

Tobacco Retail Licensing in El Dorado County



Final Evaluation Report (2017-2021) for El Dorado County Health and Human Service Agency

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Report Submitted: 07/31/2021

Aim and Outcome

In order to limit access to tobacco products, including electronic smoking devices (ESDs) (See [ESD definition](#) below), for underage individuals, the El Dorado County Tobacco Use Prevention (TUPP) project staff and coalition set the following objective:

By June 21, 2021, one city such as Placerville or South Lake Tahoe and/or the unincorporated areas of El Dorado County will adopt and implement a policy to require all tobacco retailers to obtain a license in order to sell tobacco products and electronic smoking devices with sufficient fees to conduct regular tobacco product compliance checks.

This objective continued from the 2014-2017 contract period to the current contract period of 2017-2021. Since momentum increased during the final year of the 2016-2017 scope of work period, the TUPP project staff made TRL a primary objective for this contract period, with more detailed evaluation measures.

This report examines how El Dorado County TUPP met the TRL objective through its evaluation methods, implementation, and results. El Dorado County TUPP drafted the initial content and findings in this report. Ellis Planning Associates Inc. served as the external evaluator for the project by evaluating and revising the overall formatting, style, and draft content, as well as

writing up the conclusions and recommendations in this report.

By June 2021, El Dorado County TUPP did not meet its primary objective of adopting and implementing a TRL ordinance. During the first and second years of the 2017-2021 scope of work period, project staff made progress in meeting the objective. TRL presentations were made to law enforcement and key decision makers.

Although there was evidence of community support for a healthier retail environment, key policymakers, and enforcers, including the Sheriff, the Undersheriff, retailers, and the BOS did not support a TRL policy. This led to challenges in policy adoption during this contract period. In addition, TRL policy discussions with the BOS were halted after June 2020 due to the COVID-19 pandemic response and recovery efforts. In contrast, the Placerville Police Department fully supported policy adoption; however, the Chief of Police stepped down at the end of year three of the project.

With continued evidence on increased illegal sales rates and a shift in the political climate, TUPP project staff hope to reach policy adoption in the coming years.

Electronic Smoking Device Definition

An ESD delivers nicotine or other vaporized liquids to the person inhaling from the device, including but not limited to, an electronic cigarette (e-cigarette), cigar, pipe, or hookah.

Background

Tobacco Control Funding in California

In 1988, California voters approved the Tobacco Tax and Health Promotion Act (Proposition 99), which raised the tobacco tax in the State. This revenue established the California Department of Public Health (CDPH) California Tobacco Control Program (CTCP).¹ The CTCP designated El Dorado County Public Health Department as one of 61 Local Lead Agencies (LLAs) to protect the public's health and prevent tobacco-related disease and disparities locally.^{2,3}

An additional boost of support for tobacco control statewide came in 2016 when the voters overwhelmingly passed Proposition 56, the California Healthcare, Research and Prevention Tobacco Tax Act.⁴ Proposition 56 not only increased the state cigarette tax by \$2.00 per pack, but it also increased the tax on other tobacco products, including electronic cigarettes (e-cigarettes) containing nicotine.⁵

El Dorado County Profile

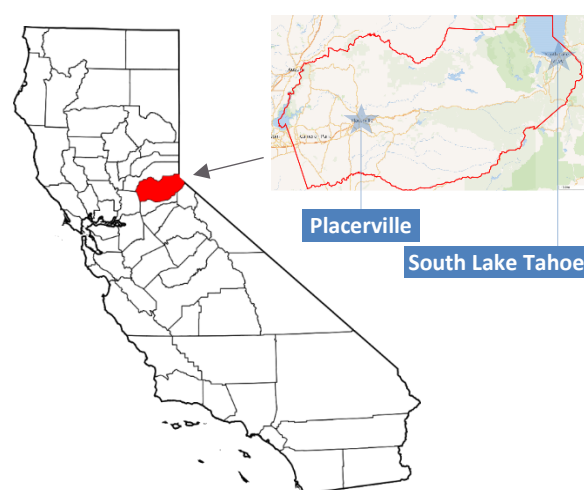
El Dorado County is a small rural county in Northern California located in the western foothills of Sacramento to the High Sierra in South Lake Tahoe, in the east (see [Figure 1](#) El Dorado County map).

El Dorado County is home to 192,875 people. With 20% of the population (38,371 children) under the age of 18 years old,⁶ reducing youth tobacco-promoting influences is of a high priority for the area. The County

residents are predominately White (88%), with Hispanics/Latinos being the second largest group (13%).⁷ El Dorado is a relatively affluent area, with only over 8% of the El Dorado County population is living at or below the federal poverty level, as compared to 12% (persons in poverty) statewide.⁸

El Dorado County encompasses 1,707 square miles.⁹ The County is divided into two small, incorporated cities: 1) Placerville, and 2) South Lake Tahoe, which range in population from 11,175 to 22,200 people (21% of the population live in the incorporated cities).^{10,11} The remainder of the county's 159,500 residents live in the unincorporated rural areas of the county. El Dorado County government is found in the city of Placerville (the county seat). (See [Figure 1](#) below).

Figure 1: El Dorado County Map with two unincorporated cities (starred) and Location in the State of California¹²



In El Dorado County, almost 15% of adults are smokers as compared to the state average of 10%.

Youth Tobacco Use

The overall tobacco use rate among California High school students is 14% or approximately 278,000 students. Boys and older youth use tobacco more than girls and younger youth, which is consistent with national trends.¹³

Youth Use of Flavored Tobacco Products

According to the California Department of Public Health, 80% of youth who use tobacco started with a flavored product. In addition, 68% of e-cigarette users in high schools use flavors, such as menthol, fruit, and candy.¹⁴

Youth Use of ESDs

The Stanford Tobacco Toolkit, states that teens are nearly seven times more likely to vape nicotine than adults. In addition, the vaping product Sourin pod is equal to four and a half packs of cigarettes.¹⁵

According to the 2018 California Healthy Kids Survey (CHKS), the percent of eleventh grade students who ever vaped is 44%. This is an increase of 12% from the 2105 CHKS survey.¹⁶ In 2019, 44% of El Dorado County teens reported vaping in their lifetime, and 28% indicated that they currently vape. For those who vape, 22% reported vaping marijuana.¹⁷

Access to Tobacco Products

Available data demonstrates that access to tobacco products, particularly ESDs has been increasing in our country. According to National Youth Tobacco Survey (NYTS), there had been a dramatic increase in e-cigarette

use among youth.¹⁸ E-cigarette use among middle and high school students increased from 2017 to 2018. More than 3.6 million middle and high school students were current (past 30 days) e-cigarette users in 2018, indicating an increase of more than 1.5 million students since 2017.

The epidemic in the rise of ESDs among youth has also been seen locally in El Dorado County. According to the 2016 CHKS 23% of youth use tobacco products and 16% of youth use ESDs and/or vape in El Dorado County.¹⁹

In 2016, tobacco retailers were surveyed in El Dorado County's Healthy Stores for a Healthy Community (HSHC) survey.²⁰ Out of the 117 stores surveyed, 121 stores (97%) sold tobacco products. During the 2013-2016 scope of work period, the number of tobacco retailers selling ESDs increased from 58% to 70%. Of the 121 tobacco retailers surveyed in 2016, 91 retailers sold ESDs.

Access to Flavored Tobacco Products

There are no state laws in California restricting the sales of flavored tobacco products to prevent or curtail youth access and appeal. However, in recent years, many jurisdictions across the state have restricted its sale. The first community to restrict the sale of flavored tobacco in California was Santa Clara County in 2010. Since then, 37 communities have passed similar policies.

El Dorado County currently does not have any laws restricting the sale of flavored tobacco products. In 2016, 85% of stores

surveyed in the HSHC in El Dorado County sold flavored non-cigarette tobacco products.

Tobacco Retail Licensing

Existing research shows that a TRL would be an effective way to reduce underage access and exposure to tobacco products in retail environments. According to Tobacco Control Legal Consortium, TRL has been demonstrated as an effective method in improving public health among youth and low-income populations.

According to the Center for Tobacco Policy and Organizing's 2019 Matrix of Strong Policies, 156 California communities have adopted TRL policies in an effort to reduce illegal sales of tobacco products. In fact, 41 communities with a TRL indicate a decrease in their sales rate.

In 2016, over 60% of El Dorado County residents indicated they would support a law which would require store owners to buy a local license to sell tobacco products.

Store Advertising

A convenience store, or corner shop is a small retail business that stocks a range of everyday items such as coffee, groceries, snack foods, toiletries, magazines, and tobacco products. These types of stores participate in tobacco marketing. They also tend to feature more tobacco advertising and promotions compared to other types of stores. According to California Fact and Figures in 2019, tobacco companies target minority and low-income communities with point-of-sale marketing (promote, place, and

price).²¹ Studies have shown that exposure to these types of marketing tactics have proven effective in tobacco use initiation rates among adolescents, young people, and low-income residents.²²

In 2016, 79% of convenience stores surveyed in the HSHC had exterior store advertising of tobacco products (n=121). This was a 12% increase from 2013. Along with the increase in store advertising, an 18% increase of residents in El Dorado County from 2013 to 2016 thought tobacco advertising in stores should be either completely banned or out of eyesight of children. The 2016 HSHC data has caused concern among local community residents and law enforcement agencies.

El Dorado County Sign Ordinance

A secondary objective of the El Dorado County TUPP program is to enforce a content neutral signage restriction (Indicator 1.1.2). According to the El Dorado County Sign Ordinance outlined in Chapter 130.22:²³

El Dorado County Sign Ordinance

Window signs that do not exceed 25% coverage of any window sign shall be placed so that law enforcement personnel have a clear and unobstructed view of the interior of the establishment including cash registers.

Tobacco Retail Environment

Healthy Stores for a Healthy Community

HSHC is a California statewide collaboration between tobacco use prevention, alcohol use

prevention, sexually transmitted communicable disease prevention, alcohol use prevention, and nutrition partners.

HSHC Survey

In 2013, 2016 and 2019, scientific surveys were conducted throughout California to assess product marketing and the availability of healthy and unhealthy options offered in stores that sell tobacco. Retail stores play a critical role in our health. Local stores not only affect the economic well-being of neighborhoods, but they also affect the physical health of people who visit them.

The HSHC survey includes store observations of tobacco, alcohol, and food. This information is valuable in helping make the places we shop healthier. The types of products available contribute to chronic health issues. In addition, the promotion of these products influences our buying behaviors, especially for our youth.

Sale of Tobacco Products to Youth

The availability and promotion of tobacco in stores in our communities impact our youth and increase the likelihood that they will start to smoke.

