

**Effective, non-punitive strategies  
to address youth tobacco  
purchase, use and possession in  
schools and communities.**



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Consultant Medical Epidemiologist, KDHE

# Vaping ECHO For Education Project Partners





# How did we get here?

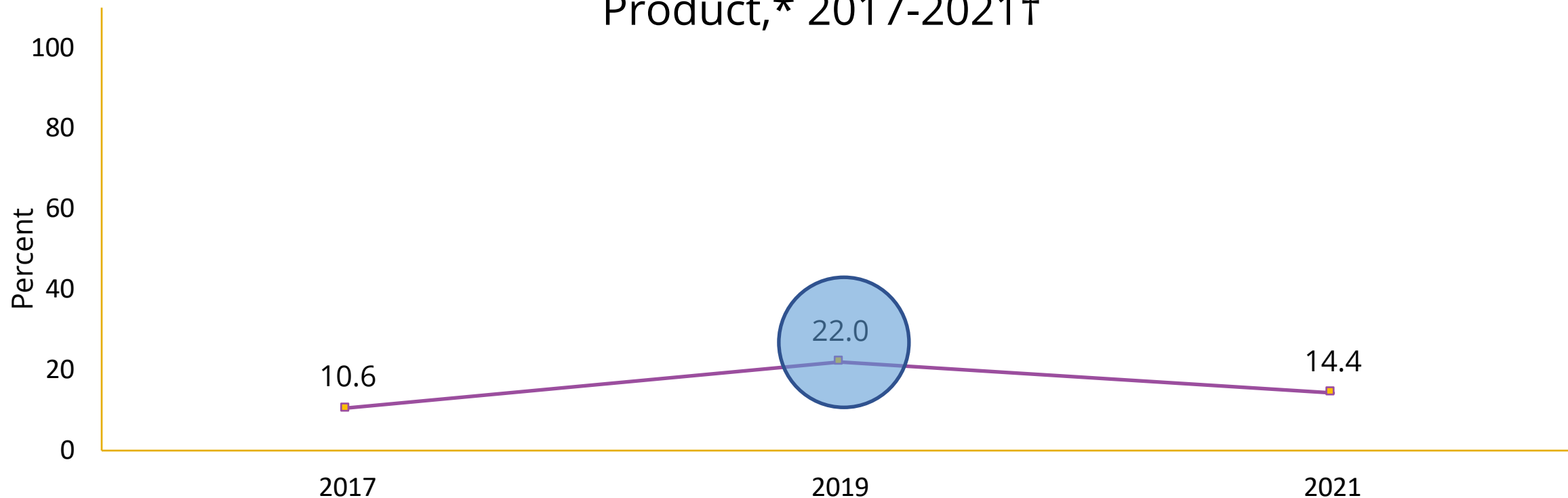
- Philip Morris: *“Today’s teenager is tomorrow’s potential regular customer, and the overwhelming majority of smokers begin to smoke while still in their teens...”The smoking patterns of teenagers are particularly important to Philip Morris.*
- Lorillard Tobacco: *“The base of our business is the high school student”.*

Youth may have experimented with tobacco, not knowing how addictive it is, and now find themselves unable to quit

- The adversary is NICOTINE (and the tobacco industry), not the student

# E-cigarette use (or “vaping”) among youth

Percentage of High School Students Who Currently Used an Electronic Vapor Product,\* 2017-2021†



