

## **SUNSET Project Evaluation**

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## Abstract

**Objective:** By June 30, 2015, At least 5 multi-unit housing (MUH) complexes in San Francisco County, San Mateo County and Marin County, where 20% or more of the residents are Russian speaking, will adopt and implement a voluntary policy designating 75% of contiguous individual units as smoke-free (including balconies and patios) and designating a 20-foot zone at the MUH building entrances as smoke-free.

**Primary Indicator 2.2.13:** Number of multi-unit housing owners and/or operators with a voluntary policy that restricts smoking in individual units (including balconies and patios) -or- Number of communities with a policy that restricts smoking in the individual units of multi-unit housing (including balconies and patios).

**Secondary Indicator 4.1.1.** Extent to which evidence-based and culturally and linguistically appropriate behavior modification-based tobacco cessation services are available in the community.  
Asset # 2.5

**Context and Rationale:** This is a continuation of a project originated by the collaborative Bay Area Community Resources and Newcomers Health Program of San Francisco. The project is part of a set of tobacco education/policy control interventions to address the fact that Russian-speaking newcomers to the San Francisco Bay Area are disproportionately affected by smoking rates and exposure to secondhand smoke. Having lived through Soviet government propaganda, newcomers from the FSU often express strong suspicion of U.S. government-sponsored campaigns, including those that are health-related. Projects conducted by this collaborative, funded continuously since 2000, have been successful in educating this population and at changing individual beliefs and behavior. This is the sixth TCP-funded project addressing their vulnerability to smoking-related harms.

**Intervention Settings:** Since 2008 SUNSET staff continued to observe smoking in the entryways of apartment buildings where a large number of Russian-speakers live in three counties: San Francisco, San Mateo and Marin. They once again, obtained this third cycle of funds from the CA Tobacco Control Program to engage in policy work with owners, managers, and renters of multi-unit housing complexes where at least 20% of the residents are Russian speakers from FSU. The objective to persuade them to voluntarily adopt policies to set aside 75% of contiguous rental units as smoke-free, to restrict smoking from outdoor areas such as patios, balconies and designating 20 foot zone at the MUH building entrances as smoke free.

**Evaluation methods:** In this non-experimental study, initial observations conducted at 18 complexes and end-point at the seven that passed policies. A renter survey was administered to 308 of their tenants. Initial key informant interviews were conducted with eight of the owner/managers and follow-up interviews with the four that passed policies (which covered seven different housing complex locations). The Evaluation Consultant trained the staff to conduct interviews and a cadre of “action team members” to conduct systematic observations of the outdoor smoking and conducting surveys with tenant residents of these housing complexes.

**Results:** The renter support for policy adoption was high. Seventy – seven percent said they would support policies or house rules to create 100% smoke free units in the building to protect residents from the dangers of second hand smoke. Their feedback was that they wanted good ventilation systems, and to be able to breathe clean air. Initial interviews with owner/managers revealed that none had existing policies restricting smoking in apartment units but one had a policy for smoke-free common area. Two of the eight owner/managers reported having received requests for smoke-free units; and four of them reported having received complaints about drifting smoke from the tenants. Of the initial group of eight owner/managers, six (five in San Francisco county and one in San Mateo) indicated interest in discussing the feasibility of enacting smoke-free policies in the buildings.

Throughout the course of the two years of policy activism, four managers who collectively were in charge of seven buildings (with 424 total units) did sign written policies and notified their tenants of these policies in writing and in lease agreements. The policies are building specific and seven all together, all of which specify no smoking (of any tobacco or similar smoke generating product) in the Unit and Common Areas including Outside Areas. This result exceeded our objective of 5 policies covering 75% of the units and 20 feet from the entryway. A sample lease addendum is appended to this report.

After policies were adopted follow up interviews were conducted with the four managers, .In four of the seven complexes (1711 Oakdale St. SF, 1101 Howard Street SF, 1028 Howard Street SF, and 21 Columbia Court SF) the existing lease agreements with tenants were changed to reflect the new policy, and in three complexes (66 9<sup>th</sup> Street SF, 111 Jones Street SF, and 205 Jones Street SF) the new tenants will sign lease agreements that stipulate the policy (which is otherwise in effect as a written policy that has been discussed with tenants by the owner/managers). All the owners/managers reported that they notified the tenants of the policy in writing. They all report having a positive reaction from tenants who gave feedback on the new policy and none report having received any notification of a violation of the policy.

**Conclusion and Recommendation:** Since 2008 SUNSET project has been working to get voluntary policies passed for smoke-free units and this is the most successful of all the project cycles in the number of units affected by these voluntary policies. In prior years, there have been seven policies (combined) passed, but the typical size of the complexes has been much smaller those in this project cycle of activities. The model of working with Russian-speaking community members to conduct the outreach to tenants has proven successful, and the project has addressed a myriad of challenges along the way. While work with the Russian-speaking community in the Bay Area on voluntary smoke-free housing policies will continue, it is recommended that Russian SUNSET project pivot toward city and county-wide smoke-free policies that are more enforceable and would inevitably protect far more people. Given the considerable breath of Russian – speaking community support generated since 2008 for smoke-free housing policies SUNSET could be an active Coalition partner within a city and county-wide effort with a larger jurisdictional and non-voluntary approach.

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## **Project Description**

### ***Background***

The post-Soviet states, also collectively known as the former Soviet Union (FSU) or former Soviet Republics, are the 15 independent states that emerged from Union of its dissolution in December 1991, with Russia internationally recognized as the successor state to the Soviet Union. Within the FSU are three of the top ten tobacco consuming countries in the world today.

