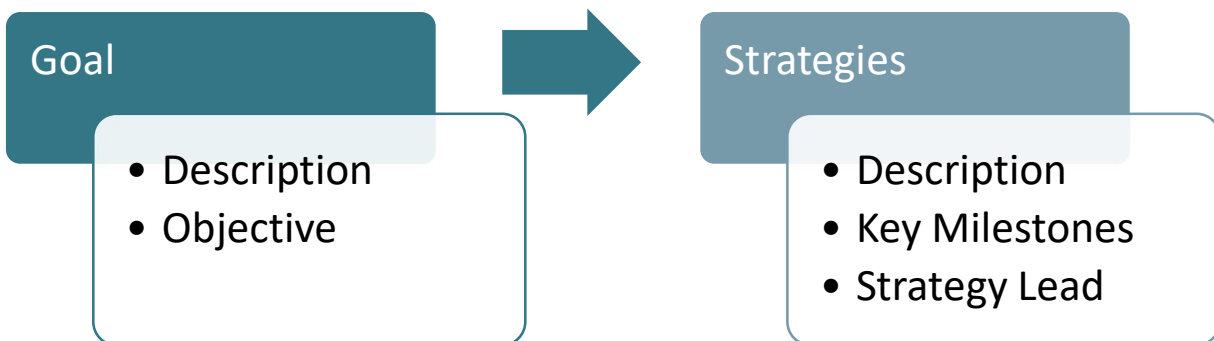
This plan consists of four core goals:

- Prevention Education
- Youth Early Intervention
- Policy Change
- Internal Organizational Improvements

Each goal is accompanied by a description and a measurable objective. These objectives serve as clear measurements, ensuring that the actions of the Coalition are specific, achievable, and aligned with the purpose of the Part I Nicotine Tax.

Within each goal, specific strategies are outlined. Descriptions of each strategy are provided, explaining their purpose and relevance. To monitor progress effectively, **Key Milestones** have been established for each strategy, providing checkpoints of progress over time to support successful implementation. A dedicated **Strategy Lead** has been designated for each strategy. The Strategy Lead is responsible for directing the implementation of their respective strategy in a culturally responsive and collaborative way.

This structured approach provides a clear roadmap toward the long-term goal of a nicotine-free Summit County, as well as promoting accountability and transparency.





PREVENTION EDUCATION

Provide consistent, positive, and non-punitive prevention and cessation education and support across the community to shift community norms to prevent the initiation of nicotine use.

Objective: By the end of Year 3, establish a county-wide initiative that combines evidence-based prevention education programs, training for trusted adults, and culturally relevant marketing campaigns to effectively shift community norms and prevent the initiation of nicotine use among youth and young adults in Summit County. Measure success by tracking a 25% reduction in youth who reported they ‘used [an] e-cigarette in the past 30 days’ compared to the baseline within five years. [2021 HKCS¹ indicated rates of 16.6% of high school youth and 3.4% of middle school youth for this metric, to be used as baseline data. A reduction of 25% would result in data points at or below 12.5% for high school youth and 2.6% of middle school youth.]

Strategy	Key Milestones	Strategy Lead
<p>#1 - Identify and implement evidence-based, age-appropriate prevention education and curriculums. Utilize consistent messaging for elementary school through high school aged youth.</p> <p><i>Consideration:</i> Possibility of extending the education and programming to Colorado Mountain College.</p>	<p>Year 1 – Curriculum & messaging identified Year 2 – Curriculum & messaging implemented and refined/adapted as needed Year 5 – Fourth year of curriculum & messaging, outcomes measures</p>	<p>Summit School District & Communities that Care</p>
<p>#2 - Train trusted adults on how to support prevention and cessation for youth of all ages to ensure a consistent message across the community, youth contacts, and organizations.</p> <p><i>Considerations:</i> Trusted adults – including parents, educators, coaches, mentors, employers, community members, and more – will be trained on how to:</p> <ul style="list-style-type: none"> • Identify vape products and when youth are vaping, • Understand the effects of vaping and nicotine use, • Provide cessation resources, such as education about Nicotine Replacement Therapy, to support quitting, and • Effectively intervene and support youth in ways that are aligned with best practices in prevention and the community norms this Plan is promoting. 	<p>Year 1 – Planning year, identify needs & resources Year 3 – Trusted Adult Trainings occurring around the community Year 5 – Refinements and evaluation to determine continued effectiveness</p>	<p>Youth and Family Services</p>

Strategies cont'd on next page

1. Healthy Kids Colorado Survey Dashboard. Department of Public Health & Environment. (2021). <https://cdphe.colorado.gov/healthy-kids-colorado-survey-dashboard>

Strategies
Continued



PREVENTION
EDUCATION

Strategy	Key Milestones	Strategy Lead
<p>#3 – Adapt the current marketing campaign to ensure it is an evidence-based, positive norms marketing campaign that leverages the strengths of the existing culture in Summit County, such as healthy and active lifestyles and a love of fresh air, to shift community norms around nicotine use.</p> <p><i>Marketing Campaign should:</i></p> <ul style="list-style-type: none"> • <i>Include positive stories – such as why people decided not to use or to quit,</i> • <i>Be non-stigmatizing of people who currently use,</i> • <i>Avoid scare tactics (which have been shown to be ineffective and can cause unintended harm), and</i> • <i>Encourage positive behavior change.</i> 	<p>Year 1 – Conduct research to determine best evidence-based messages</p> <p>Year 3 – Collect feedback for refinement and updates to messages</p> <p>Year 5 – Revisit messaging for relevance and measure outcomes</p>	<p>Effct.org</p>



YOUTH EARLY INTERVENTION

Provide non-punitive early intervention support for youth to reduce the likelihood of long-term addiction to nicotine products.