California Tobacco 21 Law

In 2016, the California Tobacco 21 Law raised the legal minimum age of tobacco sales, including sales of ESDs, from 18 to 21 years old.²⁴ For full compliance and vigorous enforcement, the law requires the collaboration of multiple state and local agencies that license, inspect, or otherwise

conduct business with retailers, distributors, or wholesalers that sell tobacco.²⁵

Stop Tobacco Access to Kids Enforcement Act

The Stop Tobacco Access to Kids Enforcement (STAKE) Act, provides Proposition 56 funds to reduce the illegal sales of tobacco to minors under the age of 21 years old.²⁶ STAKE Act requires tobacco retailers to post conspicuously, at each point of purchase, a notice stating that selling tobacco products to anyone under 21 years of age is illegal and subject to penalties. The notice shall also state that the law requires that all persons selling tobacco products check the identification of a purchaser of tobacco products who reasonably appears to be under 21 years of age. The warning sign shall include a toll-free telephone number for persons to report unlawful sales of tobacco products to any person under 21 years of age.²⁶

Illegal Sale of Tobacco Products to Minors

Illegal sales of tobacco products to underage individuals have been an ongoing problem in El Dorado County for decades.

Research shows that sale of tobacco products to underage individuals is a growing concern. Public Opinion Polls (POPs) highlighted local community concern with underage access to tobacco products. In the 2013-2016 scope of work period, there was a 35% increase of residents who believed the sale of tobacco and ESDs to El Dorado County young people was a problem. In 2013, 59% of El Dorado County residents believed it was easy to purchase cigarettes and chewing tobacco in

their neighborhoods as compared to 84% in 2016, an increase of 25%.

Young Adult Tobacco Purchase Survey

In the 2014-2017 contract period, the Young Adult Tobacco Purchase Survey (YATPS) was used to conduct onsite inspections to assess illegal sales of tobacco to young adults, aged 18-19 years old, and compliance with other local and state retail laws (e.g., posting age-of-sale warning sign).

This activity was removed from the El Dorado County TUPP 2017-2021 work plan. However, the survey was conducted by law enforcement California Department of Justice (DOJ) grant recipients (See [Law Enforcement Support](#) below for a brief overview of the DOJ Tobacco Grant Program). In 2018, 13 volunteers and 8 law enforcement officers surveyed 93 tobacco retailers using a STAKE Act instrument (See [STAKE Act](#) for an overview of the law above).

According to the YATPS, the illegal tobacco sales rates in El Dorado County dropped 4% from 2016 to 2018 after the Tobacco 21 Law went into effect (See [Tobacco 21 Law](#) above).

TRL Task Force

By the end of the 2014-2017 contract period, progress was made on developing relationships with allies from the City of Placerville council members, and the board of Supervisors (BOS). During this period, a TRL task force was developed, which provided support of a TRL ordinance. The TRL Task Force included members from the Planning Department, Environmental management, El Dorado County Office of Education (EDCOE),

the Health Officer, a student representative, Marshall Hospital, the District Attorney, and law enforcement.

Law Enforcement Support

Law enforcement agencies have been responsive to community concerns and TRL project efforts. The Placerville Police Department agreed to coordinate and assist the project during the 2017-2021 contract period with tobacco retailer education and window signage compliance.

The El Dorado County Sheriff has shown great interest in creating a healthy retail environment. The Sheriff has stated that young people should not be able to purchase tobacco products as it is against the law. Also, the Sheriff was opposed to the passage of Proposition 64, the legalization of recreational marijuana.

In 2017, the El Dorado County Sheriff's Office was awarded the California Department of Justice (DOJ) enforcement grant. The Office of the Attorney General Established the DOJ Tobacco Grant Program in 2017 to provide annual funds to law enforcement agencies in California.²⁷ With this funding, the El Dorado County Sheriff's Office hired a school resource officer to install no smoking signage, provided tobacco education materials to school and retailers, and conducted tobacco retailer inspections and enforcement operations.

In the 2017-2021 contract period, TUPP project staff were optimistic that the Sheriff would continue to support the TUPP project activities. However, during this contract

period, the Sheriff had decided to not support TRL policies. Although the Sheriff still wishes to protect young people, he is taking a strong “hands off” approach when it comes to policies impacting business owners.

Communities of Excellence (CX)

The Communities of Excellence (CX) committee is a diverse group of community organizations, including TUPP project staff, social and behavioral health, substance use treatment, health care, law enforcement, K-12 education, and Latinx partners to name a few.

The CX committee was convened by TUPP project staff to assess community needs and capacity, set priorities, and develop a plan of action to address the tobacco epidemic. Of the 15 indicators assessed, TRL was one of the highest rated based on need and prospect of success.

Strong community support, coupled with high sales rates to underage individuals led the CX committee to believe that local policy makers, law enforcement and the public would support a tobacco retail license objective in the 2017-2021 work plan. In addition, the CX committee voiced concerns about compliance with the County Sign Ordinance (See [El Dorado County Sign Ordinance](#) above).

Theory of Change

Interventions are based on the Behavioral Community Psychology Theory, which considers how changes in a retail environment impact individual and

community behavior. For example, less youth will be able to use tobacco products if the retailers are upholding the law and not illegally selling tobacco products to underage youth. In addition, by conducting retailer education coupled with compliance checking with the County’s Sign Ordinance, retailers will restrict store interior and exterior tobacco advertising and product placement, which will also reduce future youth sales rates (See [El Dorado County Sign Ordinance](#) above).

Implementing a TRL ordinance also is based on the Diffusion of Innovations Theory, which has shown that once one city or county adopts a TRL policy, other cities are more likely to adopt a policy. According to ChangeLab Solutions, passing tobacco control policies reinforce individual and community behavior change. When a new policy is adopted, it reinforces all tobacco laws at the local and state levels. TRL can be used to implement and enforce a variety of policies aimed at reducing exposure to tobacco products in the retail environment, making it a great regulatory tool.

Evaluation Methods & Design

Purpose

The primary purpose of the evaluation was to support data collection efforts and local interventions to protect the health of people in El Dorado County. The data that was collected was intended to better understand existing opportunities and barriers for a TRL policy.

Design

A non-experimental evaluation design was selected as there was no control group, comparison group, pre- or post-test, nor multiple waves of measure.

Methods

Both process and outcomes data were collected for the intervention's activities through mixed methods. The evaluation plan included formative data to inform intervention activities and strategies along the way, and outcome data to confirm the objectives were being met. Data was collected from eight evaluation activities (See [Table 1](#) on pp. 10-11).

The evaluation instruments included participant surveys, key informant interviews (KIIs), and activity records. These evaluation activities provided information on the availability of tobacco products in stores, public and policymaker opinions on various tobacco control issues, as well as the type and amount of media coverage of related tobacco topics. The participant surveys consisted of closed and open-ended questions yielding both quantitative and qualitative data. The key informant interviews collected in-depth qualitative data from community stakeholders. (See [Table 1](#) for more information on each of the evaluation activities).

Midwest Academy Strategy Chart

Throughout the contract period, TUPP project staff documented their observations at policy meetings, including policymaker

support or opposition, key issues raised by policymakers and other insights. (See [Appendix A. Midwest Academy Strategy Chart](#)).

Education Participant Surveys

During the contract period, 66 community members, including six youth and two sheriffs received education on how to assess the retail environment and to conduct retailer trainings. Post-education surveys were conducted with the participants to determine the extent they understood the content of the presentations and to assess the volunteer's ability to conduct the tobacco education and retail environment survey. The written survey instrument included four questions.

Key Informant Interviews

In 2018, KIIs with seven key opinion leaders, law enforcement, local policymakers, and community members were conducted using a purposive sample to identify opportunities and barriers to TRL policy adoption. The KII survey was developed by TUPP project staff, adapted from Riverside County's instrument. Qualitative analysis of interview results was used to summarize interview findings. (See [Appendix C. El Dorado County TUPP TRL Key Informant Interview Instrument](#)).

HSHC Survey

In 2019, observation data was collected from 161 retail stores using adult and youth volunteers. The purpose of the survey was to support their HSHC intervention activities, CX needs assessment, and media release.

In order to prepare volunteers, five HSHC survey data collection trainings were conducted with 79 volunteers to ensure high quality data was obtained. New elements were added to the HSHC modules due to the Tobacco 21 Law, which expanded the definition of tobacco products to include ESDs.

HSHC Public Opinion Poll

In 2019, a POP was conducted with 243 English speaking community members and 52 Spanish speaking community members. The POP collected data on the community's knowledge, attitudes, and perception of the retail environment.

HSHC Key Informant Interviews

In 2019, nine key informant interviews with nine key opinion leaders, including law enforcement, retailers, and coalition members were conducted to measure opinions of healthier retail options and support for a TRL policy. The survey instrument was developed by the Tobacco Control Evaluation Center (TCEC) and modified by project staff.

Media Activity Records

Throughout the contract period, earned and paid media activities were recorded. TUPP project staff evaluated the records for their effectiveness at delivering and disseminating the message, their accuracy and neutrality of facts, and to gauge the level of public support for the campaign strategies. (See [Appendix B. El Dorado County TUPP Communications Plan](#)).

Public Policy Meeting Records

A public policy meeting observation form was developed to document policymaker support/opposition, key issues raised by policymakers and City staff, and other insights from policy meetings. In addition, official policy records, such as city council agendas, meeting minutes, City staff presentations, testimony and policies enacted were collected and coded to ultimately to confirm the adoption of a TRL policy.

Analysis

Quantitative data were analyzed through descriptive statistics. Qualitative data were analyzed using content analysis to summarize the information and to identify common themes.

Limitations

The major limitations of this design were the following:

1. Convenience sampling was used for the participant surveys, which can create biases if some groups are over- or under-represented.
2. Although the community participant data collectors were trained in assessing the HSHC retail environment, the TUPP project staff did not reassess observer accuracy at the end of the data collection to measure reliability and confidence in the process.
3. Changes were made to the HSHC survey by including new tobacco products and

ESDs into the survey, making it impossible to measure changes to these elements from previous contract years.

4. The COVID-19 pandemic halted policy discussions in the fourth project year due to state and local social distancing guidelines.

Table 1: Key Process and Outcome Evaluation Activities.