In 2015 Russia represents the world's 4<sup>th</sup> largest tobacco market and cigarette consumption per capita is 2,786. Smoking rates there have been among the highest in the world. As of June 1, 2013 Russians in the Former Soviet Republic (FSR) are no longer allowed to light up on public transportation, at airports and train stations, and inside schools and hospitals, and cigarette ads will also be prohibited on streets and in films. Ukraine, in the FSR, has a law prohibiting smoking in restaurants, bars and cafes took effect on Dec. 16, 2012.

The Ukraine, currently the 6<sup>th</sup> largest tobacco consuming country, is considered to be in a demographic crisis due to its high death rate and a low birth rate. A factor contributing to the relatively high death is a high mortality rate among working-age males from preventable causes such as alcohol poisoning and smoking, and during this time the country has experienced rapid population growth. The UN warned that Ukraine's population could fall by as much as 10 million by 2050 if trends in alcohol and smoking did not improve.

In Belarus, also in the Former Soviet Republic, current cigarette consumption is 9<sup>th</sup> out of the top 10 tobacco consuming countries. Though Belarus became party to the WHO Framework Convention on Tobacco control in 2005 and proposed a comprehensive ban on tobacco use and advertising, except for outdoor sports arenas in 2013, we know little about their actual tobacco legislation since then.

Within the San Francisco Bay Area (which includes the city and county of San Francisco and nearby areas such as San Mateo), the local Russian-speaking community who have immigrated from the FSU, including the Ukraine and Belarus, is estimated to number between 27,000 to 30,000 people. The environments in which these Russian-speaking immigrants find themselves give them ready access to cigarettes. Discount cigarette stores are common in the Sunset and Richmond neighborhoods where many Russian-speakers live in multi-unit housing. A significant number of Russian-speakers also live in public housing in other neighborhoods and the northern part of neighboring San Mateo County reflecting the loss of professional and socio-economic status many Russian-speakers experienced as a result of immigration to the new country. In addition to high prevalence rates and incidence of disease, our research shows local Russian-speakers are affected by an unacceptable level of exposure to SHS, even at work.

From 2005 – 2006 SUNSET Project mounted policy work to address the worksite exposure to second hand smoke among workers in the newly emerging Russian-owned businesses in San Francisco,

because many of the owners were unaware of the existing laws or enforcement provisions. This project allowed SUNSET to develop a culturally specific outreach and media campaign around tobacco use targeting the Russian-speaking community as well. From 2007 – 2008 the project reaped rewards and significantly reduced rates of smoking outdoors in public places around those worksites where these businesses were located, and meanwhile the project began to deliver culturally appropriate smoking cessation services in county run primary care clinics within the ethnic Russian neighborhoods. Work on multi-unit housing among the Russian-speaking community began in 2008.

**Objective**

By June 30, 2015, At least 5 multi-unit housing (MUH) complexes in San Francisco County, San Mateo County and Marin County, where 20% or more of the residents are Russian speaking, will adopt and implement a voluntary policy designating 75% of contiguous individual units as smoke-free (including balconies and patios) and designating a 20-foot zone at the MUH building entrances as smoke-free.

*Primary Indicator 2.2.13:* Number of multi-unit housing owners and/or operators with a voluntary policy that restricts smoking in individual units (including balconies and patios) -or- Number of communities with a policy that restricts smoking in the individual units of multi-unit housing (including balconies and patios).

*Secondary Indicator 4.1.1:* Extent to which evidence-based and culturally and linguistically appropriate behavior modification-based tobacco cessation services are available in the community.  
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*Context and Rationale:* The climate for voluntary tobacco control policy adoption among the owners and managers of multi-unit housing is favorable for a variety of reasons. For the past 12 years the SUNSET project has been diligent about challenging the Russian-speaking community’s belief that SHS is not dangerous, and those beliefs are changing. In fact, five years ago, SUNSET started receiving the occasional call from a Russian-speaker concerned with smoke drifting into their apartment unit. In response to growing community readiness and general momentum around smoke-free multi-unit housing, SUNSET trained an action team of 15 Russian-speakers to research the problem at multi-unit housing complexes and advocate for voluntary policies.

Voluntary policies were chosen by advocates as a doable action and more palatable to Russian-speakers wary of legal issues. It also aligns with the California Clean Air Project’s recommendations. Work on multi-unit housing among the Russian-speaking community began in 2008. Within multi-unit housing in San Francisco, past research shows that Russian-speakers, and other tenants, are exposed to a high level of second hand smoke (SHS) going into and out of multi-unit housing (MUH) and wanted policies to protect them. By 2010 SUNSET Project surveyed over 481 residents in MUH complexes where at least 20% of the residents are low SES Russian-speakers. By 2013 that number grew to 704 and by 2015, the total number of residents surveyed was 1012 – all with the same result: and found that over 75% of residents supported designating 100% of the units as smoke-free. The majority supported smoke-free policies around common areas and entrances as well. Throughout these years our research further shows owners/managers of these buildings had received complaints about second hand smoke here and there but none had actually passed policies designating the apartment units as smoke-

free. Because of the strong tenant support for such policies, and the record of having gotten seven such voluntary policies passed by 2013, SUNSET began work with new housing complexes with this promising start.

The efforts of the SUNSET Tobacco Project are part of a larger set of advocacy activities within San Francisco and San Mateo Counties. The city of Belmont already has an MUH ordinance and the San Mateo County and San Francisco's LLA have chosen MUH as a priority giving us the opportunity to work collaboratively with both coalitions. Prior work by the SUNSET team at the grassroots level compliments the work being done on the county level.