Objective: By the end of Year 2, establish and implement a non-punitive early intervention protocol for middle and high school youth caught with or using nicotine products, ensuring alignment with messaging in the Prevention Education goal. Aim for at least an 80% adherence rate to the protocol within one year of implementation.

Strategy	Key Milestones	Strategy Lead
<p>#1- Identify and implement non-punitive early intervention responses for middle school and high school youth who are caught with or using nicotine products and connect youth to cessation resources.</p> <p><i>Strategy should:</i></p> <ul style="list-style-type: none"> • <i>Be evidence-based and culturally relevant,</i> • <i>Center support for the youth in an empathetic and non-judgmental way,</i> • <i>Aim to understand the reasons behind the youth’s behavior, offer education and connect them with resources to address underlying causes of nicotine use,</i> • <i>Include access to cessation and treatment resources to support youth working to quit, and</i> • <i>Utilize messaging that is consistent with the Prevention Education goal.</i> 	<p>Year 1 – Collect resources and design interventions</p> <p>Year 3 – Interventions have been implemented for 1-2 years, collect feedback and evaluate effectiveness</p> <p>Year 5 – Revisit strategy for relevance and measure outcomes</p>	<p>School District</p>



POLICY CHANGE

Determine the feasibility (legally, politically, etc.) of the following local policy changes. If any of these are determined to be feasible, develop and implement a policy change plan for those policies.

Objective: By the end of Year 3, conduct comprehensive feasibility assessments for designated smoke/vape-free zones, bans on flavored vape and tobacco products, and strengthened enforcement and penalties for retailers selling nicotine products to youth. If a policy is deemed feasible, develop and initiate a policy change plans (including timeline for successful implementation) with support from CDPHE and Colorado School of Public Health technical assistance technical assistance by Year 5, ensuring alignment with best practices and uniformity across the county. Measure success by having at least one of the proposed policy changes successfully implemented within the established timeframe.

Strategy	Key Milestones	Strategy Lead
<p>#1 – Establish designated smoke/vape free zones in frequented community areas. <i>Considerations:</i></p> <ul style="list-style-type: none"> • <i>Ensure social enforcement, not police/law enforcement, of these zones as is in line with best practices,</i> • <i>Align this with consistent, positive messaging from the Prevention Education Goal,</i> • <i>Signage should include 'No Vaping' messaging in addition to the existing 'No Smoking' messaging, as well as positive messaging such as keeping our air and trails clean, and</i> • <i>Locations may include downtown areas in local towns, local parks and along recreation paths, and ski resort villages.</i> 	<p>Year 1 – Conduct feasibility study Year 3 – If feasible, design and launch policy campaign for smoke free/vape free zones Year 4-5 – If successful, implement smoke/vape free zones</p>	<p>Youth and Family Services</p>
<p>#2 – Create a ban on flavored vape products. <i>Considerations:</i></p> <ul style="list-style-type: none"> • <i>Ensure retailers' needs are considered and work to replace the income/revenue from nicotine products with another viable stream of revenue, and</i> • <i>Should be a county-wide effort with close monitoring of state legislature changes to related state-level policies.</i> 	<p>Year 1 – Conduct feasibility study Year 2-3 – If feasible, design and launch policy campaign for flavor ban Years 4-5 – If successful, implement flavor ban, work with retailers on alternative revenue streams</p>	<p>Youth and Family Services</p>

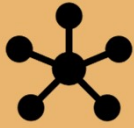
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Strategies
Continued



**POLICY
CHANGE**

Strategy	Key Milestones	Strategy Lead
<p>#3- Increase consistent enforcement and stronger penalties for retailers and employees for selling nicotine products to youth.</p> <p><i>Considerations:</i></p> <ul style="list-style-type: none"> • Consider implementing similar penalties for selling alcohol to minors, and • Ensure consistency of enforcement across all retailers. 	<p>Year 1 – Develop system for more consistent enforcement, and conduct feasibility study for stronger penalties</p> <p>Year 2 – Implement consistent enforcement systems, if feasible, conduct policy change campaign</p> <p>Year 3 – If passed, implement policy change</p> <p>Year 5 – Measure outcomes</p>	<p>Youth and Family Services</p>



INTERNAL ORGANIZATIONAL IMPROVEMENTS

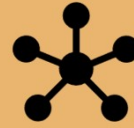
Building on the success of the Coalition and current efforts, improve and sustain the work of the Coalition through internal improvements.