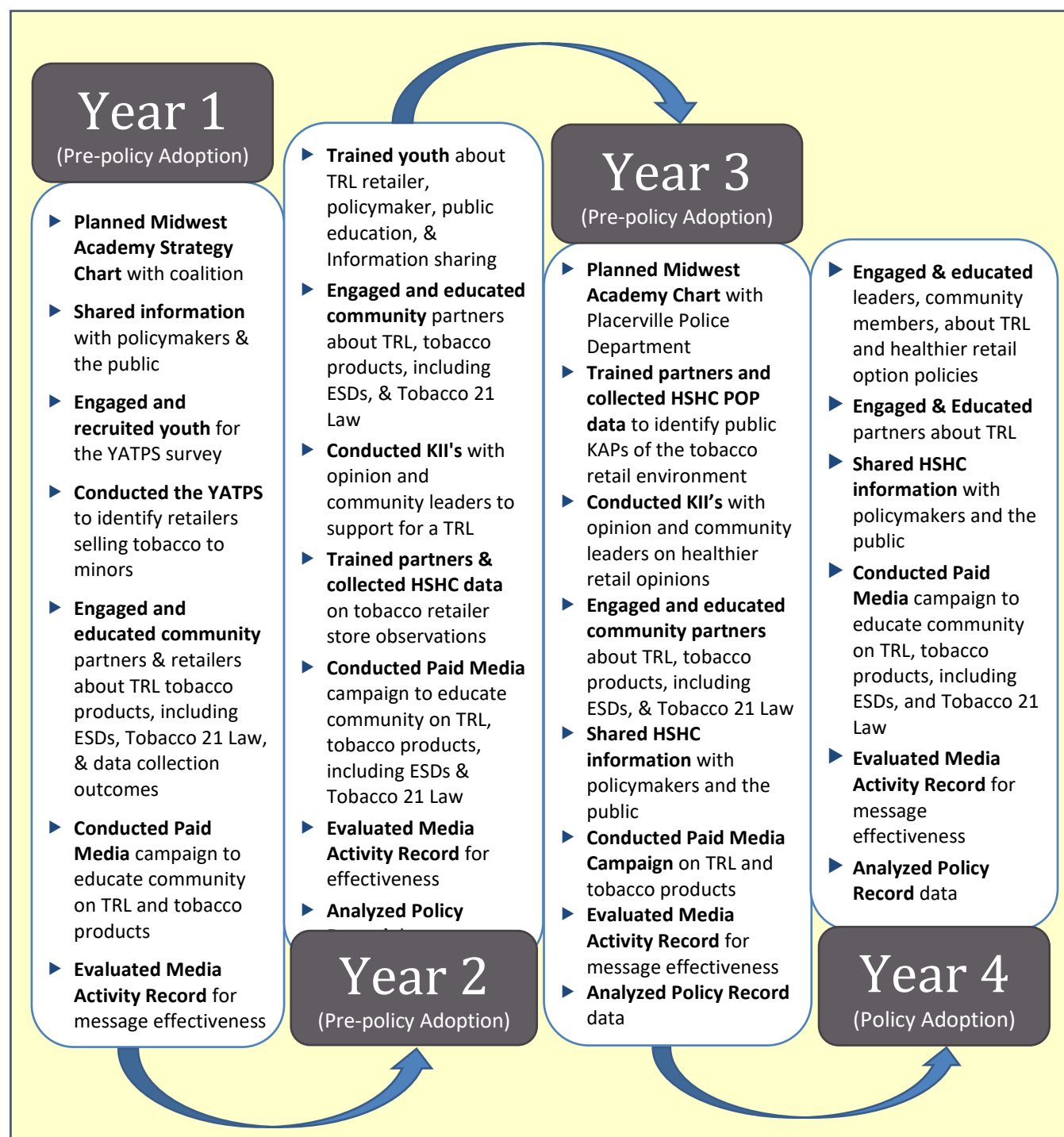
Evaluation Activity	Purpose	Sample	Instrument Source	Analysis Method(s)	Timing/Waves
Process Measures					
Midwest Academy Strategy Chart	Establish timelines and collect information about the public health and political environment	Convenience sample of 18 members.	The Center for Tobacco Policy and Organizing and TUPP project staff	Content analysis to identify themes, including supporters, opposition, gaps and resources	Year 1: 1 wave Year 3: 1 wave
Education Participant Survey	Determine understanding of retailer education and how to properly conduct retailer training	Convenience sample of 35 YATPS participants, 5 Friday Night Live (FNL) retailer education participants in year 1; 18 HSHC participants in year 2; 6 youth (FNL and cadets from Placerville Police Department) and 2 sheriffs in year 3	TUPP project staff	Quantitative data analyzed using descriptive statistics; Qualitative data analyzed using content analysis to identify key themes	Year 1: 2 waves = 40 Year 2: 1 wave = 18 Year 3: 2 waves = 8
Key Informant Interviews	Identified support and barriers to TRL policy adoption	Purposive sample of 7 key opinion leaders, law enforcement, policymakers, community members, and coalition members	TUPP project staff adapted from Riverside County	Content analysis identifying key themes	Year 2: 1 wave

Evaluation Activity	Purpose	Sample	Instrument Source	Analysis Method(s)	Timing/Waves
HSHC Store Observations (statewide)	Measure the availability and marketing of tobacco and other products	161 retail stores were surveyed	Stanford University	Descriptive statistics	Year 2: 1 wave Activity completed
HSHC Public Opinion Poll (statewide)	Measure public opinion on policy issues in the retail environment	Convenience sample of the public in English (n=243) and Spanish (n=52)	Tobacco Control Evaluation Center (TCEC)	Descriptive statistics	Year 3: 1 wave
HSHC Key Informant Interviews (statewide)	Identified opinions on healthier retail opinions	Purposive sample of 9 key opinion leaders, law enforcement, policymakers, community members, and coalition members	TCEC	Content analysis identifying key themes	Year 3: 1 wave
Media Activity Record	Record of earned and paid media placement (e.g., print, Facebook, Twitter, briefs, out of home advertising, and magazines)	Earned Media: Year 1: 3 Year 2: 12 Year 3: 23 Year 4: 68 Paid Media: Year 1: 16 Year 2: 48 Year 3: 35 Year 4: 36	TCEC	Content analysis of media effectiveness at delivering message and level of support	Year 1: 1 wave Year 2: 1 wave Year 3: 1 wave Year 4: 1 wave
Outcomes Measures					
Public Policy Meeting Observation Record	Collect policymaker support/opposition on key policy issues, and to confirm adoption of a TRL policy that meets the objective of this project	Public policy records of four governing boards: 1. El Dorado County 2. BOS 3. South Lake Tahoe City Council 4. Placerville City Council	TUPP project staff	Content analysis to identify themes, including meeting agenda items, support/opposition, key issues, and policy adoption	Year 2: 1 wave Year 3: 1 wave Year 4: 1 wave

Timeline of Key Activities

The sequence of intervention and evaluation activities was designed so that early actions laid the foundation for progress forward, informing the timing, messaging and strategies of the activities that followed.

Figure 1: Key Intervention and Evaluation Activities in Chronological Order



Implementation and Results

Stakeholder Involvement and Coalition Building

Intervention activities have been based on stakeholder collaboration and community input. Examples of this include the Midwest Academy Strategy Chart (MASC) with stakeholder groups and the creation of a TRL task force.

Midwest Academy Strategy Chart

During the first two years of the project, TRL strategic planning sessions were held with community partners and stakeholders to complete the MASC and support TRL policy adoption. In year one, the MASC participants consisted of coalition members, the Public Health Office, Senior Programs, SNAP-Ed nutrition, school districts, and law enforcement.

In year two, a MASC session was held with the Placerville Police Department. Significant consultation and collaborative work have been accomplished with the City of Placerville. Three planning meetings were held to discuss municipal TRL and smoking ordinance implementation. Participants included the Placerville Police Department, including their Community Services Officer and Code Enforcer (tasked with tobacco education and enforcement, and city code enforcement), city administration, and other public health officials.

The MASC was used to identify supporters, opposition, resources, and needs related to a TRL primarily in the unincorporated areas of

the county. By completing the chart, it helped establish a timeline and provide partners with the knowledge and experience in approaching and working with law enforcement, code enforcement, BOS, city council members and tobacco retailers. (See [Appendix A Midwest Academy Chart](#)).

TRL Task Force

In the first year of the contract period, a TRL Task Force meeting took place with representatives from the Placerville Police Department, Environmental Management, Planning Department, Marshall Medical Center, Shingle Spring Tribal Health, the Health Officer, community members, including youth, and the District Attorney. At this meeting, El Dorado TUPP staff presented on ESDs, flavors, minimum size packaging, zoning/density, youth protection and the El Dorado Signage Ordinance, and a TRL policy.

The TRL Task Force reviewed the TRL draft ordinance. El Dorado TUPP project staff forwarded the final TRL draft ordinance to County Council for review. Since the ordinance was drafted, the TRL task force was disbanded.

Community Education

Community education initiatives have been a central component of the intervention. The goal of educational presentations has been to increase knowledge and awareness tobacco use rates among youth in El Dorado County, health consequences for the community, and the connection between tobacco use and the local retail environment.

During the contract period, 64 in-person presentations and 6 virtual presentations were conducted with 3,290 participants. The participants were comprised of youth, adults, and members from community coalitions and groups. Community presentations included data about tobacco use, tobacco marketing to youth, the STAKE Act, the Tobacco 21 Law, HSHC 2016 and 2019 results, which includes data on tobacco products, ESDs, tobacco industry marketing tactics, local YATPS data, potential TRL licensing, including tobacco industry marketing inside and outside the store, and the El Dorado County Sign Ordinance restrictions. The goals of the presentations were to recruit community members to assist with project activities, including educating and surveying tobacco retailers; and to garner support for a TRL policy adoption.

At these presentations, TUPP project staff learned that many community members were genuinely concerned about youth using ESDs, especially the product JUUL. In addition, it became clear that residents living in South Lake Tahoe were extremely interested in a TRL ordinance. Community presentations continued into the third project year, with events offered to law enforcement, educational institutions, the Mexican consulate, and a parent advisory board. In the fourth year, community presentations paused due to the COVID-19 pandemic response and recovery efforts.

Post-Education Survey Results

In 2018, post-education surveys were conducted with 35 Sherriff Explorers and Police Cadet youth to implement the YATPS.

Most youth trained felt that it was well facilitated and presented. In addition, youth participants felt that they had the knowledge and skills to conduct the YATPS following the training. When asked what information was most important, participants found that ensuring the stores were upholding the law and that tobacco products, including ESDs were illegal to buy for those under 21 years of age. Unfortunately, the Sheriff's Office staff provided training on the store survey instrument, so TUPP project staff were not able to identify if youth understood the survey protocol and the Tobacco 21 Law. Youth involved in the YATPS did not ask for a representation of all tobacco products.