### ***Intervention***

The rationale for the intervention can be summed up as follows. The primary target is the MUH managers and decision-makers and the tactics to reach them involve: work with tenants to educate them about drifting smoke, provide presentations and materials, and work with them to reach the landlords. For this purpose educational materials and media were used to influence tenants and public opinion more generally – including the landlords themselves. The following illustrate this tactic.

*Educational Material and Awareness Campaigns:* Newsletters printed in Russian/English and mailed to 530 Russian-speaking community members; otherwise distributed through Ocean Park Health Center, Refugee Awareness Day events, Peninsula Jewish Community Center. Information packets for managers of housing complexes touching on key points about second hand smoke in housing complexes were distributed at presentations and meetings, including to 13 Mercy Housing Area managers and Regional Vice President who ultimately signed a policy.

SUNSET conducted a campaign at large community events to raise awareness about SHS and housing; attending six health fairs spanning San Mateo, Redwood City.

*Print Media:* Putting advertisements in Russian-language media was key. SUNSET staff placed over 20 advertisements in newspapers widely read by Russian-language readers, such as Kstati and New Life magazine. Publishing letters to the editor in Russian – language publications was a way to engage Action Team Members (volunteers) and they wrote and published two letters every report period in New Life and Kstati, and one in Ariekin. These letters addressed second hand smoke and housing. Advertisements that were generated in previous periods, bilingual MUH bus ads for public transportation “share your walls, not your smoke” were placed on San Francisco Muni bus lines during the month of August 2013 and a total of 220 placards were printed and placed on bus lines from 2 garages – those that carried the greatest number of Russian-speakers.

*Presentations were made* introducing SUNSET to Russian-speakers at the Jewish Community Center, including the editor of the JCC's monthly Russian-language news publication, to introduce the problem of drifting smoke in housing complexes to other Russian-serving agencies, including Jewish Home of San Francisco, and Donna Reed and Vincent Merola of San Mateo. Specific presentations to on-site managers of MUH complexes were conducted through 24 individual meeting/presentations with

managers of complexes to explain the role of smoke-free policies in good management practice. Once policies were passed SUNSET Project staff provided 5 smoke-free signs and technical assistance to assist in the implementation.

*Coordination and collaboration* involved continued membership in the San Francisco Tobacco Free Coalition and the San Mateo Tobacco Education Coalition to align the project work with the local tobacco control work on smoke free housing. Updates on the progress of the project were also given to staff from groups working on tobacco education in the local area (e.g., RESPECT, Breathe California). In total SUNSET staff attended 54 meetings and contributed to the discussion about overall tobacco control strategies to reduce SHS. In addition to attending the TEC Steering Committee meeting staff participated in TFP-E-cigarette Working Group meetings and attended TEC Smoke-Free MUH Workgroup teleconferences.

**Project Settings:** Though staff and Action Team members observed 24 complexes and engaged with housing managers across three counties, the majority of the work was centered in San Francisco within a few mile radius.

## **Evaluation Methods**

### **Evaluation Design**

*Type of Design:* The project goal is for a voluntary policy adoption and implementation. The specific outcome to be measured is: number of overall units within each designated MUH complex with lease agreements or other relevant documentation specifying no smoking policies. Also being measured is the evidence of smoking in the outdoor areas designated by the proposed and adopted policy. We have selected a non-experimental design (no control group) with multiple measures of implementation, including observed smoking and signed lease agreements with policies restricting smoking. The observation of smoking in outdoor areas was conducted before, and after policy adoption where policies were passed, with the post-policy adoption interval serving as the primary outcome measure. The reasons we selected a non-experimental design were twofold: 1). because a matched sample of housing complexes (size, number of tenants, % Russian speaking tenants) would be difficult to constitute; and 2) because collecting observational, interview and polling data would pose issues of invasion of privacy at locations where there was no other active interest in working with the tenants or managers on policy adoption.

*Details of the design:* We employed both outcome and process evaluation for this primary objective. For the outcome evaluation the study design is non - experimental involving comparisons over time of: 1). evidence of implementation of policies and of 2). smoking in outdoor areas of apartment complexes, before and after the educational intervention. We collected lease agreements as evidence of the smoke free policy and we conducted end-point observations observation of the outdoor areas for evidence of smoking and the presence of cigarette litter.

Our process evaluation for this objective included a public opinion survey, namely a renters' survey. The evaluation instrument was rental survey protocol to be adapted from the ones used by



Tobacco Policy and Organizing, conducted in one wave at the beginning of the project to gauge support for policy adoption.

Another process evaluation measure was two waves of key informant interviews with owners or managers. The initial interview was conducted to learn about the existence of smoke-free policies and interest in adopting them, and the second wave was to gauge the enforcement of the smoke-free policies adopted. Our methods of collecting data are face to face interviews, developed in such a way as to be reliably used by different observers.

*Sample:* We used a purposive sample of apartment complexes, selected on the basis of the percentage of Russian-speaking tenants all located within the San Francisco and San Mateo Counties. There were 24 such complexes identified and initial observations and renters' surveys conducted with this sample. We surveyed 300 renters residing in these complexes.