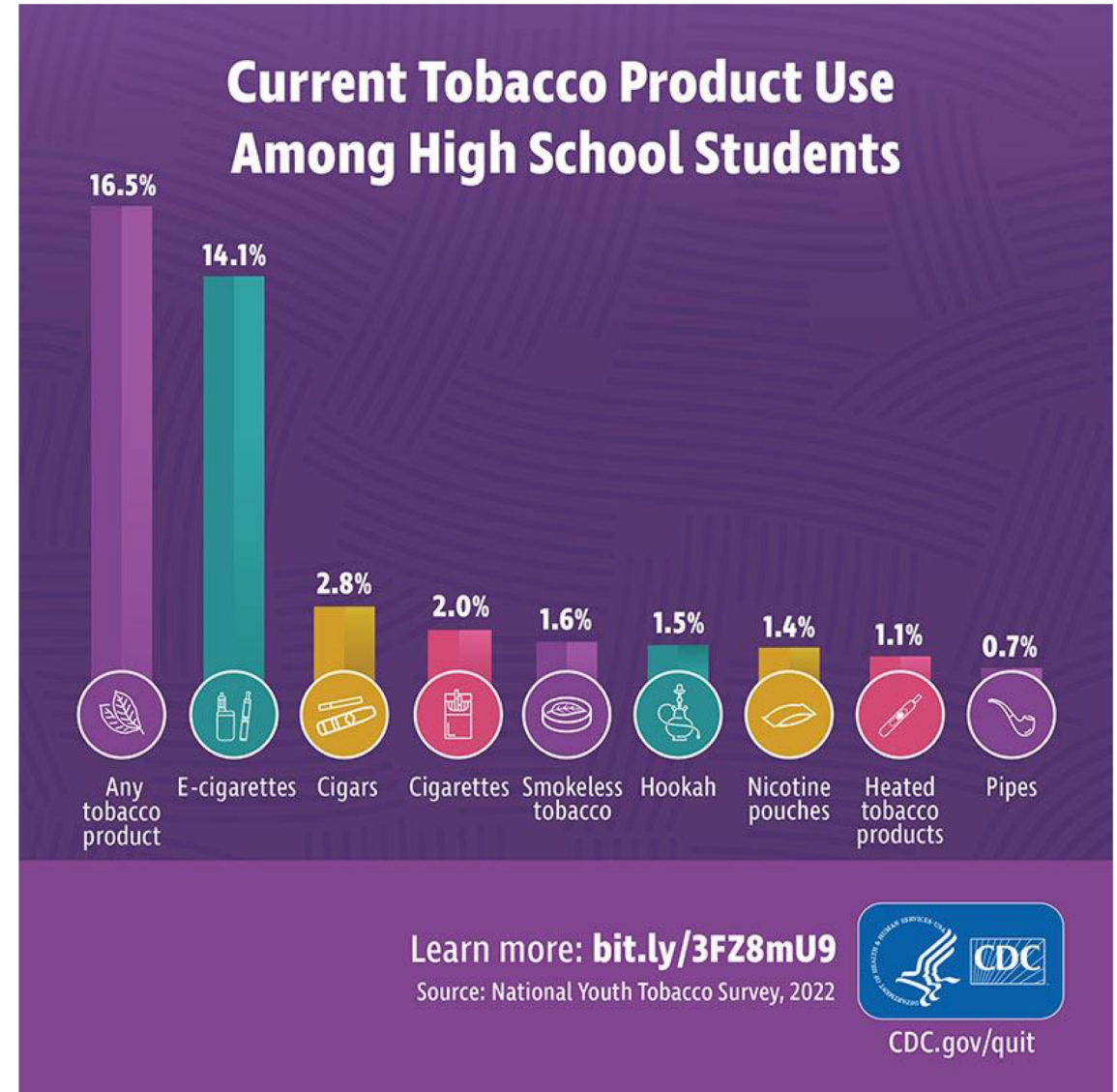
\*Including e-cigarettes, vapes, vape pens, e-cigars, e-hookahs, hookah pens, and mods [such as JUUL, SMOK, Suorin, Vuse, and blu], on at least 1 day during the 30 days before the survey

†No change 2017-2021



# E-cigarette Use (or “Vaping”) Among Youth

- Data from 2020 show decreases in the percentage of students that are using these products
  - However, it is clear that users are using more frequently
  - Of current users, 44% of high school students reported using 20-30 out of 30 days
- Schools have limited access to evidence-based resources for addressing vaping, particularly in rural communities.



# Our Story





## Pilot Purpose

- ECHO stands for Extension for Community Healthcare Outcome and it was designed to demonopolize knowledge and develop the capacity of underserved communities to apply best practices in addressing health issues
- We leveraged longstanding relationships among state entities to address e-cigarette use in schools statewide.
- The goal of this pilot program was to apply the Whole School, Whole Community, Whole Child (WSCC) Model and use a collaborative, blended learning approach to equip critical school-based personnel in Kansas with resources, tools and techniques to address youth e-cigarette use



# Priorities

- Consistent with research, avoiding punitive-based approaches in policies and student interactions
  - E.g., transition away from OSS/expulsion to a supportive, restorative justice model
- Expanding understanding of cessation-based support and follow-up
  - Basics of Motivational Interviewing
- System-level and norm-based change
- Increase parent, staff, and community involvement



# Reframing how we think about tobacco use

- Tobacco use, including vaping, is not typically a problem of student “defiance”;
- It is consequence of physical addiction
- Discipline will not address nicotine use
- Research shows that offering support to quit is more effective







# Empirical Evidence

- Out-of-school suspensions
  - Increase the risk of recidivism (Center for Advanced Studies for Child welfare)
    - “It is worth noting that non-White, male youth committed a second offense at disproportionately higher rates; more than 70% of African-American, Hispanic, and Asian males experienced recidivism as compared to 52% for White males”.
  - Leads higher rates of suspension, mobility, drop-out, and low academic achievement (Mulder, E., Brand, E., Bullens, R., & Van Marle, H. (2010); Huang, H., Ryan, J. P., & Herz, D. (2012))
  - For a discretionary school violation triples the risk of juvenile court involvement in the general student population (Fabelo et al., 2011)
  - Associated with negative educational outcomes (Noltemeyer et al., 2015, Hinze-Pifer & Sartain, 2018; Hwang, 2018; Hwang & Domina, 2020; Lacoe & Steinberg, 2019; Steinberg & Lacoe, 2018)



# Empirical Evidence

- Out-of-school suspensions
  - Associated with poor grades, disengagement, chronic absenteeism, grade repetition, dropout, lower graduation rates, adult mental illness, and incarceration (Hwang, 2018; Mendez-Raffaele & Knoff, 2003; Monahan et al., 2014; Morris & Perry, 2016; Noltemeyer et al., 2015; Wolf & Kupchik, 2017; Balfanz et al., 2014; Balfanz et al., 2015; Carpenter & Ramirez, 2007; Chu & Ready, 2018; Fabelo et al., 2011; Suh & Suh, 2007).
  - For example, an analysis conducted in the Cleveland Metropolitan School District (Linick & D'Amico, 2014) found that for 9th- and 10th-grade students, missing 10 or more days of school was associated with a 40.9% drop in the probability of being on track to graduate.