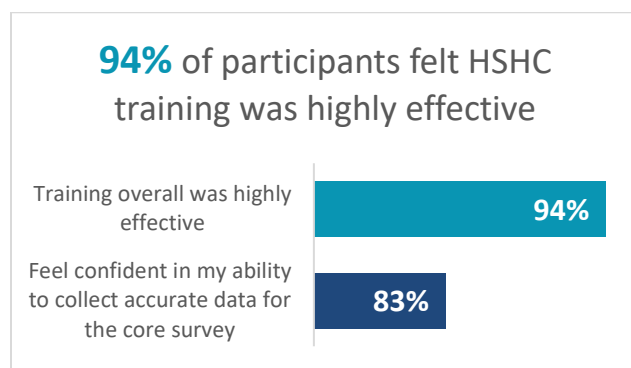
The picture shows El Dorado County TUPP Project staff, Sherriff's Explorers and Police Cadet picture following the YATPS training.

In 2018, post-education surveys were also conducted with five FNL participants. The FNL training participants felt that the Retailer education training was well facilitated and presented. When asked what information was most useful, the respondents felt the presentations slides, reviewing the retailer education survey data form, how to educate the retailers, the script for introductions to store clerks, and identifying what products to check for in the store were useful. The group overall felt that

they understood the training and they would recommend it to others.

In 2019, post-education surveys were conducted with 85% HSHC training participants (n=21). TUPP project staff were pleased with the fact that they received 21 volunteers at this training. Almost nine in ten (88%) of training participants felt that the training prepared them to use the data collection device. Most participants (94%) felt the training overall was highly effective. Most participants (83%) felt confident in their ability to collect accurate data for the core survey. In addition, most participants (83%) would like to be involved in other smoking prevention and advocacy activities. (See [Figure 2](#) below).

Figure 2: HSHC Post-Education Survey Results (n=21).



In 2020, a post-education survey was conducted with seven youth participants including cadets from Placerville Police Department, Friday Night Live youth, and two El Dorado County Sheriffs. Overall, participants felt that the Retailer Education training was effective with regards to the speakers' knowledge and the purpose, overview, and concepts presented in the training. When asked what they liked most

about the training, they enjoyed the speakers detailed examples, information on how to talk to retailers, understanding law enforcement's point of view, and the in-depth dialogue.

Key Informant interviews

As part of the TRL policy efforts, project staff conducted KIIs to assess knowledge of TRL policies, level of interest in policy implementation, and existing support for policy enforcement. The survey yielded seven participants, including two Substance use Disorder Services (SUDS) staff, formerly known as Alcohol and Drug Prevention, Placerville Chief of Police and Police Commander, Support Services Division, Placerville Community Services Officer and Code Enforcer, and the El Dorado County Undersheriff. (See [Appendix C. El Dorado County TUPP TRL Key Informant Interview Instrument](#)).

Familiarity with TRL

All (100%) of the key informants indicated that they were familiar with a TRL (See [Figure 2](#) on p. 16).

Support for TRL

Seven in ten (71%) key informants were supportive of a TRL. In addition, seven in ten (71%) key informants believed that there was enough support locally for the enforcement of a TRL policy. The Sheriff and Undersheriff did not support a TRL, which could create challenges in enforcing a policy in El Dorado County. (See [Figure 2](#) on p. 16).

The Placerville Police Department indicated that they fully supported the adoption of a TRL policy. Unfortunately, the Chief of Police stepped down in May 2020. The project will begin education efforts once a new chief is selected.

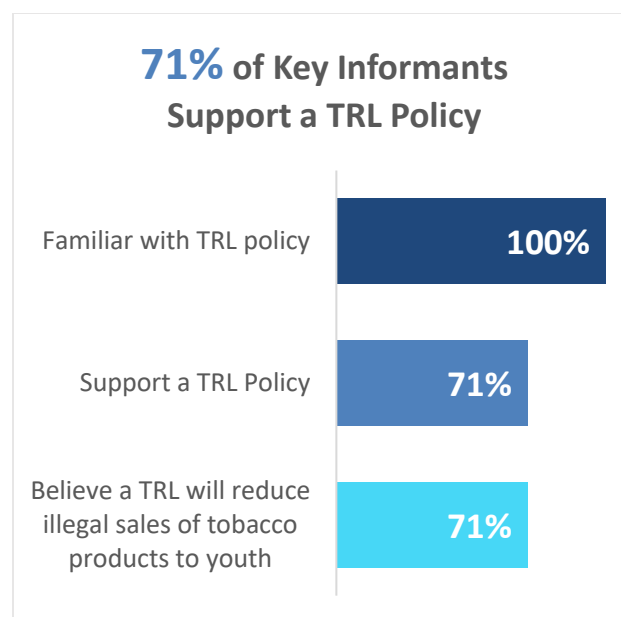
Challenges to TRL Policy Adoption

Seven in ten (71%) key informants believed there were challenges to adopting or implementing a TRL, especially the lack of support from the Sheriff and the Undersheriff. Other challenges exist, such as lack of support from retailers, policy makers, and the BOS.

Reducing Illegal Tobacco Sales

Overall, key informants believed that the main benefit of a retail licensing ordinance is to protect underage individuals. Seven in ten (71%) of key informants believed a TRL would be effective in reducing illegal sales of tobacco to youth. The Sheriff felt that joint collaboration with the project is sufficient. (See [Figure 3](#) below).

Figure 3: Key Informant Interview Participant Responses (n=7).



Young Adult Tobacco Purchase Survey

During this contract period, Law Enforcement DOJ grant recipients conducted the YATPS survey. Data was collected on the level of support for, perceived challenges to, and perceived benefits of retailer collaboration for TRL policy implementation. Qualitative analysis of interview results was used to summarize and report interview findings. In April 2018, the results were shared with the BOS and coalition members to help guide the campaign interventions.

In March 2018, the El Dorado County Sheriff's Office Law Enforcement Explorers Post 457 and Cadets conducted a YATPS of 93 tobacco retailers (64% of total tobacco retailers; n=146) (See [Figure 4](#) below). The data collectors included 6 teams, with seven individuals from the Sheriff's Office, 12 Sheriff's Office Explorers, one from the Police Department, and one Police Department Cadet.

Figure 4: Concentration of Tobacco Retailers in El Dorado County.

The 2018 YATPS was conducted in the unincorporated areas of the western slope, including Cameron Park, Coloma, Cool, Diamond Springs, El Dorado, El Dorado Hills, Garden Valley, Georgetown, Kyburz, Mount Aukum, Pleasant Valley, Pollock Pines, Rescue, Shingle Springs and Somerset, and in the City of Placerville. The City of South Lake Tahoe was not surveyed. YATPS results were analyzed by County District areas and in aggregate.

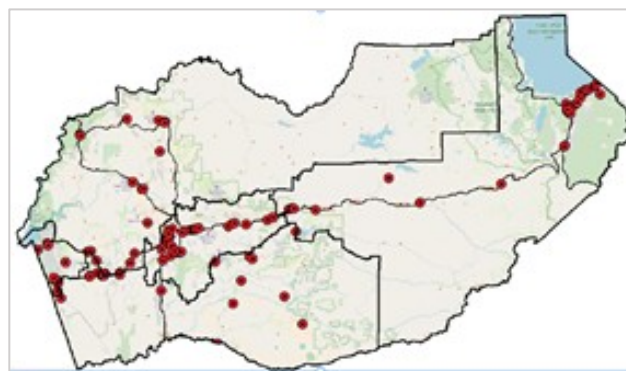
After analyzing the results of the YATPS, project staff provided the 93 tobacco retailers with information on tobacco laws, signage requirements, and consequences for selling tobacco products to underage individuals.

Illegal Sales of Tobacco Products to Youth

Under the supervision of a Sheriff Deputy, decoys were used to purchase tobacco products from a tobacco retailer. All decoys who participated in the operation were between the ages of 15 and 19 years old. The decoys were directed to show their valid government issued identification (ID) or tell the employee their correct age if asked. Decoys attempted to purchase all types of tobacco products including cigarettes, chewing tobacco, vape products, e-cigarettes, or other tobacco products. Any employee who sold tobacco to the underage decoy was issued a misdemeanor citation.

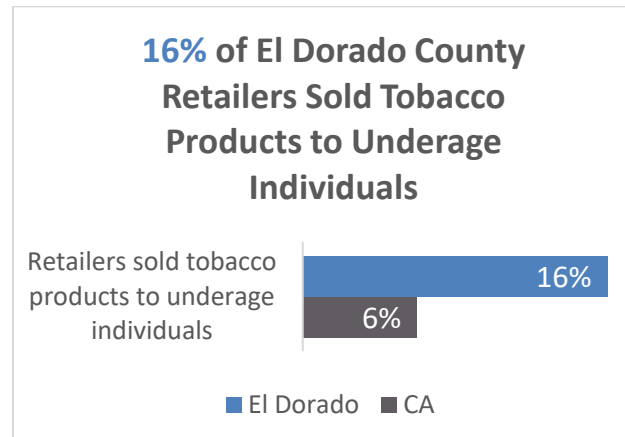
On average 16% of retailers surveyed sold tobacco products to underage individuals

(<21 years of age). The illegal sales rates to underage minors ranged from 10% to 33% in



the areas surveyed. In 2018, the El Dorado County rate of illegal tobacco sales to underage youth was 10% above California's state average of 6%. (See Figure 3 below). (See [Figure 5](#) below)

Figure 5: 2018 YATPS El Dorado County Sales rates as compared to the California state average.



Based on the YATPS survey results, a small percentage of flavored tobacco products were sold to underage individuals in the form of mint chew and menthol cigarettes. The youth may have felt more comfortable purchasing more traditional forms of tobacco products such as cigarettes and chew.

More stores swiped the decoys ID through a driver's license reader causing fewer sales in these areas than in previous years. Several stores did not even ask the decoy for ID. Tobacco was sold to the decoy even after ID was checked if the clerks had to determine age themselves.

When comparing the sales rates from 2015 to 2018, the sales rates fluctuate from survey to survey (See [Table 2](#) below). This may be due to the retail owners/clerk turnover, telephone trees and social media posts during inspection, confidence level of youth volunteers, perception of decoy's age, time frame between merchant education and actual survey, youth not having an ID, use of ID scanners, day and time of survey, retailers receiving advance notice of survey date and/or recognition of undercover vehicles by clerks.

Table 2: YATPS Illegal Sales Rates Comparisons from 2015 and 2018

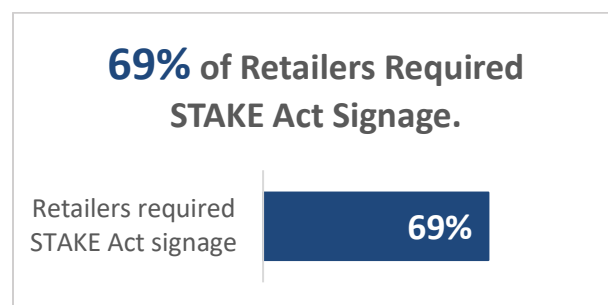
Areas Surveyed	2015	2018
Western Slope	30%	17%
Placerville	17%	16%
Unincorporated	33%	17%
South Lake Tahoe	0%	Not Surveyed
Countywide	22.5%	16%

Age of Purchase Signage in Tobacco Retail Stores

Almost seven in ten (69%) of tobacco retailers had required STAKE Act signage (See [Stake Act](#) overview above and [Figure 6](#)

below). Over 30% of stores still had older signage. Some clerks were unaware that the age requirement for purchasing tobacco was now 21 years old.