*Sample limitations:* Our aim was to survey enough Russian-speaking residents in the apartment complexes to be considered representative of that sub-population within that complex. However, it was difficult to know for certain how many of the residents in any given complex were Russian-speaking. We did not have access to the roster of residents so at best the staff estimated, based upon their knowledge of a few of the tenants. It is likely, therefore that we surveyed broadly across many complexes rather than deeply within any; that is, at most we had 30% of the Russian-speaking residents in any given complex, making it difficult to generalize results across the entire group.

*Overall design limitations:* Our main limitation was in assessing actual implementation of the smoke-free housing policies due to the fact that we could not actually observe or otherwise document smoking in the apartment units themselves. This is possibly where most of the tobacco use would occur, and the only gauge we had on the degree to which it was occurred, either pre or post-policy adoption, was from manager interviews about complaints.

## **Data Collection Instruments and Procedures**

*Types and sources of data:* The evaluation consisted of three original instruments developed by the Evaluator including: Renters Survey, a key informant interview with owners or managers of the multi-unit housing complexes (two cycles, pre and post with different instruments); and an observation protocol for initial, mid-point and post policy adoption observation of smoking and cigarette litter in observable outdoor areas, including entryways and balconies.

*Data collection procedures:* In order to administer the Renter's Survey, key informant interviews and observations the staff of the SUNSET project required training and a fully elaborated data collection protocol developed by the evaluator. By protocol we mean scripted opening and closing dialogue with the owner/managers for the interviews and a set of instructions for the observations and survey. It was critical to the project that the people conducting the resident poll, observational data, and key informant interviews with the owner/managers were themselves members of the Russian-speaking community for several reasons. They had relationships with some of the tenants which was

the key reason why they had success in conducting the tenant poll. The residents with whom they had relationships introduced them to the managers, which was also critical. They could communicate in Russian to tenants the rationale for protections against drifting smoke, and for the necessity for Smoke-free policies. They could understand and discuss one on one the concerns the Russian-speaking tenants had about such policies after the poll was taken.

*Training:* In the first six months of the project, fifteen ‘action team members’ who are Russian-speaking people currently involved in the SUNSET program activities, were trained to conduct survey and observations. A focus group was conducted by the Evaluation Consultant, several months after the training, and after the action team members had an opportunity to survey and conduct observations. In the focus group, members shared their techniques of engaging residents in the survey process and in conducting observations in an unobtrusive manner. The Evaluation Consultant regularly reviewed data from these evaluation activities and provided feedback to project staff when data was incomplete.

*Interviews:* From July 2013 through June 30, 2014, eight interviews were conducted by Russian-speaking Project Staff with owners or managers of apartment complexes with a minimum of 20% Russian – speaking tenants occupying the units. The initial interviews focused on finding out if there were smoke free policies, if they have requests for smoke-free units, how they handled these requests; if they were interest in pursuing such policies. Ultimately only four of these owner/managers indicated an interest in pursuing policies. The final interviews were conducted with only these four managers passing policies who were asked if the policy is in writing, what areas it covers, how the tenants were informed, if there was any feedback about the policy, and measures taken to enforce it.

*Public Opinion Poll:* From June 30, 2013-June 30, 2015 SUNSET project staff and Action Team members conducted polling of 308 renters of Multi-Unit Housing Complexes. In San Francisco they include: 225 Woodside; 350 Ellis Street; 1615 Sutter Street; 2024 Mission Street; 4444 Balboa Street; 301 Ellis Street; 1711 Oakdale Avenue; 2534 Judah Street; 1011 Howard Street; 562 14<sup>th</sup> Avenue; 1201 16<sup>th</sup> Avenue; 1253 19<sup>th</sup> Avenue; 1431 20<sup>th</sup> Avenue; 50 Chumasero Drive; 320-330 Clementia Street; 349 Delores Street; 1020 Fillmore Street; 4410 Fulton Street; 1291 Golden Gate Ave; 750 Gonzales Street; 1234 McAllister Street; 738 LaPlaya; and 350 Turk Street. One complex, 3739 N Humboldt Street, in San Mateo was surveyed.

*Pre-End Point Observations:* From June 30 – December 31, 2013 SUNSET project staff and action team members conducted initial observations at ten multi-use housing complexes to document smoking on the premises. These complexes were selected, in part, because they are believed to have 20% or more Russian-speaking tenants. From January to July 2014 an additional ten initial observations were conducted at complexes. In the second wave of initial observations there were eight additional locations (multi-unit complexes) where the owners/managers have agreed to pass policies prohibiting smoking and they are crafting the language and finalizing those policies over the summer (2014). The final observations were conducted in May of 2015 which was  $\geq$  three months after the policies were adopted. Four of the policies were passed in February 2015, three in March 2015.

The observations, each which lasted for 45 minutes to an hour, took account of the property addresses, number of units in the complex, date, number of people seen smoking on the grounds of the

complex, where they were seen smoking, time of day whether or not there were ashtrays present and whether or not cigarette butts were observed.

These are observations only of the seven locations where policies were passed and lease agreements amended to stipulate smoking cigar, cigarette or any tobacco product is prohibited in the Unit and all common areas including outside areas.

*Limitations of the data collection procedures:* Sometimes the data collection does not line up with the actual activity to get policies passed. The reality for our Russian-speaking staff/Action Team members approaching owner/managers when they get an introduction from the tenant with whom they have made a connection sometimes allowed them to immediately talk to a manager and get a policy passed without having first done observations, or even initial key informant interviews. And too there were initial observations at locations where policies were not passed than are reported here, and more survey data, and key informant interview data. This is true because it was not possible to determine, until the Initial Key Informant interview with the owner/manager was conducted who might be interested in working toward policy adoption. Several owner/managers did indicate an interest and observations were conducted there and ultimately, or at least by the end of the project cycle, the owner/manager did not adopt a smoke-free policy.