Objective: By Year 3, enhance the effectiveness and sustainability of the Summit Nicotine Coalition's work in tobacco and nicotine use prevention through a comprehensive approach. This includes developing and implementing a sustainability plan, improving the inclusion of diverse community members, and increasing the Coalition members' knowledge of the validity and reliability of key data sources. Measure success by maintaining a consistently high level of engagement and participation from key partners and increasing the participation of diverse community members over the next five years.

Strategy	Key Milestones	Strategy Lead
<p>#1 - Develop and implement a sustainability plan to ensure long-term success of the Coalition and its efforts.</p> <p><i>Considerations:</i></p> <ul style="list-style-type: none"> Develop standard operating procedures for reporting, compliance inspections, and enforcement, and Plan for maintaining relationships with key partners and townships, especially during times of staff turnover. 	<p>Year 1 – Develop work group and long-term plan</p> <p>Year 3 – Sustainability plan completed and in use</p> <p>Year 5 – Re-visit sustainability plan and update as needed</p>	<p>Youth and Family Services</p>
<p>#2 - Improve inclusion of diverse community members across all activities of the Coalition by improving language accessibility and cultural relevancy for both internal and external activities.</p> <p><i>Considerations:</i></p> <ul style="list-style-type: none"> Consider all languages other than English spoken in the community, especially Spanish, when considering language accessibility needs, Conduct bilingual (English/Spanish) Coalition meetings, and Improve language accessibility for languages other than English spoken in the community, especially Spanish, for all community-facing activities and strategies, including social marketing campaigns, services, and programs. 	<p>Year 1 – Interpretation in place for all Coalition Meetings, additional inclusive strategies being built out</p> <p>Year 3– Coalition regularly has diverse community members attending and all external work is translated to relevant languages, interpretation provided consistently for all external activities</p> <p>Year 5 – Re-visit strategies to ensure they are still culturally relevant</p>	<p>Youth and Family Services</p>

Strategies cont'd on next page

Strategies
Continued



**INTERNAL
ORGANIZATIONAL
IMPROVEMENTS**

Strategy

#3 - Provide education for the Coalition members around data integrity and validity of key community measures.

Considerations:

- *Focus on Healthy Kids Colorado Survey data and other data the Coalition relies on to inform decisions and measure outcomes, and*
- *Educate to reduce stereotyping of youth when reviewing data.*

Key Milestones

Year 1 – Conduct education on data integrity topics at a Coalition meeting

Strategy Lead

Youth and Family Services

Next Steps & Conclusion

Next Steps

The next steps for the Coalition are to follow the Implementation Plans that accompany this Strategic Plan and utilize the Evaluation Framework to measure progress. In addition to these steps, the following activities will further support the successful completion of this plan:

- **Accountability:** A pivotal next step is to develop a system of accountability to effectively monitor progress towards the strategies and goals outlined in this plan, identifying what's working and where adjustments are needed. These systems will ensure that work on advancing strategies and meeting the outlined objectives continues. The Implementation Plans and Evaluation Frameworks will be essential tools in this activity and will need to be supported through regular check-ins at key milestones.
- **Transparency:** Progress on the Strategic Plan will need to be shared openly with the Coalition and the community. Regular updates will highlight milestones achieved, challenges overcome, and areas that require collective attention.
- **Equity:** A special focus of this plan is to engage the diverse cultures within our community, and it will be important to support the inclusion of diverse voices throughout the implementation of this plan. This approach will ensure that our strategies remain responsive to the unique needs and perspectives of all residents.

Conclusion

This Strategic Plan serves as the guide for the Part I Nicotine Tax Funding's ongoing endeavor to reduce and eliminate nicotine product use and enhance the overall health of our community. The proactive stance taken by the Coalition serves as a model for other communities, and this Strategic Plan will support the community in continuing to be at the forefront of the field. Going forward, integrating accountability, transparency, and equity into the process will only increase the likelihood of success.

Building upon the success the Coalition and its partners have had, this Strategic Plan will support working towards an even healthier Summit County.

Appendix A: Part I Nicotine Tax Ballot Language

Summit County, 2019 Measure 1A Ballot Language

Authorizing a special sales tax on cigarettes, tobacco products and nicotine products, including e-cigarettes and vaping devices, for public health, education, and other public purposes.

Shall summit county taxes be increased three million eight hundred sixty thousand dollars annually, and by whatever additional amounts are raised annually thereafter, from a special county-wide sales tax of four dollars per pack of twenty cigarettes sold (or twenty cents per cigarette) and a forty percent special sales tax rate on all other tobacco and nicotine products sold, including e-cigarettes and vaping devices, commencing January 1, 2020, to be used for the protection and improvement of the public health and welfare including, but not limited to:

- Reducing teen vaping through education about the harmful contents of flavored nicotine products that appeal to children;
- Improving the health of the citizens of Summit County and lessening the public health consequences that stem from the use of cigarettes, tobacco products, and nicotine products;
- Providing addiction prevention and intervention programs and referral services that educate and support children, individuals and families to lead healthy lives;
- Providing local enforcement of laws, rules, regulations and ordinances that prohibit the sale of cigarettes, tobacco products, and nicotine products, including vaping devices and e-cigarettes, to underage persons; and
- Improving the availability of affordable public health care services in Summit County, including services at the community health clinic and school-based clinics,

with the special sales tax rate on all tobacco and nicotine products other than cigarettes to automatically increase by ten percentage points per year for four years commencing January 1, 2021, with all expenditures subject to annual financial audit, and shall the revenues be retained and spent as a voter-approved revenue change without limitation or condition under Article X, Section 20 of the Colorado Constitution or any other law?