Figure 6: 2018 YATPS El Dorado County Signage Results.



Healthy Stores for a Healthy Community

HSHC data was collected and analyzed during different phases of the project to assess public opinion regarding tobacco use and availability of traditional and emerging products, advertising, and regulations in the retail environment. The findings from the survey were used to inform intervention activities by providing detailed county data related to public perceptions around tobacco regulations and product availability.

Presentations were made to specifically to recruit a diverse group of partners to assist with HSHC data collection and training activities. Twenty-one volunteers completed the store observations throughout El Dorado County, including representatives from public health, health care providers, law enforcement, and youth.

In total 161 stores were surveyed in the second year of the project, with data

collection taking place from March through June 2019. The core HSHC observation survey (tobacco, alcohol, and nutrition components) and three additional modules were completed on flavored products, vaping products, and placement of exterior ads.

HSHC Store Observation Results

Flavored Tobacco Products

HSHC survey data collectors observed if the stores sold any mint flavored products, including menthol in chewing tobacco, Pod Mods, Snus, vaping products, and little cigars/cigarillos. The survey also identified if the stores sold these products in any sweet, fruit, or liquor flavor. More than eight in ten (86%) stores sold chewing tobacco in mint flavors. In addition, more than eight in ten (86%) stores sold little cigars/cigarillos in sweet, fruit, and liquor flavors. (See [Table 3](#) below).

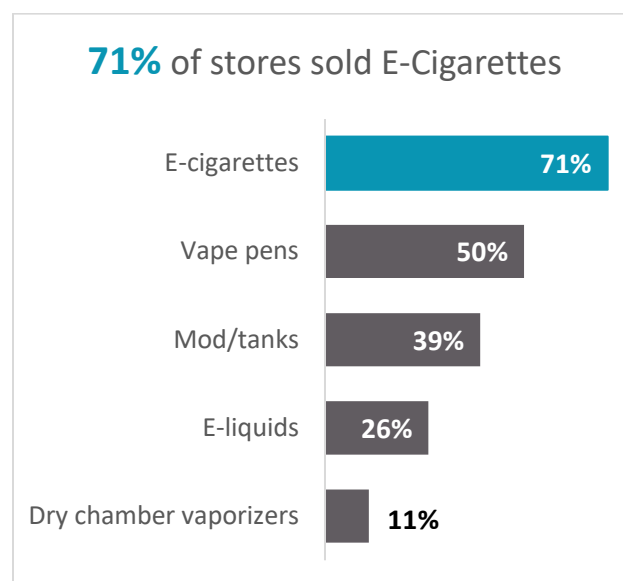
Table 3: HSHC Flavored Tobacco Product store observations (n=161).

Tobacco Products	Mint Flavors	Sweet, Fruit & Liquor Flavors
Chewing Tobacco	86%	41%
Pod Mods	58%	41%
Snus	57%	
Vaping products	43%	48%
Little cigars/cigarillos	42%	86%

Vaping and JUUL Flavored Products

HSHC survey collected data on the vaping products sold in the stores, such as e-cigarettes, vape pens, Mod/tanks, e-liquids, and dry chamber vaporizers. In addition, the survey identified if the stores sold JUUL products in various flavors. Seven in ten (71%) of stores surveyed sold e-cigarettes, half (50%) of stores sold vape pens, about four in ten (39%) sold Mod/tanks, about a quarter (26%) of stores sold e-liquids, and about a tenth (11%) of stores sold dry chamber vaporizers. (See [Figure 7](#) to the top right).

Figure 7: El Dorado County Stores that sold Vaping Products.



In total 86% of stores sold JUUL products. When looking at the specific JUUL flavors, 54% sold Classic or Virginia, 50% sold Menthol or Cool Mint, and 17% on sold Fruit, Mango, Cream or Cucumber. The average price for a 4-pack of JUUL pods was \$26.72.

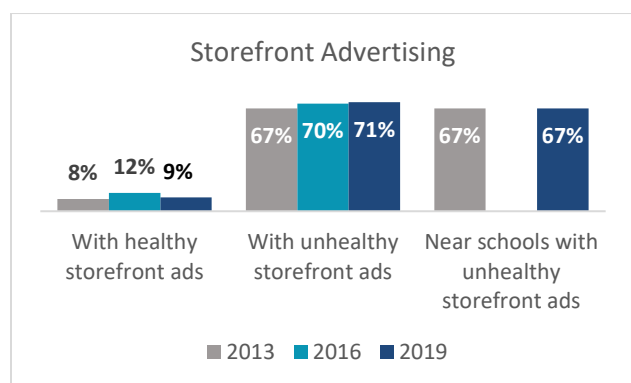
HSHC Store Observation Trends

The results presented below show the El Dorado County changes from the 2013, 2016, and 2019 HSHC store observations.

HSHC Storefront Advertising

The number of stores with healthy storefront ads increased from 2106 and then decreased to nearly the same percentage in 2019. In 2019, 71% of stores had unhealthy advertising, which has been slowing increasing each year. Stores with unhealthy storefront advertisements near schools have significantly decreased from 2013 (67%) to 2019 (50%). (See [Figure 8](#) on p. 20).

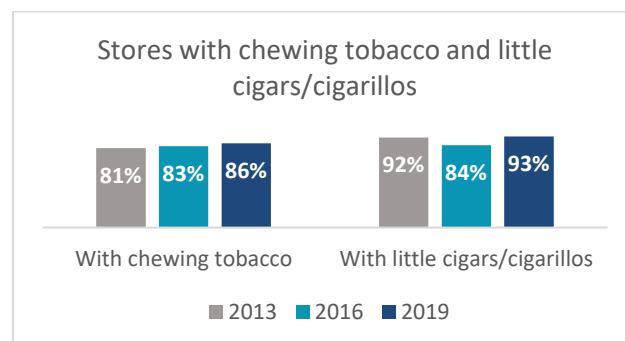
Figure 8: El Dorado County HSHC results in 2013, 2016, and 2019.



Stores with chewing tobacco and with little cigars/cigarillos

Stores with chewing tobacco increased five percent between 2013 (81%) and 2019 (86%). Stores with little cigars/cigarillos remained nearly the same in 2013 (92%) and 2019 (93%), with a nine percent decrease in 2016 (84%). (See [Figure 9](#) below).

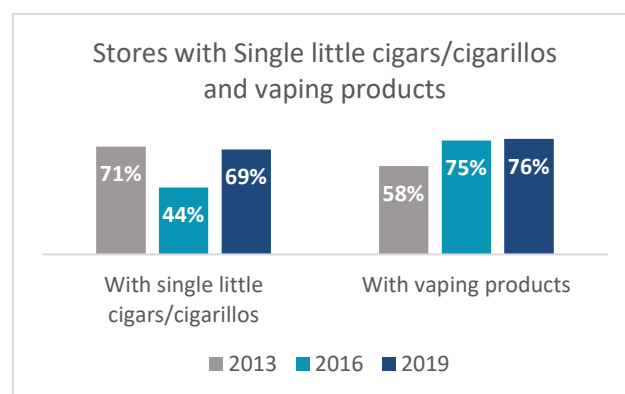
Figure 9: El Dorado County HSHC results in 2013, 2016, and 2019.



Stores with Single Little Cigars/Cigarillos and Vaping Products

Stores with single little cigars/cigarillos decreased over 27% between 2013 (71%) and 2016 (44%) and increased nearly 25% in 2019 (69%). (See [Figure 10](#) below).

Figure 10: El Dorado County HSHC results in 2013, 2016, and 2019.

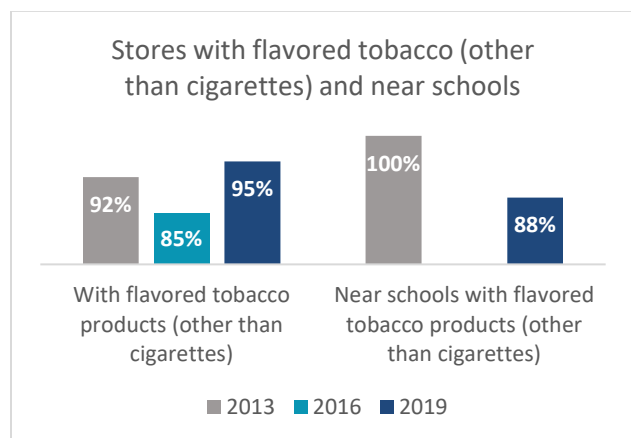


Stores with Flavored Tobacco other than Cigarettes and Near Schools

Stores with flavored tobacco other than cigarettes decreased by 7% between 2013 (92%) and 2016 (85%) and increased nearly 10% in 2019 (95%).

Stores near schools with flavored tobacco products (other than cigarettes) decreased 12.5%, which is significant in El Dorado, a primarily rural county. (See [Figure 11](#) on p. 21).

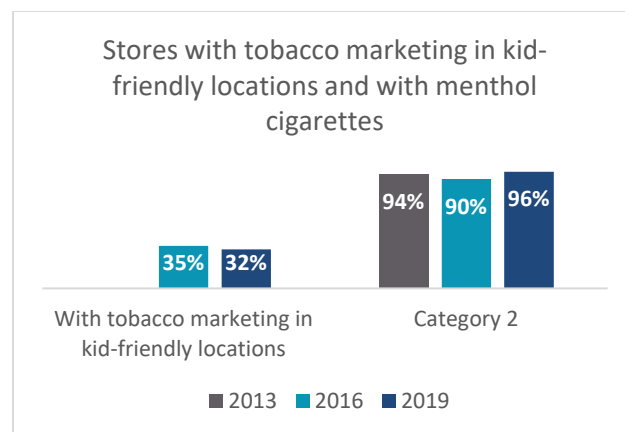
Figure 11: El Dorado County HSHC results in 2013, 2016, and 2019.



Stores with Tobacco Marketing in Kid-Friendly Locations and with Menthol Cigarettes

Stores with tobacco marketing in kid-friendly locations was not surveyed in 2013 and remained nearly the same between 2016 (35%) and 2019 (32%). Menthol cigarettes were available 90% of the time in kid-friendly locations between 2013 and 2019. (See [Figure 12](#) below).

Figure 12: El Dorado County HSHC results in 2013, 2016, and 2019.



HSBC Campaign Messages

Key Message #1 (Tobacco): We are making progress in reducing the availability of harmful tobacco products, but more work is needed. Limiting access to tobacco products is a priority for El Dorado County.