## **Data Analysis**

The owner manager key informant interviews were administered in two waves. They consisted of qualitative data and the content was analyzed in the first wave to determine their status and predisposition on passing policies to designate a percentage of units smoke-free or outdoor areas such as entrances to the building or patios smoke-free. The content in the second wave was analyzed to determine their implementation status, how they informed tenants, and what they did if and when violations occurred.

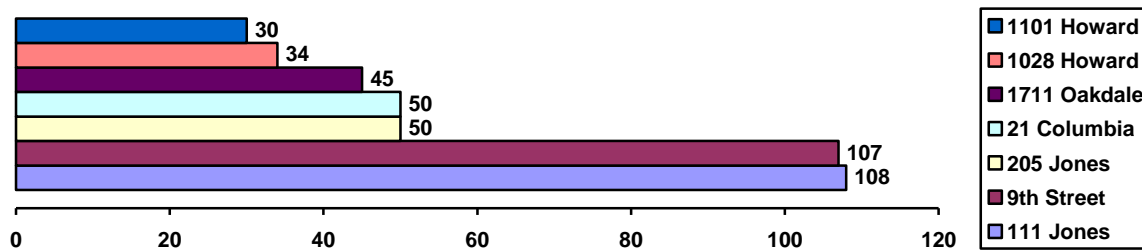
The renter's survey was analyzed using normative frequencies for responses to questions regarding their knowledge about second-hand smoke effects; their attitude toward restrictive smoking policies; and their experiences with drifting smoke in the complex.

The two waves of observations were analyzed for the content and frequencies were tabulated for number of people seen smoking in the complexes that passed policies to determine if it was less between the initial and the mid-point for those complexes where policy activism was underway and if the trend was toward less smoking between initial and final observation in those complexes that had passed policies.

## Evaluation Results

The primary objective of the project was that  $\geq 5$  MUH complexes designate 75% individual contiguous units (including balconies and patios) and a 20 foot zone at the building entrance as smoke-free. The objective was exceeded, as 7 MUH complexes designated as smoke-free 100% of the individual units, including balconies and patios, and all of the outdoor areas, including building entrances. The MUH complexes that ultimately passed and implemented this same comprehensive smoke-free policy were all in San Francisco at: 21 Columbia Square; 1101 and 1028 Howard Street; 205 and 111 Jones Street; 1711 Oakdale and 66 9<sup>th</sup> Street. The lease agreements were modified at all locations and residents notified of the new smoke-free policy. These settings collectively contained 424 individual apartment units within multi-unit complexes that were sized as follows:

**Figure 1. # Units in Complexes that Passed Smoke-Free Policy**



The evaluation results relating to these seven complexes are presented below.

Results of Initial Interviews: While four owner/managers (of these 7 complexes) reported having had complaints about SHS, not any had policies in place that addressed smoking in the residential units. Interviewees were: Sister Grace Grimm of Mercy Housing 1711 Oakdale St. (with 45 Units); James Newell who manages two complexes on Jones Street (with 100 Units and 50 Units); Zoya Verdiyan who manages three properties 1028 Howard Street (with 30 Units), 21 Columbia Square (with 50 Units) and 1101 Howard (30 Units).

Results of the Follow up Interview All of these managers committed the policy to writing and all of the policies are written into the new lease agreements. In four cases (1711 Oakdale St. SF, 1101 Howard Street SF, 1028 Howard Street SF, and 21 Columbia Court SF) the existing lease agreements with tenants were changed to reflect the new policy, and in three cases (66 9<sup>th</sup> Street SF, 111 Jones Street SF, and 205 Jones Street SF) the new tenants will sign lease agreements that stipulate the policy (which is otherwise in effect as a written policy that has been discussed with tenants by the owner/managers). All the owners/managers reported that they notified the tenants of the policy in writing. They all report having a positive reaction from tenants who gave feedback on the new policy and none report having received any notification of a violation of the policy.

Results of the Observations: This section addresses those seven complexes where policies were passed and where we could obtain pre and post policy observation data. During all the observations there were people observed, even when none were smoking.

*Summary Findings: Initially there was smoking observed on the site of the complex at four of the seven complexes that ultimately passed policies (and on the sidewalk or across the street from three others).*

*Since the policy does not include the sidewalk, but the grounds owned by the building our recorded incidences of smoking increase or decrease will be confined to the building and its immediate grounds. At the end-point no smoking was observed at any of the initial four complexes where there was smoking on the grounds.*

*So there was decreased smoking from 8 people (at 4 complexes) initially observed to 0 after the policy was passed. The following table describes the results of the observations.*

Table 1. Pre-Post Policy Report of Observations of Smoking on Premises of Complexes Adopting Smoke-Free Policies								
Property Address	#of units / floors	Initial Follow up	Date	# of people smoking	Time of Day of observation	Where Smoking	Ashtrays Present	Cigarette butts
66 9 <sup>th</sup> Street, SF Eleven People Observed: Eight Asian women and a family of three visiting.	107 Units	Initial	1.10.14	1	Noon	Building entrance	No	No
		Follow Up	5.22.15	0	Noon	Nowhere	No	No
1711 Oakdale SF Five People Observed: Two elderly couples (1 Caucasian and 1 Latino); one elderly Latino woman	45 Units	Initial	2.17.14	5	12:20 PM	Corner of Building	No	No No
		Follow Up	5.22.15	0	10 AM	Nowhere	No	
111 Jones, SF Eleven People Observed: An elderly Asian couple; 2 elderly Latina women; 4 African Americans and 3 Asian individuals.	108 Units	Initial	2.3.14	1	3:00 PM	Building entrance	No	No
		Follow Up	5.22.15	0	10 AM	Nowhere	No	No
205 Jones, SF Six People Observed Entering Building 4 African American and 2 Asian elderly men	50 Units	Initial	2.3.14	2	4:00 PM	Next door to Building entrance	No	No
		Follow Up	5.21.15	0	3:00 PM	Nowhere	No	Yes (outside the entrance door)