# Best Practice: Supportive Approach

- **Non-punitive measures are most successful; avoid suspension**
  - The goal is to keep students in school and on track for graduation
  - Time at home alone = more vaping; more stress and symptoms of depression
- **Take a team approach**
  - Student, parent, teacher, coach, nurse, pediatrician





# Best Practice: Supportive Approach

- **Avoid restricting involvement in extracurriculars**
  - Goal is to keep them in pro-social environments that increase connection
  - These activities may be their reason to quit or avoid vaping

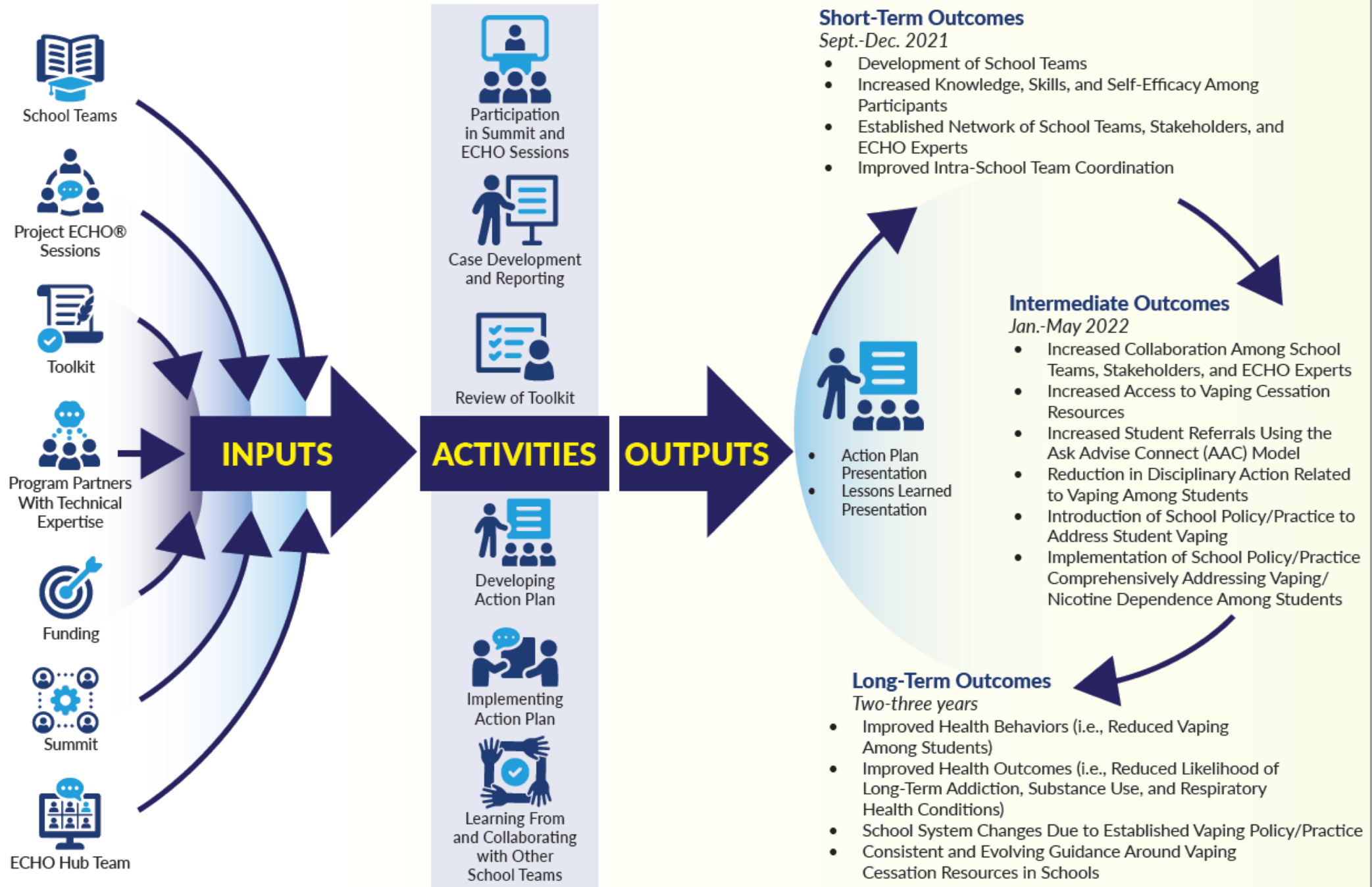




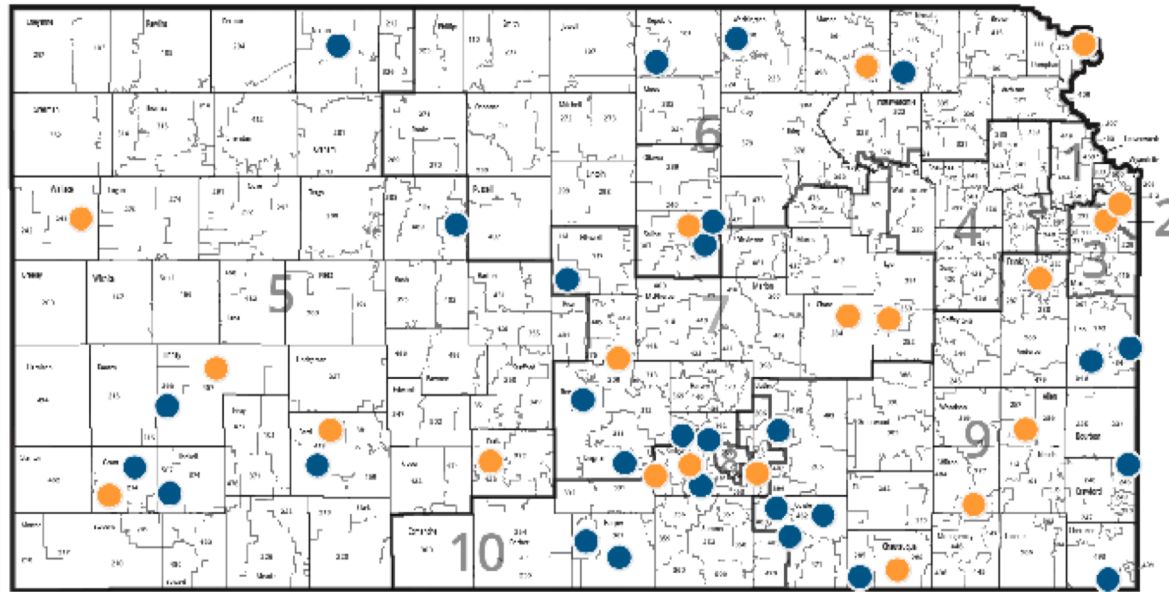
# Solution

- ISS instead of OSS
- Refer to Treatment





# Pilot School Applications



Total applications received	49
Selected Pilot Schools	20
Schools not selected	29

## Lessons:

- Application process may have increased buy-in
- Forethought to team
- Not every school selected

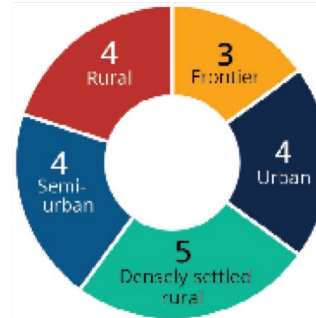
## Pilot Schools Characteristics

### STATE BOE REPRESENTATION:

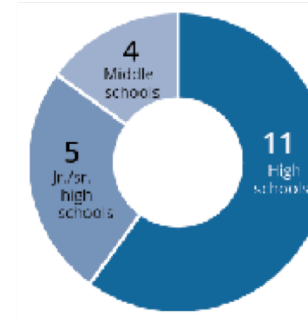
- ✓ Districts 1, 2 and 3: Combined two pilot schools.
- ✓ District 4: None.
- ✓ District 5: Four.
- ✓ District 6: Three.
- ✓ District 7: Three.
- ✓ District 8: None\*
- ✓ District 9: Four
- ✓ District 10: Four

\* 1 school classified as in Districts 8 and 10, included in number of District 10 schools.