- The number of surveyed stores selling e-cigarettes and vaping products remained nearly the same from 75% in 2016 to 76% in 2019. This may reflect purchasing e-cigarettes online by young people, which has been a concern among health professionals and parents in recent years.
- Most stores surveyed in El Dorado County still sold flavored tobacco products (95%), including menthol cigarettes (96%). This sale of flavored tobacco products was an increase of 10% from the 2016 data (85%).

Key Message #2 (Tobacco and other products): We can prevent our communities and youth from being bombarded with unhealthy choices and messages.

- ▶ About half of the stores surveyed (49%) in El Dorado County have sugary drinks at check-out. This is a decrease since 2016 (56%) of 7%.
- ▶ Most stores surveyed (93%) still sold little cigars/cigarillos or chewing tobacco (86%). These widely available products can also come in hundreds of enticing flavors, as well as sold individually, making them very appealing to youth.
- ▶ Most stores surveyed sold alcohol and alcopops (90%).
- ▶ A third of the surveyed stores in El Dorado County still have tobacco marketing in kid-friendly locations, such as near candy or toys or under three feet.

Key Message #3 (Store Role): We have an important opportunity, now, to make our stores offer healthier options.

- ▶ More stores surveyed sold flavored tobacco products than fresh fruits and vegetables. In El Dorado County only 58% of stores surveyed sold fresh fruits and vegetables, but 95% sold flavored tobacco products other than menthol cigarettes.
- ▶ Most stores surveyed (93%) sold condoms, but only 75% sell them on unlocked shelves where teens do not have to worry about being embarrassed by asking a clerk to access them

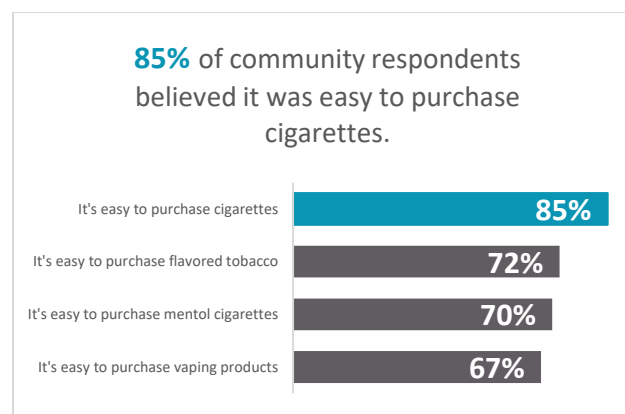
HSHC Public Opinion Poll

Between July to December 2019, The HSHC POP was conducted with 295 community residents. This is nearly double the recommended sample size of 75-150. Out of those surveyed, 52 were conducted entirely

in Spanish at the Mexican Consulate in South Lake Tahoe. Among the survey respondents, 68% identified as White, 24% as Hispanic or Latino, and 3% Asian. Of the 295 respondents, 61% were female and 39% were male.

Regarding public perceptions of product availability, 85% of survey respondents believed it was easy to purchase cigarettes and chewing tobacco in their neighborhoods. In addition, most respondents also reported tobacco products, including flavored tobacco and vaping products were available and easy to purchase. These findings were similar to the 2016 POP. (See [Figure 13](#) below).

Figure 13: POP survey findings (n=295).



Respondents also reported high levels of support for restrictions on tobacco sales and a TRL ordinance. Seven in ten (70%) respondents reported that they would favor a law that requires store owners to have a local license to sell tobacco. Two-thirds of respondents (68%) reported they would be in favor of a law that bans flavored tobacco products. In addition, two-thirds of respondents (67%) also indicated that they

would be in favor of a law to ban the sale of vaping products.

Policy Presentations

During the 2017-2021 contract period, El Dorado County TUPP project staff conducted local policy licensing presentations to the Placerville Police Department, Placerville City Council, the Sheriff, and two times to the BOS.

Project staff used new data from the 2018 YATPS, 2016 HSHC store observations, and the public intercept surveys to highlight community concerns about protecting youth from tobacco influences.

Training was conducted with ten FNL youth from Oak Ridge High School to speak at a BOS meeting. However, the meeting date changed, and they were unable to participate.

Project staff presented to FNL, Drug Free Divide, Oak Ridge High School, and Rolling Hills Middle School parents. These presentations included information on tobacco marketing to youth, tobacco facts, ESDs, including JUUL and flavored tobacco products, and a potential TRL policy.

Project staff continued to meet with the El Dorado County BOS until the Spring of 2020. TRL policy discussions halted after that due to the focus on the COVID-19 pandemic response and recovery efforts.

Public Policy Record

Project staff adapted the policy record template from the TCEC. The record documents policymaker support or opposition, key issues raised by

policymakers, board members, and city staff, as well as other insights.

Board of Supervisor Meetings

There were five main public policy themes discussed in the BOS meetings, including: 1) COVID-19, 2) cannabis sales in El Dorado County; 3) the drought; 4) Vacation Home Rentals; and 5) wildfire prevention. Due to these policies taking precedence, the ability to initiate a TRL ordinance has taken a back seat at this time.

In November 2018, South Lake Tahoe residents voted in favor of passing a measure limiting VHRs in residential areas. Shortly after passing, South Lake Tahoe has been facing a lawsuit about this measure, which is headed for mediation. The ballot measure has recently been upheld in court, but another appeal appears to be on the horizon. The El Dorado County BOS recently directed staff in 2021 to pursue 500-foot buffers around vacation home rentals at Lake Tahoe. The county has been creating and tweaking the VHR ordinance for about four years.

Several measures regarding cannabis were passed by El Dorado County voters also in November 2018. These include a marijuana business tax, an outdoor and greenhouse cultivation of marijuana for medicinal use and recreational use, and retail sales, and indoor cultivation of marijuana for medicinal use and recreational use.

In May 2020, the BOS passed an ordinance for private cultivation of cannabis however, THC content can only be no more than .3%. Currently, there are five retail cannabis

stores in El Dorado County, with the fifth one opening recently in South Lake Tahoe.

In 2021, changes in the cannabis ordinance included allowing retailers to have on-site consumption lounges, allowing permittees to hold more than one Cannabis Use Permit, increasing the allowable canopy size for indoor cultivation, and establishing a cannabis tax. If on-site consumption is allowed, the business must have a state license as a cannabis retailer or microbusiness with retail components. Access would be restricted to customers aged 21 and up, no alcohol or tobacco may be sold or consumed on premises and the consumption of cannabis cannot be visible from a public place or non-restricted area.

Wildfire prevention has become an urgent concern as well. The BOS are considering implementing an ordinance to safeguard homes and citizens of El Dorado County, especially following the recent Northern California fires.

South Lake Tahoe is considering the possibility of becoming a charter city. If South Lake Tahoe becomes incorporated, the city will be able to gain more control over police,

fire, snow removal and other services. However, there has been no movement on this issue.

In 2021, COVID-19 was at the forefront of discussions concerning key public policy issues. The pandemic, in addition to the other issues discussed above as well as homelessness continued to prevail over the discussion of a TRL.

Law Enforcement Support

The El Dorado County Sheriff's Office prioritized the building of a new \$57 million law enforcement center, which opened in September 2019.

The Placerville Police Department fully supports an ordinance to counter secondhand smoke for tobacco and cannabis products within the city limits. Placerville Police Department also supports passing a TRL. Unfortunately, the Placerville Police Chief recently stepped down in May 2020, after three years on the job. This could delay the opportunity for a TRL and secondhand smoke ordinance as a new Police Chief will err on the side of conservatism in terms of supporting any new ordinance

Public Policy Summary

The following chart illustrates primary public policy discussions in 2021. Project staff learned from regularly checking and reviewing important information from local public policies that have garnered much attention throughout El Dorado County, specifically Placerville and South Lake Tahoe. Project staff understands that all these issues have taken priority and higher consideration in the county. With a plethora of concerns in the county, the quest for a TRL remains a lower priority and does not have the momentum it needs. However, recently the Placerville City Council meetings have had TRL on the agenda several times in the first part of 2021, yet it has not had the chance to be discussed. Project staff are hopeful that there will be some possible TRL policy discussion movement in the next six months. (See [Table 4](#) below).

Table 4: Public Policy Discussion Summary (January-June 2021).

Topic	Support/ Opposition	Key Issues	Policy Adoption
COVID-19	Support	COVID-19 cases in El Dorado County, cancellations of many events due to COVID-19, and wearing masks are required due to State requirement, COVID-19 testing in Placerville and South Lake Tahoe.	No
Cannabis	Oppose	<p>Council to discuss changes to cannabis ordinance</p> <p>Based on the city's generally positive experience with the cannabis industry, the subcommittee recommends making several changes to the ordinance.</p> <p>The changes include allowing retailers to include on-site consumption lounges, allowing permittees to hold more than one Cannabis Use Permit, increasing the allowable canopy size for indoor cultivation, and establishing a cannabis tax.</p>	No
Drought	Support	El Dorado County has been added to the state's list of counties declared to be in a drought. Forty-one counties are now under a drought state of emergency, representing 30% of the state's population.	No
Vacation Home Rentals	Support	BOS to pursue 500-foot buffers around vacation home rentals at Lake Tahoe. The county has been creating and tweaking the VHR ordinance for about four years.	No
Wildfire prevention	Support	Cal Fire suspended burn permits in El Dorado County in May 2021. The County this year has already seen firefighters across the state fight 1,788 wildfires that burned more than 13,604 acres.	No

Law Enforcement Technical Assistance

In early 2018, El Dorado County TUPP project staff notified the Sheriff's Office about available funding from DOJ. Staff also provided technical assistance through education, data, and survey instruments.

A DOJ grant was awarded in the first cycle to the Sheriff's Office. A school resource officer was hired and installed no smoking signage, and provided tobacco education materials to schools, students, and retailers. In addition, the school resource officer coordinates and conducts tobacco retailer inspections and enforcement operations.

In the fall of 2018, two Sheriff's deputies attended CDPH's Tobacco Enforcement Training, which covered tobacco laws, current tobacco products, marketing of tobacco products to youth and conducting undercover operations specific to underage tobacco sales.

In September 2018, project staff also collaborated with Placerville Police Department to apply for the DOJ grant. In March 2019, a DOJ grant was awarded to the Placerville Police Department. The Placerville Police Department hired a code enforcement officer and a school resource officer to educate about the dangers of tobacco use. The police department will work to enact a tobacco-free ordinance, as well as provide public education on the tobacco-related ordinances and laws.

Both law enforcement agencies participated in HSHC training and data collection. Project

staff provided technical assistance to the Placerville Police Department in conducting the survey, as well as social media planning.