Property Address	#of units / floors	Initial Follow up	Date	# of people smoking	Time of Day of observation	Where Smoking	Ashtrays Present	Cigarette butts
21 Columbia SQ, SF Nine People Entering Building and Five People Exiting – Multi-racial and aged group; one Russian woman	50 Units	Initial	2.1.14	4	5:30 PM	Across Street from Building	No	No
		Follow Up	5.8.15	0	4:20 PM	Nowhere	No	No
1101 Howard St., SF Seven People Observed: 1 elderly couple and 1 middle aged woman seen entering and four people seen leaving (30-40 yr/old woman with a child and two elderly men).	30 Units	Initial	2.14.14	5-6	3:30 PM	Walking on sidewalk	No	No
		Follow Up	5.8.15	1	2:00 PM	Walking along the street – not at the complex	No	No
1028 Howard St SF  Eleven People Observed: 5 Entering (2 elderly couples – one Asian and 1 Russian) and one middle aged African Americans; 7 Leaving –(1 Caucasian middle-aged couple; two elderly Asian women; 1 family of three).	34 Units	Initial	2.5.14	3	4:00 PM	Walking on sidewalk	No	No
		Follow Up	5.8.15	3	3:15 PM	Walking on sidewalk	Yes, on street near parked cars but not in the complex	No

Results of Public Opinion Poll of Renters:

- A substantial minority of the 308 tenants polled (42%) report having been bothered by smoke coming from neighboring apartments. They report smelling smoke as it passes through the fans and windows of the units, in hallways, in the ventilation system, and in the elevator. Those that report being bothered illustrated their concern with remarks such as:

“I have to constantly keep my windows closed”

“I feel dizzy and nauseous, finding it hard to take a deep breath”

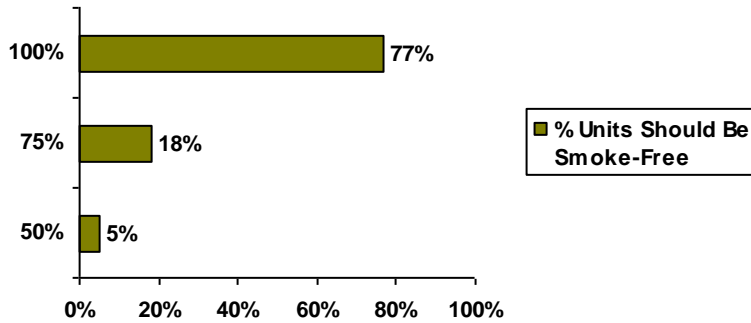
- There was near unanimous (94%) agreement among the 308 tenants that policies or “house rules” should be in place to create smoke-free units in buildings to protect residents from second hand smoke.

- The majority of tenants (77%) report that they would be attracted to housing complex with all smoke-free areas. They commented:

“This is a great idea; you would be free of toxins”

- The majority (77%) of tenants report that they would like 100% of the units designated “smoke-free”

**Figure 2. Majority Want All Smoke-Free Units**

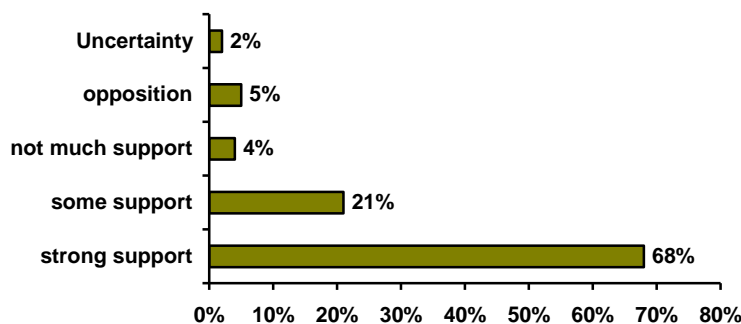


There were many comments about the necessity for a policy to prohibit smoking because “people will follow the rules.” Those who commented echoed the themes: “*this should have been done a long time ago*” and “*most of the people who live here would be very happy to be able to breathe in clean air.*”

Another survey question pointed out that existing laws require that all indoor common areas in multi-unit housing complexes be smoke-free and asks if they would support requiring smoke-free outdoor common areas as well. Comments included: “*..it is necessary, all tenants and visitors are passing this way and they should not breathe smoke.*”

- Support for smoke-free outdoor areas near building entrances was as 89% overall, as follows:

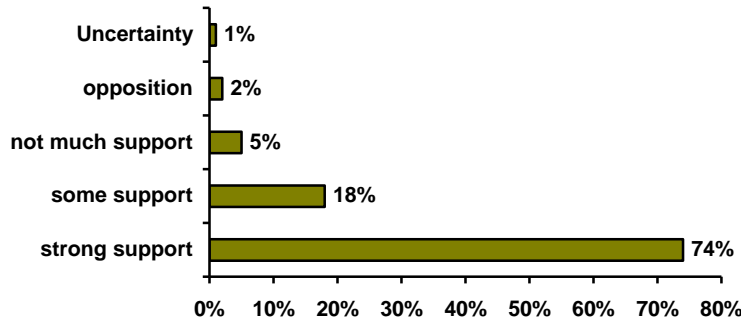
**Figure 3. Strong Support for Smoke-Free Outdoor Areas**