### POPULATION DENSITY CLASSIFICATION:



### SCHOOL GRADE LEVEL:



# ECHO Sessions and Presenters

*\*a topic-specific toolkit was provided the week prior to each session*

Date	Topic	Presenter
September 15	Prevention in the School Setting	Shelby Rebeck, RN, BSN Alicia Jackson, School Counselor
September 29	Legal Issues	Mike Freiberg, JD Public Health Law Center Angie Stallbaumer, JD, KASB
October 13	Introduction to Addiction and Cessation	Eleanor Leavens, PhD
October 27	Discussing Cessation: Putting Cessation Into Practice	Nikki Nollen, PhD
November 10	Restorative Justice: A Student-Centered Approach	Tony Woollen, District Resource Officer Bill Faflick, Executive Director KSHSAA
December 8	School Action Plan Presentations	Babalola Faseru, MD, MPH

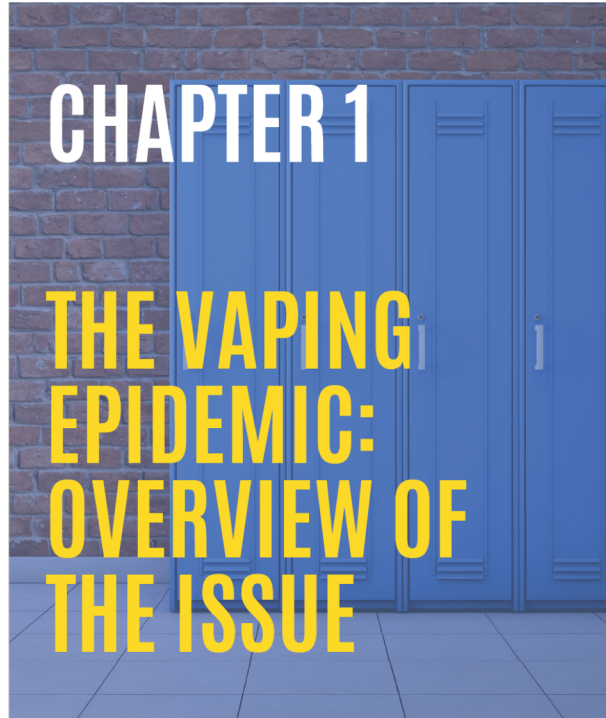
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# Vaping ECHO Toolkit



## Introduction

Estimated time to complete: 30 minutes

Learning Objectives:

1. Discuss the public health concern regarding the high prevalence of e-cigarette use among youth
2. Review the progression of the vaping epidemic
3. Understand best practices in youth tobacco prevention and control

The background information provided in this chapter is critical to understanding the overall issue of e-cigarette use (i.e., "vaping") among students. The information you learn in this chapter should be used as a foundation of knowledge that you will be able to build on as we progress through the modules for the Vaping ECHO for Education.