Appendix B: Strengths and Needs Assessment

The following pages include the Gallery Walk detailing the Strengths and Needs Assessment, including participants in the key informant interviews and focus groups, the results of this data collection, along with secondary data, all focusing on topics related to nicotine prevention, early intervention and treatment in Summit County, Colorado.



Strengths & Needs Analysis

Gallery Walk Data

**Primary Data Collection:
Key Informants and Focus Groups**

**31 Focus Group/Key Informant Interview
Participants:**

- Educators, Spanish Speaking Community Members, Health Care Providers, Retailers, Youth, Colorado Department of Public Health and Environment

Secondary Data:

- BRFSS, HKCS, Program Data (Current Use and Protective Factor Highlights)



Community Norms

Focus Group and Key Informant participants were asked to express the social norms and messages they encounter regarding nicotine and vape usage in Summit County.

Please note this information is about the PERCEPTIONS in the community. The information here may not represent actual use and correlations or connections may not be supported by research.



Social Norms in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **Vaping is more accessible, discreet, and lacks the unpleasant smell of cigarettes.** Scare tactics are seen as less prevalent regarding vaping, leading to its normalization among youth. The acceptance of vaping is described as widespread, not only among teenagers but also among adults.
- **A belief that people will choose their substance of choice,** and it is a personal experience; if it is not sought in the county, it will be sought elsewhere.
- **Coping with stress and the enjoyable effects of nicotine are reasons individuals use tobacco or nicotine.**
- **Vaping may serve as a gateway to more severe substance use.***

*Note: This is a valid perception in the community but is not supported by research. There is some evidence that links vaping with subsequent tobacco use, but it is unclear if this is due to vaping acting as a gateway or if there are other underlying factors at play, such as shared risk factors or susceptibility to substance use. Evidence is even less clear for illicit substances.

“The smell is probably the major thing. That's probably why people, you know, go for vaping as well as the flavors. You know, flavored nicotine tastes better than tobacco, but it also gives you that buzz that we need from a cigarette when you are a smoker.”

Social Norms in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **Vaping is seen as a healthier alternative with fewer risks compared to smoking cigarettes.** The inhaling of vapor versus smoke is perceived as different, with smoking being described as dry and vaping as not. (One participant shared feeling better about using vape products as a former smoker.) Vape products are still known to contain nicotine or harmful chemicals like cigarettes.
- **Vaping has less stigma; smoking cigarettes can be considered unacceptable or attractive, especially among youth.** Cigarettes have a long history of being stigmatized due to their well-known adverse health effects and associated deaths. Vaping lacks the same level of history.

“As a former smoker, myself and a current vape user, I can say that I do feel better. So, there might be a little bit more truth to that. Um, just not, you know, documented through the FDA. But we have noticed over the course since vape did kind of come out onto the scene, that our tobacco sales in regards to cigarettes and cigars are down.”

Social Norms in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **Vaping is more prevalent in school areas, and students are rarely disciplined for smoking cigarettes.** Students are not equating vaping and smoking as similar, and this may be tied to the appearance of vaping devices.
- **Vaping is primarily driven by peer pressure rather than parental influence.** Peer influence is particularly strong during adolescence, and students who vape often seek to be perceived as "cool", and their vaping behavior does not align with those seeking mental health support.
- **Educators have a challenging time identifying vape scents because of the various scents and additives.**

“So, it’s so elusive and it’s super ambiguous with what is it, what’s in it? Are they vaping just tobacco? What else are they vaping? What do we need to be on the alert with? But in terms of the prevalence, I am really concerned personally about the usage of vaping.”

Social Norms in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **Parents are concerned about how to address vaping or substance use with their children.** A concerned parent shared an alarming incident where a minor attempted to purchase cigarettes without identification, and the store clerk allowed it by using someone else's ID. The parent did not know how to address the issue. Another concerned parent mentioned reading letters to the editor from high school students in a local newspaper, expressing concerns about drugs and vaping being prevalent in the community.

“The county needs more regulations regarding establishments and sales, like in this case, where I see [retailers] selling cigarettes to a minor. I believe there should be someone in charge, I don't know who, but they should be supervising these establishments that sell cigarettes or nicotine to ensure they comply with the laws of not selling to minors.”

Social Norms in Summit County

As Identified by Focus Groups and Key Informants from Summit County

“People come in and they're rude to myself and my employees about the price gouging pretty much.”