Media and Communications

A Media and Communication Plan was developed and approved by CTCP in the first, second and third year of the project. The Communication Plan objectives are as follows:

1. Raise awareness about how retail presents around illegal sales of tobacco products to underage individuals, including electronic smoking devices. Raise awareness about Retail Tobacco Laws, Tobacco 21 Law and TRL, should the BOS and the City of South Lake Tahoe and Placerville be interested in policy adoption.
2. Raise awareness about tobacco industry marketing to young people, types of tobacco products, ESDs, emerging products, such as JUUL, Puff bar, Bidi stick, flavored tobacco, and the harmful effects of secondhand and thirdhand smoke, including chemicals and toxins in tobacco products and aerosols.
3. Raise awareness about HSHC campaign in order to educate the general public regarding the local retail environment concerning unhealthy advertising to youth, flavored tobacco products, retailer licensing, and retailer density.
4. Share the POP results to document support/opposition to policy strategies for the HSHC campaign, knowledge and

demographic information provided by survey participants.

(See [Appendix C. El Dorado County TUPP Communications Plan](#) for more details about the plan).

Paid Media

The media plan incorporated various types of media, including bus shelters, shopping cart advertising, gas pump top advertising, print (newspapers and magazines), and online newspapers to reach a wide range of people in the community. Placement of ads were dedicated to Placerville, South Lake Tahoe, as well as the rural areas in El Dorado County.

In year one, two CTCP approved assets were utilized “80% of kids who ever used tobacco started with a flavored product” and “Nicotine addiction often starts out sweet”. These assets were placed in bus shelters around El Dorado County, in Sierra Living and Serrano magazine, in newspapers such as the Mountain Democrat, Cameron Park Life, Village Life, Georgetown Gazette, and Tahoe Daily Tribune and a banner ad at Henningsen Lotus Park. The intent of this messaging was to educate residents about the fact that tobacco companies target kids with flavored candy-like tobacco products.



During year two, project staff utilized three approved CTCP assets, “Tobacco 21,” “Nicotine equals brain poison,” and “Nicotine-tastes like candy, works like poison.” The “Tobacco 21” asset was placed in various media venues such as the bus shelters, gas pump toppers, La Voz (Spanish newspaper in South Lake Tahoe), a digital newspaper-South Tahoe Now, Tahoe Daily Tribune, and Serrano magazine. The intent of utilizing this asset was to educate English and Spanish speaking residents in South Lake Tahoe about Tobacco 21 Law that went into effect in 2016 as illustrated below.



The “Nicotine equals brain poison” asset was placed in shopping carts at three grocery stores, in bus shelters, and newspapers such as the Mountain Democrat, Cameron Park Life, Village Life, Georgetown Gazette and Tahoe Daily Tribune. The purpose of this messaging sought to educate residents that

nicotine is poison to young people and their developing brain.



In year three, two CTCP approved media assets, “Nicotine equals brain poison” and “Nicotine: tastes like candy, works like poison” were placed in shopping carts throughout three grocery stores, newspapers such as Mountain Democrat, Cameron Park Life, Village Life, Georgetown Gazette, Tahoe Daily Tribune. Stay behind magazines were also incorporated such as Serrano, Clipper and Style.



The intent of using these media assets were to educate the residents about the dangers of

nicotine on young people. Incorporating these assets was a way to display and educate the public about the dangers of nicotine use and vaping among youth. The project intentionally used the media assets coupled with community presentations to lead the way for robust discussions about the need for a TRL.

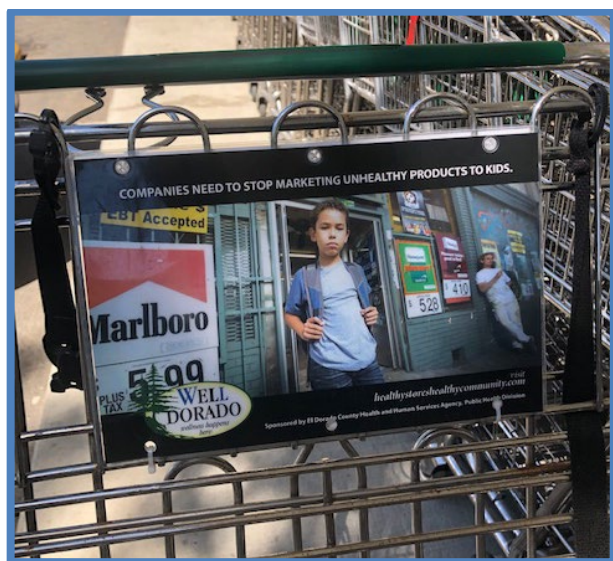
The addition of shopping cart advertising was a brand-new unique media venue in which to share the message of tobacco prevention in rural areas of the county including Georgetown, Pleasant Valley and Placerville. Project staff were excited to share the message in this creative manner. These geographically diverse communities are difficult to reach generally. The shopping cart advertising was a good way to reach the most rural residents. Additionally, with the COVID-19 pandemic, the shopping cart ads became even more visibly seen by residents as people were flocking to the stores to buy groceries and other necessities on a more consistent basis.

The paid media vendors have reported that residents and visitors have seen the media assets throughout the county, which has sparked interest and dialogue about tobacco marketing to kids, HSHC, nicotine and its harmful effects on kids and their developing brains.

In the first six-months of year four, project staff took a risk to select an edgy asset focusing on HSHC “Antonio’s walk to school.” The asset and message were a little bolder in a conservative rural county such as El Dorado County.



Ads were placed in shopping carts throughout three grocery stores, newspapers such as Mountain Democrat, Cameron Park Life, Village Life, Georgetown Gazette, Tahoe Daily Tribune, Serrano and Style magazine. Ads were used to get out the message out on making stores healthier in the community and drive traffic to the HSHC website.



In evaluating key performance indicators (KPIs) of the media assets that were used for each media vendor, the table below illustrates the impact of impressions made. The media strategy focused on placing ads of various formats in multiple venues to reach a

maximum number of residents. (See [Table 5](#) below).

Table 5: Media Placement and KPIs.

Media Placement	KPIs
Out of Home Advertising	
Bus Shelters	Year 1: 4,558,144 Year 2: 11,830,286 Year 3: 4,819,945 Year 4: 2,097,069
All Over Media-Gas Pumps	Year 2: 2,288,160
Shopping Cart Ads	Year 3: 576,000 Year 4: 390,000
Newspapers and Magazines	
Tahoe Daily Tribune	Year 1: 229,000 Year 2: 183,500 Year 3: 228,000 Year 4: 383,515
La Voz (Spanish Newspaper)	Year 2: 180,000
Mountain Democrat (Including Georgetown Gazette, Cameron Park Life, Village Life)	Year 1: 25,900 Year 2: 25,900 Year 3: 85,000 Year 4: 39,525
South Tahoe Now (online newspaper)	Year 2: 166,763
Sierra Living magazine	Year 1: 15,000
Serrano magazine	Year 2: 14,000 Year 3: 7,000 Year 4: 7,000
Style magazine	Year 3: 15,000 Year 4: 163,467

Media Placement	KPIs
Clipper magazine	Year 3: 51,149

Earned Media

Earned media consisted of Facebook posts as well as articles written by El Dorado County TUPP project staff that were published in local newspapers. Facebook posts or articles focused on topics such as Tobacco 21 law, tobacco use and marketing to youth, and HSHC.

In year one, the El Dorado County Health and Human Services Agency (HHSA) did not have a Facebook page. There were no articles written and published in the local newspapers, however the results of the YATPS were shared in the Public Health Accreditation brief.

Year two marked the development of the HHSA Facebook page in which six Facebook posts were made on various topics such as the Surgeon General vaping risk advisory, World No Tobacco Day, and other tobacco use related topics. The HHSA Facebook page, which was launched in July 2018, had 199 followers and 195 people who liked the page. By the end of year two, there were 301 followers and 286 people who liked the page.

There were three articles in year two, focusing on National Night Out, El Dorado County tackling tobacco use, and myths associated with e-cigarettes, which were printed four times in various newspapers such as Mountain Democrat, Tahoe Daily Tribune and Village Life.

In year three, the HHSA Facebook page grew to 542 followers and 490 people who liked the page. This year, there were seven posts that focused on various topics such as the FDA's ban on flavored tobacco products, the photovoice project (a collaboration between the project and El Dorado County Youth Commission), teenage vaping and its health damage, and World No Tobacco Day.

In the first half of year four, the HHSA Facebook page grew considerably to 937 followers and 817 people who liked the page. Project staff shared Facebook posts with El Dorado Community Hubs 1-5 to provide tobacco education and prevention messages to different groups, consisting of parents and collaborative partners. The El Dorado Community Hubs are located in each of the BOS' districts. Collectively, the Community Hubs Facebook pages have a total of 1,217 followers and 1,029 people who like the page.

There were eleven Facebook posts that were featured on the Community Hubs 1-5 Facebook pages that provided information on the HSHC survey results such as healthy eating and obesity, fresh fruits and vegetables are healthier than cigarettes, and more.

In the first part of year four, one news article was featured in the Mountain Democrat which revealed the American Lung Association report regarding ending tobacco use in California.

Due to COVID-19, HHSA employees were assigned to assist in pandemic related activities. The Facebook manager did not have the capacity to post to Facebook

regularly, which is why the Facebook posts were made on the Community Hubs 1-5 Facebook posts instead during this time.

Conclusions & Recommendations

Despite the new Tobacco 21 Law, tobacco retailers are still selling tobacco products and ESDs to underage individuals (<21 years old). According to the 2018 YTPS, the illegal sales of tobacco products remained high in El Dorado County at 16% as compared to the state average of 6%.

A primary objective of El Dorado County TUPP is to establish a TRL ordinance. A TRL ordinance would require tobacco retailers to pay an annual fee and meet ordinance requirements to obtain and maintain a tobacco retailer license. A local TRL fee would pay for local compliance and enforcement checks of youth access laws and local tobacco laws.

When polled, the 295 members of the public reported that they would highly support restrictions on tobacco sales and a TRL ordinance. For instance:

- ▶ 70% of community respondents were supportive of a law that requires store owners to have a local license to sell tobacco.
- ▶ 68% of community respondents were in favor of a law that bans flavored tobacco products.
- ▶ 67% of community respondents indicated that they would be in favor of a law to ban the sale of vaping products.

In the first two years of the new contract period, there appeared to be support from key decision makers for a TRL ordinance as relationships with the County Council, the BOS, and law enforcement continued to grow. Significant consultation and collaborative work were accomplished with the City of Placerville Police Department; however, the chief of police has stepped down in May 2021. In addition, there was a collaborative relationship with the El Dorado County Sheriff's office to curtail youth access and promote tobacco-control education in the schools and among tobacco retailers. However, HSHC KIIs identified a lack support among the Sheriff and Undersheriff for any policies impacting local retailers.