A theme in the comments was: “*Everyone passes by this smoke and have no choice.*”

- Support for smoke-free outdoor common areas such as courtyards, parking lots, common patios, and playgrounds, 92% overall indicated support, as follows:

**Figure 4. Strong Support for Smoke-Free Common Areas**

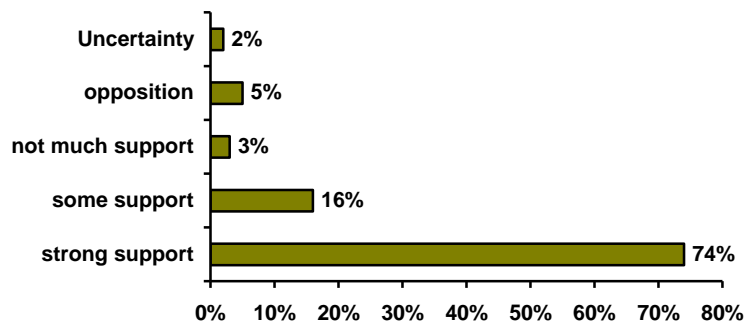


The comments reflected a tension between two ideas, expressed as follows:

*“No smoking anywhere will indicate a healthy environment” and “Smoker’s civil rights shouldn’t be violated.”*

- Support for lease agreements specifying the smoke-free areas was documented in our renter poll, as 90% overall.

**Figure 5. Strong Support for Lease Agreements Specifying Smoke-Free Areas**



The results of these poll questions have been used by the staff and Action Team members in talking with the owner/managers, which helped convince them to adopt the smoke-free policies. Where the tenants polled suggested uncertainty due to lack of information, the Action Team members took time to provide education individually, and often organize an educational session at the housing complexes.



## Conclusions and Recommendations

In interpreting these findings of the policies that did pass, affecting tenants in 7 MUH complexes, we can say that it is likely due to the efforts of SUNSET Project staff who introduced the policies to the owner/managers in tandem with showing results of tenant survey data that strongly supports smoke-free units and outdoor areas of the complex. However, we cannot assign an attribution exclusively to the intervention (policy activism with the owner/managers and residents) for two reasons: 1). There are not enough observation data points in a small study such as this, and 2) We cannot rule out other explanations, such as the changing social norms around smoking indoors and near buildings due to past and current awareness campaigns. It is gratifying, however, to notice the trend in the desired direction for this project from initial to end-point observations, which are occurring a year apart and to see the end point observation results as zero smoking (although not zero cigarette litter) in the units where there had been smoking noticed prior to the policies that were passed.

*Strengths and Weaknesses of Intervention:* The intervention was predicated on a set of assumptions about what would motivate owners/managers of multi-unit housing complexes to adopt and implement voluntary policies to restrict smoking in their units and on the premises of their complexes. It was believed that owners/managers would adopt these policies after sustained education by Russian - speaking advocates to represent the Russian – speaking tenants, and by a demonstration of support from their renters as to the benefits of smoke free policies. While we do not know and did not ask why the owner/manager adopted the policy, it does appear from the post-policy adoption interviews with them that they are hearing about tenant satisfaction with their smoke-free environments where prior interviews show that tenants did have complaints about second hand smoke.

In analyzing the strengths and weaknesses of the intervention we also must look at the possibility that voluntary policies are only as good as the desire of the owner/manager to enforce them. While the intention on the part of these 4 owner/managers to fully implement the policy has been shown through their revising lease agreements to include the smoke-free provisions (see attached for example of lease addendum), it is too soon to tell if tenants will have the policy fully enforced if they should encounter a violation and report it to the manager.

Since 2008 SUNSET project has been working to get voluntary policies passed for smoke-free units and this is the most successful of all the project cycles in the number of units affected by these voluntary policies. In prior years, there have been seven policies (combined) passed, but the typical size of the complexes has been much smaller those in this project cycle of activities. The model of working with Russian-speaking community members to conduct the outreach to tenants has proven successful, and the project has addressed a myriad of challenges along the way.

While work with the Russian-speaking community in the Bay Area on voluntary smoke-free housing policies will continue, it is recommended that Russian SUNSET project pivot toward city and

county-wide smoke-free policies that are more enforceable and would inevitably protect far more people. Given the considerable breath of Russian – speaking community support generated since 2008 for smoke-free housing policies SUNSET could be an active Coalition partner within a city and county-wide effort with a larger jurisdictional and non-voluntary approach.

## Appendix A

### **Example of NON-SMOKING POLICY**

This Non-Smoking Policy (the "Policy") modifies the House Rules which are referenced in the Lease between 111 Jones Street Apartments (Owner), and Name of Head, Co-head, Spouse and ALL Adult Family Members (Tenant), for Unit # 201 located at 111 Jones Street San Francisco, CA 94102. To the extent that the terms of this Policy conflict with any provision of the Lease or the existing House Rules, this Policy shall control. Except as specifically stated herein, all other terms and conditions of the Lease and the House Rules shall remain unchanged.