- **High nicotine taxes on businesses is seen as having a negative impact.** Business owners expressed concerns about losing customers to neighboring counties with lower tax rates and facing challenges explaining the tax to customers. Business owners also face negative reviews and complaints from customers regarding prices. The challenges of constantly explaining the tax create frustration for business owners and customers.
 - One participant shared that a significant portion of the revenue goes towards sales tax, creating the illusion of higher profits.
- **Shift in convenience store sales, with cigarettes and cigars decreasing while other tobacco products (particularly vaping devices) have significantly increased.** There is a perception that many people who start vaping are already tobacco users, using vape products to reduce or quit smoking.
- **Community members who are regular smokers are requesting to see more vape products at convenience stores.** Customers requesting and purchasing these products are also tourists visiting the county.



Community Dynamics

Focus Group and Key Informant participants were asked to share strengths and needs around reducing nicotine and vape use & the risk and protective factors specific to nicotine and vape use in Summit County.

Strengths in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **Summit County is recognized as a leading rural resort community that has made significant progress in tobacco control measures, often recognized by CDPHE.** There is also strong government coordination and communication.
- **Summit County Community Care Clinic focuses on helping people quit smoking by providing incentives, support, and individualized assistance.** The free program includes stages to achieve nicotine-free status, with incentives for successful completion gradually.
- **The involvement of school administrators monitoring students to ensure their safety related to vaping.** It is suggested that monitoring should occur more often, but randomly.

“[The Community Care Clinic] also offers a program for people who want to quit smoking. They enroll and there are many incentives and support, they set goals, they give [people] little things like gums, things they can use if they feel that kind of anxiety.”

Needs or Areas of Improvement in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **Increased efforts should be made to address financial stability, safe housing, and access to healthy food.** Key populations in the county, including the immigrant population, are impacted by overall economic stability issues. One participant highlighted ongoing efforts to support retailers and explore initiatives to improve healthy food access.
- **Efforts should be increased in advertising, education, and organizing activities in both English and Spanish to foster better understanding and inclusion.** Latinx participants emphasized the importance of addressing language barriers between the Hispanic community and others.
- **New programs and opportunities in the winter are needed to address the challenge of limited options during that season to support young people and adults.** During the winter, there is a need for more affordable outdoor activities, particularly for those who cannot afford skiing or expensive winter sports.
- **Some participants view smoking or vaping as a coping mechanism for anxiety and depression, highlighting the need for comprehensive mental health support services.**

Risk and Protective Factors

in Summit County

Risk Factors

A word cloud of risk factors including: Housing, Health, Affordable, Easy to Use, Mental Health, Gateway Drug, Lack of Understanding, Instability, Accessibility, Finances, Struggles, Peer Pressure, Safety, Culture, and Stress.

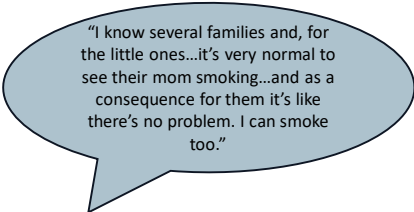
Protective Factors

A word cloud of protective factors including: Family, Programming, Quit Line, Accountability, Coaches, Role Models, Health Programs, Activities, Positive Relationships, Warning Labels, Regulation, peers, Healthy Community, Control, and Clinics.

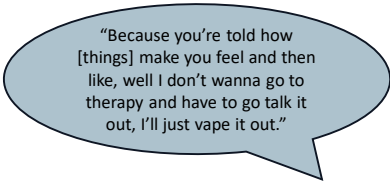
Risk Factors in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **The social accessibility of nicotine products** makes it easy for youth and the general public to access vapes/cigarettes from their peers
- **Community struggles** surrounding housing, financial/housing instability, and mental health increase the drive for substances to cope with stress
- **Parental struggles** lead parents to overlook their children's behaviors or model smoking behaviors
- **The culture of nicotine use** normalizes smoking behaviors and leads youth and immigrant populations to smoke as a means of "fitting in"
- **Lack of understanding of vaping products** leads parents and youth to misunderstand the dangers of these products



"I know several families and, for the little ones...it's very normal to see their mom smoking...and as a consequence for them it's like there's no problem. I can smoke too."

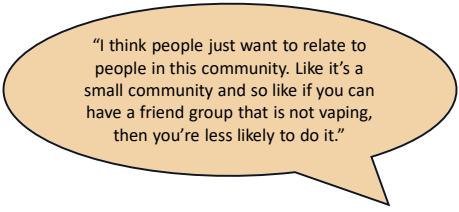


"Because you're told how [things] make you feel and then like, well I don't wanna go to therapy and have to go talk it out, I'll just vape it out."

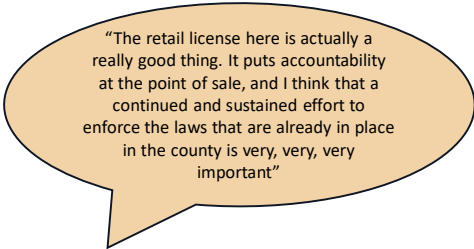
Protective Factors in Summit County

As Identified by Focus Groups and Key Informants from Summit County

- **Community programming and policies** assist people in quitting smoking and prevent smoking addiction from occurring
- **Individual efforts** keep people active and engaged in their community giving them the self-control to avoid smoking
- **Positive relationships** between families, peers, and role models help youth to avoid smoking and reduce stress in healthy ways
- **Schools** offer youth the opportunity to engage in extracurricular activities and look out for each other



"I think people just want to relate to people in this community. Like it's a small community and so like if you can have a friend group that is not vaping, then you're less likely to do it."