A substantial number of Americans are using e-cigarettes. Nicotine is a naturally occurring substance that is found in tobacco plants and products. Nicotine is extremely [addictive and is harmful](#) to the developing brain. Instead of burning tobacco, [e-cigarettes](#) use battery powered atomizers to turn a liquid nicotine solution into an aerosol that is inhaled by the e-cigarette user.

## Resources

a. Top 4 Resources to Review/Quick Fact Sheets:

1. [E-Cigarettes, or Vaping, Products Visual Dictionary](#)
2. [E-Cigarettes and Youth: Information for Parents, Educators, and Health Care Providers](#)



# Preliminary Outcomes

Cohort I



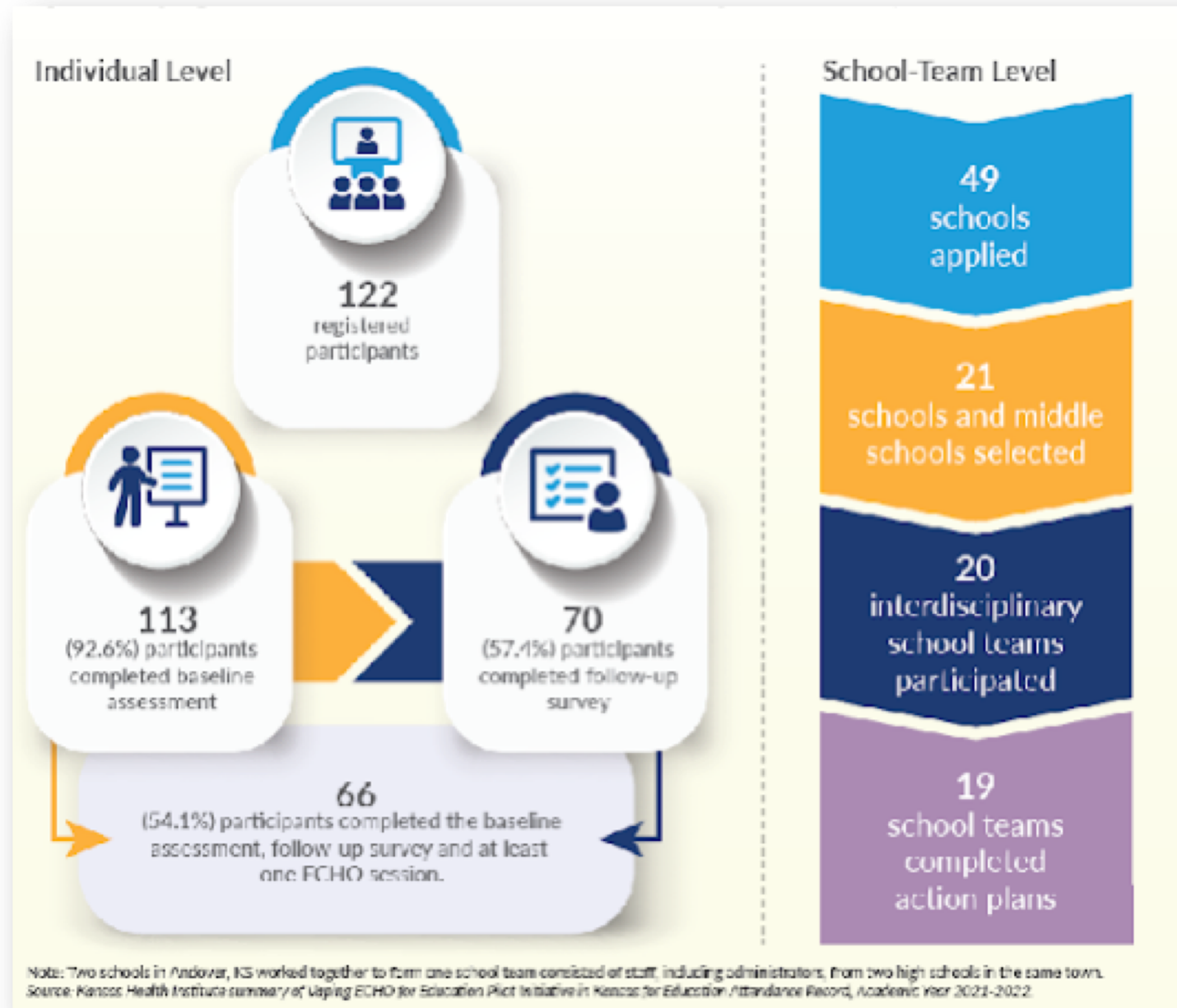
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# EVALUATION OF THE VAPING ECHO FOR EDUCATION PILOT INITIATIVE IN KANSAS