1. **Purpose of Non-Smoking Policy.** The parties desire to mitigate (i) irritation and known health effects of secondhand smoke; (ii) the increased maintenance, cleaning, and redecorating costs from smoking; (iii) the increased risk of fire from smoking; (iv) the higher costs of fire insurance where smoking is permitted and (v) the legal constraints and obligations imposed on Landlord by local or state laws on smoking.
2. **Definition of Smoke or Smoking.** The terms "smoke" or "smoking" means inhaling, exhaling, breathing, or carrying any lighted cigar, cigarette, or any tobacco product or similar smoke generating product in any manner or in any form, unless applicable local law mandates another definition.
3. **Non-Smoking Areas:** Smoking is prohibited in the Unit and all "common areas" of the Project. "Common Areas" are all parts of the Project other than individual Units, including outside areas.

Tenant agrees and acknowledges that the his/her Unit and the Common Areas of the Project have been designated as non-smoking and Tenant, and members of Tenant's household, shall not smoke in these areas, nor shall Tenant permit any guest or visitor under the control of Tenant to do so.

Smoking is prohibited on the entire property including individual units, common areas, every building, parking area and adjoining grounds.

4. **Smoking Areas:** To the extent smoking is allowed anywhere in the Project, Tenants who smoke, or allow smoking by their invitees or guests, must ensure the smoke does not disturb the quiet enjoyment of other tenants. Secondhand tobacco smoke may seep

and drift through open doors, windows, and ventilation ducts, which may constitute a disturbance to those tenants who do not smoke, particularly those with health- and allergy-related sensitivities. Pursuant to other provisions of the Lease, Tenant agrees not to harass, annoy, or endanger any other tenant or person, or create or maintain a nuisance, or disturb the peace or solitude of any other tenant.

5. **Tenant to Promote Non-Smoking Policy.** Tenant shall inform Tenant's guests of this non-smoking policy.
6. **Landlord Not a Guarantor of Smoke-Free Environment/Enforcement.** Tenant acknowledges that Landlord's adoption of a non-smoking living environment does not make the Landlord or any of its managing agents the guarantor of Tenant's health or of a smoke-free condition in the Tenant's Unit or the Project; however, Landlord shall take reasonable steps to enforce this Policy. Landlord shall not be required to take steps in response to smoking unless Landlord has actual knowledge of the smoking or has been provided written notice of a violation of this Policy and is able to substantiate same. Tenant acknowledges that Landlord's ability to enforce this Policy is dependent in significant part on voluntary compliance by Tenant and Tenant's guests.
7. **Other Tenants are Third-Party Beneficiaries of This Policy.** Landlord and Tenant agree that other Tenants of the property are the third party beneficiaries of this Policy. As such, a Tenant may sue another Tenant to enforce this Policy, but another Tenant does not have the right to evict any Tenant. Any lawsuit between Tenants regarding this Policy shall not create a presumption that the Landlord has breached this Policy.
8. **Material Breach.** A material breach of this Policy shall be a material breach of the Lease between Tenant and Landlord and grounds for immediate termination of the Lease by the Landlord. Tenant shall be responsible for all damages and costs associated with termination of Lease due to material breach to the extent permitted by the Lease.
9. **Disclaimer by Landlord.** Tenant acknowledges that Landlord's adoption of this non-smoking policy, and the efforts to designate the Project as non-smoking do not in any way create a higher standard of care that would render buildings and Project designated as non-smoking any safer or more habitable, or as having better air quality standards, than any other rental Project. Landlord specifically disclaims any implied or express warranties that the Common Areas or Tenant's Unit will have any higher or improved air quality standards than any other rental property. Landlord cannot and does not warrant or promise that the Unit or any portion of the building will be free from second-hand smoke. Tenants with respiratory ailments, allergies, or any other physical or mental condition relating to smoke are put on notice that Landlord does not assume any higher duty of care to enforce this Policy than any of the other of Landlord's obligations under the Lease.
10. **Changes in Smoking Policy/Compliance with Applicable Laws.** Landlord may change its smoking policies at any time after providing Tenant with thirty (30) days written notice. In addition to the provisions of this Policy, Tenant must comply with all applicable laws regarding smoking on the Project. Landlord is not required to advise Tenant of any changes in the law with respect to smoking at the Project. Tenant is responsible for complying with all laws relating to smoking and thirty days' notice is not required if a policy change is implemented to comply with a new law or local ordinance. If a provision or paragraph of this

Policy is in conflict with any requirements of the any smoking/non-smoking ordinance or other law applicable to the Premises, such provision or paragraph of this Policy will be deemed deleted and the rest of this Policy will remain in effect. To the extent any provision required by such an ordinance is not included in this Policy, it is hereby inserted as an additional provision of this Policy, but only to the extent required by applicable law and then only so long as the provision of the applicable law is not repealed or held invalid by a court of competent jurisdiction. Tenant agrees to execute any amendment to this Smoking Policy which may be required for Landlord to be in compliance with applicable law.

11. **Effect on Current Tenants.** Tenant acknowledges that some tenants of the rental community under a prior Lease/Rental Agreement may not be subject to the terms of this Policy. As Tenants move out, or enter into new Leases/Rental Agreements, this Policy will become effective for their unit or new agreement.

The undersigned Tenant(s) acknowledge(s) having read and understood the foregoing, and receipt of a duplicate original.

**TENANT:**

\_\_\_\_\_

Print Name

\_\_\_\_\_

Signature

\_\_\_\_\_

Date

**LANDLORD:**

\_\_\_\_\_

Owner/Agent Print Name

\_\_\_\_\_

Owner/Agent Signature

\_\_\_\_\_

Date