"The retail license here is actually a really good thing. It puts accountability at the point of sale, and I think that a continued and sustained effort to enforce the laws that are already in place in the county is very, very, very important"



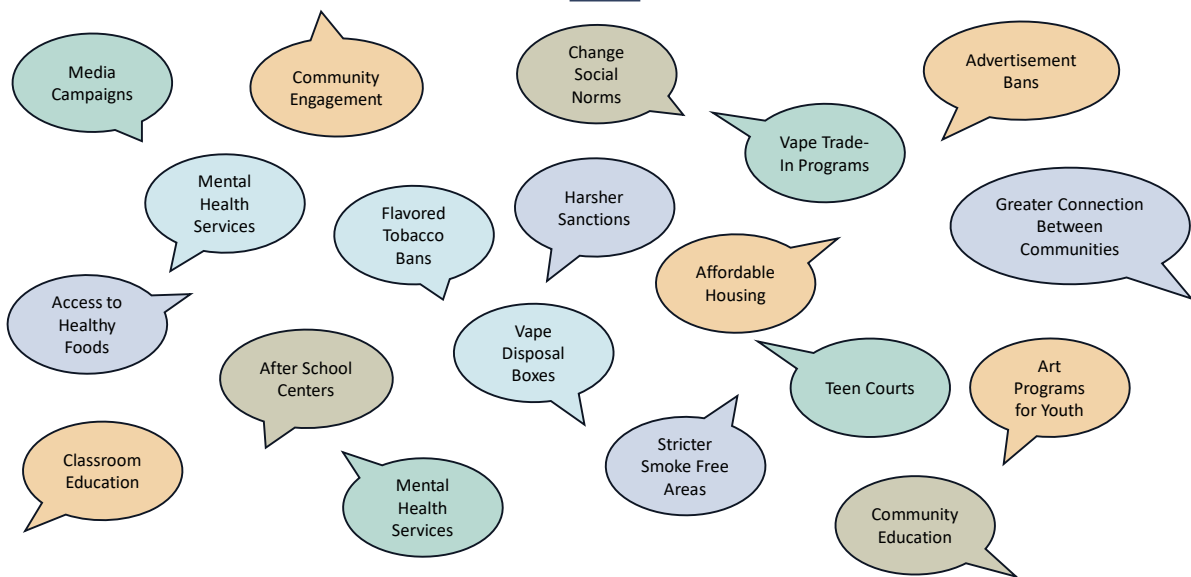
Community Vision

Focus Group and Key Informant participants were asked to share their vision for the future of Summit County and the factors that would facilitate the reduction of nicotine and vape product usage.



Vision to Address Nicotine Use In Summit County

Key Informants and Focus Group Participants Gave Their Vision of Successful Approaches



Community Education Approaches

Visions to Teach the Summit County Community About the Dangers of Nicotine Use



01

School-Based Education

provides students with information about the dangers of smoking/vaping.



02

Media Campaigns

build public awareness around the realities of nicotine use.



03

Parental Education

prepares parents to discuss nicotine use with their children.

Funding Expenditures

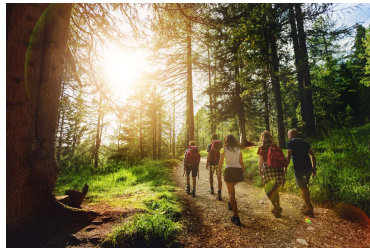
As Identified by Focus Groups and Key Informants from Summit County

- **Improving access to mental health** will assist in reducing the need for nicotine to cope with stress
- **Increasing funding for schools** will engage youth in focusing on their education and provide more resources to teachers and staff to address nicotine use
- **Affordable housing** will help reduce stress in families and reduce the burdens that lead to nicotine use
- **Technology** such as vape identification systems and vape disposal boxes will allow for more targeted interventions

“ I’d say improving access to mental health and making [mental health] less stigmatized. Because I feel like a lot of people end up picking up an unhealthy coping mechanism, like vaping, because of something that they have going on mentally. ”

Community Physical Health Approaches

As Identified by Focus Groups and Key Informants from Summit County



Community physical health measures

build connection between community members and provide an outlet to burn off stress, exercise, and find health coping mechanisms. These may include: community sports teams, after-school activities for youth, and the development of skate parks and biking paths.