KHI/23-22  
**JUNE 2023**

# Participant overview



# Outcomes: Project Perceptions

Program Attendance	
<b>122</b> Number of School Team Participants Registered	<b>70</b> Number of School Team Participants Who Completed Posttest
Program Component	Number of School Team Participants in Attendance
Orientation	87
Summit	90
ECHO 1 – Tobacco Prevention in the School Setting	78
ECHO 2 – Legal Issues	93
ECHO 3 – Introduction to Addiction and Cessation	78
ECHO 4 – Discussing Cessation: Putting Cessation Into Practice	78
ECHO 5 – A Student-Centered Approach	77
ECHO 6 – School Action Plan Presentations	80
ECHO 7 – School Debrief	44

- **81.5%** of respondents indicated that over 25% of pilot information was new to them
- **92.8%** learned from case studies presented by other schools, some or most of the time
- **91.5%** learned from some or most action plans presented by other schools
- **52.9%** preferred discussions as a whole group compared to breakout room sessions
- **72.9%** found the toolkit somewhat or very useful

# General Domains Enhanced

- **78.6%** reported enhanced Knowledge (principles learned)
- **68.6%** reported enhanced Competence (ability to apply knowledge)
- **72.9 %** reported enhanced Performance (skills, abilities and strategic implementation in practice)



# Outcomes for Non-Administrative School Staff

## Knowledge, Skills, Capacity

- **67.4%** of non-administrative staff on the school team reported increase in their knowledge and skills.
- **58.7%** of non-administrative staff on the school team reported increase in their confidence.
- *Non-administrative were defined as school team members who were counselors, nurses, teachers, coaches, school resource officers, community partners, etc.*

*Source: KHI analysis of Vaping ECHO for Education Pretest and Posttest Survey, 2021-2022.*

# Outcomes for Administrative School Staff Knowledge, Skills, Capacity

- **86.7%** of administrative staff on the school team (e.g.,) reported increase in their knowledge and skills.
- **93.3%** of administrative staff on the school team reported increase in their confidence.
- *Administrative were defined school teams members who were principal, vice principal, superintendent, etc.*

*Source: KHI analysis of Vaping ECHO for Education Pretest and Posttest Survey, 2021-2022.*

# Outcomes: Goals, Skill-building, and Policy Change

- **17 out of 20** schools submitted action plans
- **65%** of submitted action plans included at least 2 goals for the pilot period
- Of those that completed a follow-up survey, **66.7%** of schools indicated that they met all or most of their action plan goals
- Examples of activities include:
  - Presenting a policy change to board (7 schools);
  - Board passed a new vaping related policy (5 schools);
  - School implemented new policy (10 schools);
  - School started offering vaping cessation treatment to students ( 9 schools);
  - Provided presentation to staff, students, parents, etc. (18 schools);
  - Started a RESIST chapter (9 schools)

# Barriers to Practice or Policy Change

Type of Barrier	Number of Respondents	Percent
Competing priorities (COVID-19)	24	34.3%
Lack of ability to build culture	21	30.0%
Lack of modifying curriculum	11	15.7%
Lack of leadership buy-in	9	12.9%
Lack of political will	8	11.4%
Lack of knowledge or skills	7	10.0%
Other	9	12.9%

*Source: Vaping ECHO for Education Posttest Survey, 2022.*

# School Team Feedback

Praise and enthusiasm  
expressed across all  
sessions

(54 comments)

- *“Having a chance to hear from schools directly was beneficial and allowed more insight on the direction we should be leading towards.”*
- Participant of ECHO 1: Tobacco Prevention in the School Setting

Mixed receptiveness toward  
Vaping ECHO peer learning  
model (5 comments)

- *“Many of us are here because we don’t know what to do with our vaping problems, so asking each other for help isn’t really helpful because we don’t know how to help ourselves. Hearing from the experts is much more helpful.”*
- Participant of ECHO 2 – Legal Issues.

Resistance to departure  
from punitive measures  
(3 comments)

- *“Having a real problem with going away from punitive consequences. That really is not life. Vaping as a child is against the law.”*
- Participant of ECHO 6: School Action Plan Presentations

Considering participants’  
time constraints  
(6 comments)

- *“Be more to the point. We are missing class and school time to attend these meetings.”*
- Participant of Kickoff Summit

Source: KHI analysis of Vaping ECHO for Education Post-Program Component Survey, 2022.

# Vaping ECHO: Unique Features

Vaping already identified as problem area

Summit kick-off with speakers

Resources provided in toolkit ahead of sessions

## Action plans

- Entirely school team-directed based on training
- Accompanying meetings without didactic portion

ECHO ran during second school year of COVID, during Delta and Omicron

Six sessions in Fall and one in Spring

- Resulting in over 12 hours of training dedicated to the problem





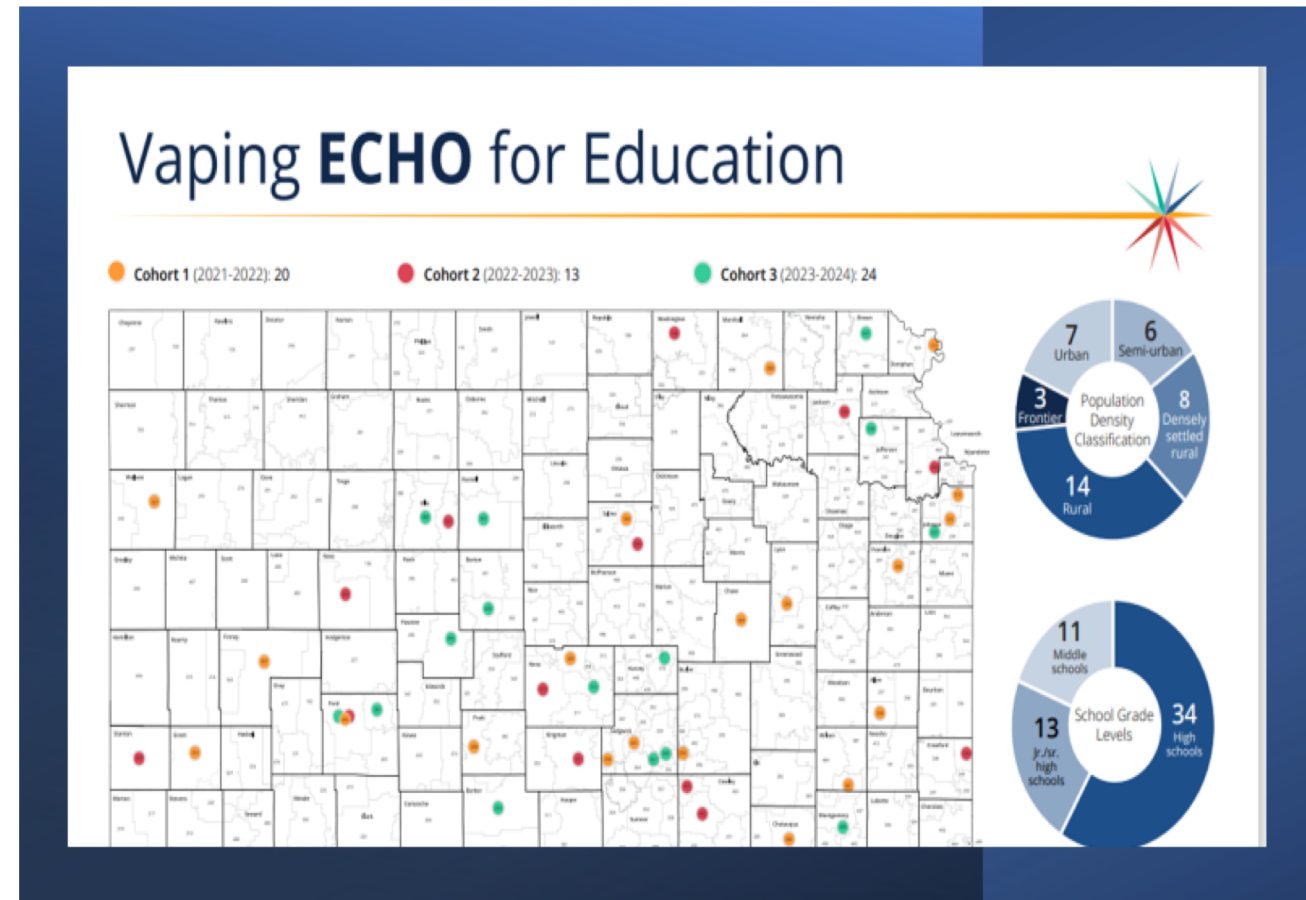
# Conclusions and Implications

- ECHO model is an effective platform for disseminating evidence-based strategies to school staff
- Both urban and rural and small and large schools showed significant benefit:
  - Research-based policy changes
  - Staff and student engagement in e-cigarette prevention and cessation efforts
  - Increased offering of cessation resources
- Given these successes, the ECHO model may be a viable method for addressing other health-related issues faced by schools, including other substance use and mental health



# Where are we headed...

- Toolkit release statewide independent of ECHO
- Vaping ECHO for Education Cohort III ongoing
  - Core ECHO sessions ongoing
- Ongoing dissemination of pilot methods and findings
- Discussion of sustainability
- Adaptation to other health behaviors



Communities have adopted and put into action some of the strongest, innovative and effective tobacco control policies that have served as a catalyst for transitioning social norms about tobacco use.



**TOBACCO FREE KANSAS**  
COALITION

**Sara Prem**

President, Tobacco Free Kansas Coalition  
Advocacy Director, American Lung Association in Kansas & Greater Kansas City

# State Policy

**Tobacco 21 became the law in the U.S. on Dec. 19, 2019. Though Federal law supersedes state law in all cases, state agencies including KDOR and AGs office do not enforce federal law. This lack of alignment was remedied when Tobacco 21 became the law in Kansas on July 1, 2023.**

*Source: Vaping ECHO for Education Posttest Survey, 2022.*

# State Policy

## **Current tobacco statute (reference Kansas Roots Act)**

- **T21 (July 1, 2023)**
- **PUP**
- **Penalty on owners not clerks**
- **Increase licensing fee to fully fund enforcement**

*Source: Vaping ECHO for Education Posttest Survey, 2022.*

# Local Policy

Zoning

Tobacco Retail Licensing

Preemption



# Local Policy - Zoning

**Zoning is the primary way in which governments shape a community's land use.**

Zoning ordinances are used to separate incompatible uses of land, regulating how land can be used – both in terms of the physical nature of the buildings (such as height) and the kind of activities or “uses” that are permitted in different zoning classifications or districts (for example, commercial, industrial, or residential).