Potential Regulatory Approaches

As Identified by Focus Groups and Key Informants from Summit County

- **Capping/density requirements** to reduce the amount of nicotine products in the county
- **Comprehensive flavored tobacco bans** to remove the flavored tobacco that is most appealing to youth
- **Increased accountability for underage users and retailers** to promote a no-tolerance policy in Summit County
- **Advertisement bans** to reduce knowledge of the nicotine products available and triggers to purchasing/using nicotine
- **Broader/more smoking-free areas** that prohibit the use of vaping products around the general public
- **Increasing the cost of nicotine products** to reduce the public's ability to purchase them and increases monetary motivation to quit

"I think that a comprehensive ban on all tobacco advertising at the point of sale inside and outside could be an interesting opportunity because it decreases impressions...When young people, or really anybody, even someone who's trying to quit tobacco, sees an ad or media piece that is promoting tobacco, they can either relapse back into their tobacco use or be more interested and compelled to use those products."

Retailer and Workplace Approaches

As Identified by Focus Groups and Key Informants from Summit County

Retailer Approaches

- **Promote greater continuing education for retail employees** that reminds them of community/company policies and promotes good practices such as ID checking
- **Engage with retailers** to find alternative product lines so that reducing the amount of nicotine products sold does not damage their profits

"I've been working with folks in a work group and trying to figure out how to replace [nicotine products] for retailers because we don't want them to go out of business...Trying to be a partner to those retailers and looking into the healthy corner store initiatives."

Workplace Approaches

- **Promote healthier workplaces** that conduct employee wellness programs focused on topics such as healthier eating, physical activity, and stress management
- **Develop smoke-free workplace incentives** that reward employees for quitting smoking or reducing their number of smoke breaks

"When I started working at [company], the director created a program focused on physical activity. She would tell us that we could attend a yoga class, a Pilates class, and we set goals to be physically active. And that supported our mental health."

Social Norms Approaches

As Identified by Focus Groups and Key Informants from Summit County

Social norms approaches aim to reduce nicotine product use by connecting the community around the idea that smoking/vaping is harmful to your health. These were seen as particularly strong approaches to the Latine and youth communities.

"I believe that having a representative, a person who can connect with the Latino community and who is in charge of educating...on the risks of nicotine [is important]. Because sometimes you don't identify with the person, and unfortunately, that's how Latinos are. If there's no Latino involved, they don't want to participate. And sometimes there may be a program, but they don't feel culturally connected, so they'd rather not attend."

-Latine Focus Group Participant

"I think high schoolers could probably work more towards creating a negative stigma for vaping. I think a lot of the time it's just very normal. I think if we can be ugly [towards vaping, then that would help]. Like, 'Eww you're vaping right now? Ewww. Don't talk to me ever again.'"

-Youth Focus Group Participant

Youth Approaches

As Identified by Focus Groups and Key Informants from Summit County



Programming

After school centers, art programs for youth, sports teams, and community events all provide youth outlets to engage with each other and their community.

Role Models

Youth often model their behavior off authority figures. Having prosocial role models can assist in reducing nicotine use. These may include coaches, celebrities, and community leaders.



Targeted Education

Many youth do not understand the long-term dangers of nicotine use. Education should address the long-term consequences and help youth understand the risks.

Teen Courts

Courts can serve as a non-punitive measure that seeks to provide youth with the opportunity to get connected to resources and those that can help them through their struggles.



Sustainability

As Identified by Key Informants from Summit County

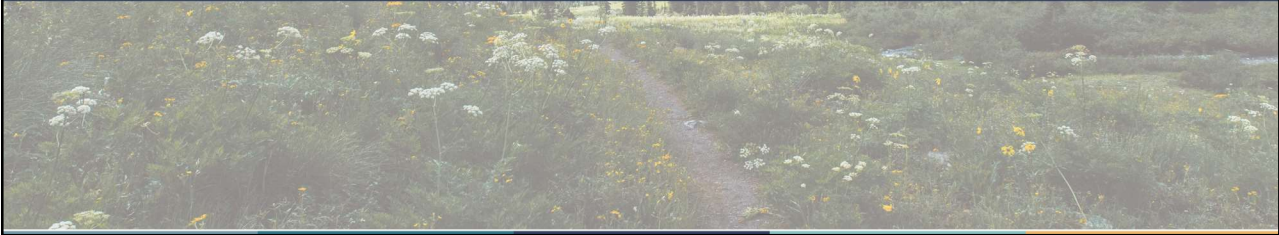
Key informants noted that, while Summit County is ahead of the curve in terms of programming and policies to address nicotine usage, it is fundamentally important that these efforts are made sustainable over the long-term.

“ Summit County is one of the most advanced grantees in the state. So I think making this program sustainable through standard operating procedures for their policies and the enforcement around those policies [is important]. That would be really great because when turnover happens...somebody has some place to start without needing someone to hold their hand...Standard operating procedures for reporting and inspections, checking in with towns, that would be really helpful...Is Summit County setting an example for the rest of the state? Very truly...You have such great momentum right now. Make all this stuff sustainable because that is another great example for the rest of the state. ”



Secondary Data

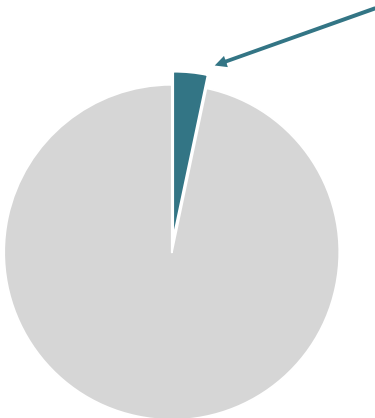
The existing data provides an understanding of tobacco and vape use in the community as well as additional information on protective factors and community norms. Comparing these data with what the focus groups and key informants shared can highlight informative differences and similarities.