Zoning laws can prohibit the sale or distribution of tobacco products within certain zoning districts, as well as establish density or proximity restrictions between tobacco retailers

# Local Policy - Zoning

## Zoning – Mission, Kansas

The Mission Planning Commission consider an ordinance to restrict tobacco retailers from acquiring a business license or operating a business which sells tobacco products **within a 1000-foot buffer of a property used or zoned for a park, church, school, or an existing tobacco retail establishment.**

- The ordinance defines the terms “electronic cigarette,” “electronic cigarette retail establishment,” “tobacco,” “tobacco products,” and “tobacco retailer.”
- The ordinance makes an exception for established tobacco retailers, with the stipulation that if the establishment abandons or discontinues operations, future tobacco retailers at that location would be held to the stipulations of the distance requirements.
- Ordinance passed August 16 with a vote of 7 to 1. Tobacco industry did not come out to oppose

# Local Policy – Tobacco Retail Licensing

The Surgeon General has found that licensing retailers is an evidence-based tobacco control measure to reduce tobacco use.

Requiring a license for tobacco retailers lets states and localities know who is selling tobacco products in their jurisdiction, allowing states and localities to enact and enforce policies that help to prevent young people from ever starting to use tobacco products.

# Local Policy – Tobacco Retail Licensing

- A comprehensive TRL is a robust licensing program for retailers that want to sell tobacco products that includes an annual fee that is high enough to cover the costs for adequate enforcement
- Annual compliance checks, requiring re-checks and increasing fines on retail owners for repeat violations will help the effectiveness and reduce illegal tobacco sales to youth.
- At TFKC, we do not support any TRL policy that includes youth purchase, use, or possession penalties
  - We believe it is the responsibility of the retail owner to ensure laws are followed, and youth consumers should not be held accountable if the business does not comply with the law.

*Source: Vaping ECHO for Education Posttest Survey, 2022.*

# Local Policy – Tobacco Retail Licensing

In 2021, The Kansas Department of Health and Environment (KDHE) contracted the Kansas Health Institute (KHI) to develop a report describing the landscape of tobacco retail licensing and zoning in Kansas and policies that Kansas communities could consider adopting to curb youth access to tobacco products.

# Local Policy – Tobacco Retail Licensing

## Case Studies

### City of Wichita

- With a retailer fee and indoor smoking ban in place since 2008, a more recent TRL ordinance in 2018 established a \$260 annual fee for tobacco retail licenses and a \$15 annual fee for each vending machine
- In 2019, the City of Wichita updated the 2018 ordinance to raise the minimum legal age to 21 for tobacco purchases

## Case Studies

### City of Shawnee

- City has been concerned about the growing number of vape shops
- Adopted ordinances related to the number and location of vape shops
- In general, ordinances included sections on definitions, license term and fees, and distance requirements



# Local Policy – Tobacco Retail Licensing

## Case Studies

### City of Newton

- High school students in a leadership initiative presented a report to the City Commission on the widespread use of e-cigarettes among their peers, encouraging the city to raise the minimum age to purchase tobacco to 21
- All tobacco products covered in ordinance

**UPDATE: City of Newton repealed their 2019 (implemented 2020) tobacco retail licensing ordinance and that means PUP is reinstated, effective August 2023.**

The City and the police dept. enforcement never instituted the compliance checks as outlined in the ordinance. The Healthy Harvey Coalition and the Drug Free Youth group brought this up many times to the City Clerk and Administrator and police dept. They did not get a favorable response and this was the result.

# Local Policy – Tobacco Retail Licensing

Currently, Kansas City, KS/Unified Government is considering a TRL. (Before Commission in October)

- Create a local solution to reduce teen tobacco access and protect them from a lifelong addiction.
- Hold business owners accountable for violations of commercial tobacco control laws.

To be effective, the following elements must be included:

- An annual license fee that is high enough to cover the cost of local retailer compliance checks. (\$1,000 annual)
- Clear process to establish requirements to apply for a license.
- At least one compliance check per store per year, with a recheck for compliance failures.
- Penalty for retailers selling tobacco products without a license.
- No criminal penalty for clerks.
- Tobacco retail businesses are held accountable for the sales to underage youth.



# Local Policy – Preemption

Preemption occurs when a higher level of government supersedes the authority of a lower level of government; it is a constraint on local policymaking power.

- In recent years, it has become an increasingly common legislative tactic that removes the regulatory power of local governments across a variety of issues while also limiting the average person's ability to participate in our democracy
- The tobacco industry has historically supported state preemption laws as a way to reverse existing local tobacco control laws and prevent future enactment of such laws.

# Local Policy – Preemption

## State Preemption Related to Smokefree Indoor Air

- As of March 31, 2023, 12 states have laws or court decisions in effect that explicitly **preempt local ordinances** from restricting smoking in government worksites, private worksites, restaurants, or bars. Seven of these 12 states preempt local action in all four of these settings.
- Twenty-seven states have passed laws that explicitly **allow local communities** to adopt smoking restrictions that are stricter or differ from the state standard.

# Local Policy – Preemption

## State Preemption Related to Tobacco Policy

2023 Session: HB 2447 was a bill prohibiting cities and counties from banning the sale of products or services otherwise allowed by state law. (This included tobacco products which are allowed to be sold under state law)

- TFKC and ALA, along with many other groups testified in opposition to the Kansas House's efforts to broadly limit local action and self-government.
- Communities have adopted and put into action some of the strongest, innovative, and effective tobacco control policies that have served as a catalyst for transitioning social norms about tobacco use. States should set the "floor" in public health policy – not the ceiling.



# Questions and Discussion







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