Cigarettes: Current Use

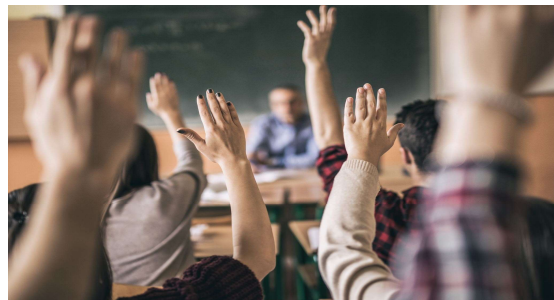
Youth under 18

High school students 30 days use 3.3%*



*similar to state average

89.8% of High School students who think people who smoke one or more packs of cigarettes per day have a moderate or great risk of harm.



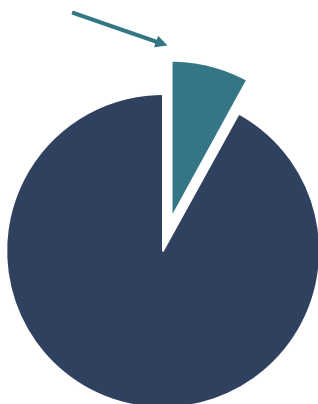
Data from Healthy Kids Colorado Survey



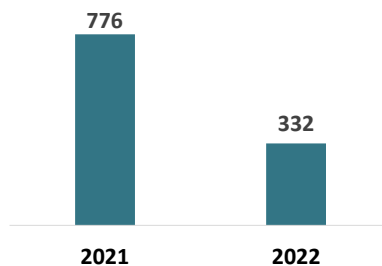
Cigarettes: Current Use

Adults over 18

8% of Adults currently using.



Decline in tobacco users from Community Care Clinic Screening.



Of the 9% of patients using tobacco, 7% were ready to quit.

Data Colorado Behavioral Risk Factor Surveillance System

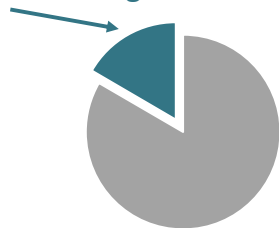
Data from Summit Community Care Clinic



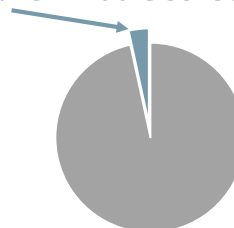
Vaping: Current Use

Vape Products usage in past 30 days

16.6%* of High School Students



3.4% of Middle School Students



Why students used Vape Products?

Reasons	%
Influenced by friends and family	44.7%
Flavored Vapor Products	23.7%

Data from Healthy Kids Colorado Survey, and Nicotine Tax Partner Programs And Accomplishments Jan 2021 - June 2022 "Used e-cigarette in the past 30 days"

*similar to state average



Vaping: Perceptions

Studies show that social influences may be one of the largest predictors of initiation of use.



Peer Pressure



Ease of Access



“Cool” Flavors



Low Perception of Harm

<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC7780163/>



Vaping: Perceptions

Students who think 5 or more out of every 10 students at school use electronic vapor products.



Students who think people who use electronic vapor products every day have a moderate or great risk of harm.



Students who feel it would be sort of easy or very easy to get electronic vapor products if they wanted.



Data from Healthy Kids Colorado Survey



Protective Factors

Percentage of **students** who experience protective factors.

Statements	Students %
Students who agree or strongly agree their stress level is manageable most days.	54.5%
Students who felt so sad or hopeless almost every day for two weeks or more in a row during the past 12 months that they stopped doing some usual activities.	35.9%
Students who have an adult to go to for help with a serious problem.	76.9%
Students who usually or definitely could ask their parents or guardians for help with a personal problem.	85.6%

Data from Healthy Kids Colorado Survey



Protective Factors

Protective factors also reduce chances of risk behavior.



Trusted Adults



Good Mental Health

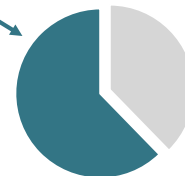


Extracurricular Activities

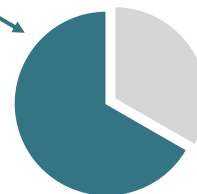


Sense of Belonging at School

62.3% of **Students** who participated in extracurricular activities at school.



66.7% of **Students** who agree or strongly agreed that they belong at their school.



Data from Healthy Kids Colorado Survey

References

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3. Jayakumar, N., O'Connor, S., Diemert, L., & Schwartz, R. (2020). Predictors of E-Cigarette Initiation: Findings From the Youth and Young Adult Panel Study. *Tobacco use insights*, 13, 1179173X20977486.
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