In 2018, a TRL ordinance was drafted and forwarded to the County Council for review. Although the BOS approved the concept to move forward with County Council discussions, other issues have taken priority, especially the recent COVID-19 pandemic response and recovery efforts. As of June 2021, no tobacco-related policies were passed in any of the jurisdictions in the county.

Project staff are hopeful that by sharing the continued evidence about the harmful effects of tobacco on youth and community concerns about protecting youth from local tobacco influences, it will shift political support for a TRL ordinance in the coming years.

Recommendations

As a result of the TRL project and evaluation activities, Ellis Planning Associates Inc. recommends the following strategies be

taken into consideration for the upcoming 2022-2025 SOW period:

- ▶ **Continue to gather information and evidence** about youth tobacco use rates, especially ESDs and flavored tobacco products, the harmful effects of tobacco on the community, and the connection between tobacco and the local retail environment
- ▶ **Continue to build relationship** with law enforcement, especially the new Chief of Police at the Placerville Police Department.
- ▶ **Continue to build knowledge and awareness** of the local tobacco control landscape among key stakeholders (e.g., policymakers, law enforcement, tobacco retailers, tobacco-control partners) and the public-at-large through educational presentations and paid/earned media outlets.

Appendices

Appendix A. Midwest Academy Strategy Chart



Midwest Academy Strategy Chart Tobacco Retail Licensing 2017

Goals	Organizational Considerations	Constituents, Allies and Opponents	Targets	Tactics
<p><u>Long Term Goal</u></p> <p>By June 30, 2019, one city such as Placerville or South Lake Tahoe and/or the unincorporated areas of El Dorado County will adopt a policy to require all retailers to obtain a license in order to sell tobacco products and include sufficient fees to conduct regular compliance checks.</p> <p><u>Intermediate Goal</u></p> <p>84-153 tobacco retail stores countywide will be surveyed utilizing the Healthy Stores for</p>	<p><u>Resources</u></p> <p>California Youth Advocacy network Current coalition members Other counties with tobacco retail licensing Social media Statewide campaigns Placerville Downtown Association Local data Senior Center Folsom Lake College Placerville Economic Advisory Committee</p>	<p><u>Allies</u></p> <p>Placerville Police Department Alcohol and Drug Programs Friday Night Live Drug Free Divide Coalition Medical community EDC Child Abuse Prevention Council School nurses Adverse Childhood Experiences Coalition Boys and Girls Club Coaches Former smokers</p>	<p><u>Primary Targets</u></p> <p>City Council Placerville Board of Supervisor District 5 District Attorney Youth Commission County Superintendent of Schools Chamber of Commerce Kiwanis 20/30</p>	<p><u>Specific Tactics</u></p> <p>Youth education and involvement with key Informant Interviews Community education TUPP staff message tobacco retail licensing key points Friday Night Live Interact Club Countywide collaboration of teen groups</p>

Goals	Organizational Considerations	Constituents, Allies and Opponents	Targets	Tactics
<p>a Healthy Community campaign materials.</p> <p>Conduct a countywide Youth Tobacco Purchase Survey (YTPS). Following the YTPS, a news story/press release will be written and submitted to the Mountain Democrat to kick start the campaign, frame the issues and share buy rates.</p> <p><u>Short Term Goal</u></p> <p>1-2 presentations will be conducted to key opinion leaders to present on the results of the YTPS and to garner support for adopting TRL policy.</p>	<p><u>Needs for Success</u></p> <p>Youth Champion Former retailer EDC Sheriff's Department Explorer Post 457 Placerville Police Department Cadet Program Chamber of Commerce countywide Former tobacco users Marshall Hospital – cessation services Community Health Center youth population Board of Supervisors attendees Good marketing youth- TRL relationships with merchants</p> <p><u>Coalition/Org Outcomes</u></p> <p>Tobacco retail license with fees Merchant and community education Spending money on important things</p>	<p>Former tobacco retailer (CVS/Raley's) Health Advisory Committee Rotary Club Wellness Center (Garden Valley) BOM District (teachers: Bryant, Palmer, Shroeder, Spencer) GSHS Friends of GSHS EDOCE Sober grad committee Deputy Regassano Mike Ranalli- Supervisor Cal Fire GT/GV Fire (Charles Frist) Local Businesses (Shoestrings), Terrys Pizza, urchies, Smog, American River Pizza</p> <p><u>Opponents</u></p> <p>Tobacco retailers Tobacco industry</p>	<p><u>Secondary Targets</u></p> <p>Placerville Downtown Association Facilities maintenance staff EDC Office of Education Community champion Adverse Childhood Experiences coalition Director of Developmental Services Department Alcohol and Drug Programs Rehabilitation facilities</p>	

Goals	Organizational Considerations	Constituents, Allies and Opponents	Targets	Tactics
	<p><u>Gaps in Resources</u></p> <p>Faith based No local consequence for retailer support for/from BOS Retailer and community education School campus enforcement Educate school resources officers District Attorney's Office Law enforcement</p>	<p>Anti-government-anti regulation community members EDC Sheriff South Lake Tahoe Chief of Police Merchants/General Business owners Current tobacco users Cannabis industry Minors who use Confused youth</p> <p><u>What Power Do They Have with Officials?</u></p> <p>Board of Supervisors City Council members Constituents Friends, neighbors, community members, retailers, merchants and clerks with a voice Tobacco industry money Smokers' Rights issues</p>		

Appendix B. El Dorado County TUPP Communications Plan



CALIFORNIA
TOBACCO CONTROL PROGRAM

COMMUNICATIONS PLAN

2020-2021 El Dorado County (LLA) (Revision Date 10-2020)

PROJECT OBJECTIVE 1: By June 21, 2021, one city such as Placerville or South Lake Tahoe and/or the unincorporated areas of El Dorado County will adopt and implement a policy to require all tobacco retailers to obtain a license in order to sell tobacco products and electronic smoking devices with sufficient fees to conduct regular tobacco product compliance checks.

STAGE OF CHANGE:

- ☐ No Formal Activities
- ☒ Planning/Advocating-South Lake Tahoe
- ☒ Policy/System Change Proposed-Placerville
- ☐ Policy/System Change Adopted

COMMUNICATIONS OBJECTIVES:

1. Raise awareness about how retail presents around illegal sales of tobacco products to underage individuals, including electronic smoking devices. Raise awareness about Retail Tobacco Laws, Tobacco 21 law and Tobacco Retail Licensing (TRL), should the Board of Supervisors (BOS) and/or Placerville/South Lake Tahoe City Council be interested in policy adoption.
2. Raise awareness about tobacco industry marketing to young people, types of tobacco products, electronic smoking devices (ESDs), emerging products, such as JUUL, Puff bar, Bidi stick, flavored tobacco, and the harmful effects of secondhand and thirdhand smoke, including chemicals and toxins in tobacco products and aerosols.
3. Raise awareness about Healthy Stores for a Healthy Community (HSHC) campaign in order to educate the general public regarding the local retail environment concerning unhealthy advertising to youth, flavored tobacco products, retailer licensing, and retailer density.
4. Share the Public Opinion Poll results to document support/opposition to policy strategies for the HSHC campaign, knowledge and demographic information provided by survey participants.

AUDIENCES:

Primary: Tobacco retailers, community leaders/influencers, law enforcement, and community focused residents.

Secondary: Retailers, parents of youth, and community members

MESSAGES:

Key message: Retailers, community leaders and law enforcement will be educated on the benefits of TRL, Tobacco 21 law, and the harmful effects of tobacco products including ESDs.

Call to action: Drive viewers to Flavorhookkids.org website and Healthystoreshealthycommunity.com website, depending on assets used. Community stores play a vital role in our health.

LOCATION TARGETING:

- Placerville
- Diamond Springs
- El Dorado Hills
- Cameron Park
- South Lake Tahoe

TACTICS:

Will you be working with an advertising or media agency? ☐ Yes ☒ No | Media Agency Name: _____

Will you be using CTCF creative? ☒ Yes ☐ No Name of creative campaign: Nicotine is brain poison and HSHC campaign.

If no, what ads will you be running? _____ Who developed the ads? _____

TACTIC: Paid Advertising

Print/digital (Tahoe Daily Tribune, Village Life, Mountain Democrat, Cameron Park Life, Georgetown Gazette, South Tahoe Now, Serrano and Style Magazines.) Shopping cart ads may be utilized to distribute messaging in the local independent grocery stores in Cool, Placerville and Georgetown.

Out of Home (OOH) advertising, local print/digital newspaper, placements-bus shelters in targeted areas, reaching people on their commute, as well as local travel.

Targeted print/digital by population and geo-targeting to the targeted group.

Local news and magazine (print /digital)-want to be where residents and decision makers receive their news.

Utilize 4-6 existing anti-tobacco digital/ print and/or outdoor advertising ads developed by the California Department of Public Health (CDPH), Tobacco 21, HSHC, CTCF's Media & Communication Unit, the California Youth Advocacy Network (CYAN), LLAs or other state and federal agencies. The ads will focus on retail, health equity, e-cigarettes, and other emerging products such as JUUL, unhealthy advertising to youth, and provide paid placement of the ads to best reach the target audience, specifically a rural population. Approved media materials will be used and do not need to consumer tested.

TACTIC: Earned Media

Submit 2-4 news stories/articles/press releases to 4-6 local newspapers/media outlets (such as the Mountain Democrat, Tahoe Daily Tribune, Cameron Park Life and Village Life News) to continue TRL campaign, frame the issue, and educate regarding the local HSHC campaign and ESDs, and including sharing of Public Opinion Poll results. Articles may contain information regarding tobacco facts and figures, ESDs, 2019 HSHC marketing surveillance survey results, and tobacco marketing to youth, the Tobacco 21 law, STAKE Act, 1-800-5 ASK-4-ID, Flavors Law and state/local tobacco laws.

TACTIC: Social Media

Earned Social Media.

Social Media will include messages from, but not limited to:

- CTCF
- TECC
- LLAs
- Tobacco Free CA
- Healthystoreshealthycommunity.com

Media will be posted on County website, Public Health and TUPP webpages including HHSA Facebook (when applicable)

Activity Number(s): (please list corresponding activity number(s) from SOW)

1-13-29

Activity Number(s): (please list corresponding activity number(s) from SOW)

1-14-5 and 1-14-21

Activity Number(s): (please list corresponding activity number(s) from SOW)

1-14-30

Timing: 03/21-5/21-Orion Bus Shelters 02/21-Serrano Magazine 05/21-Style Magazine 04/21-5/21- Tahoe Daily Tribune 01/21-6/21-Shopping Carts	Timing: 01/2021-06/2021	Timing: 01/2021-06/2021
Website: <i>(Identify which website media efforts will drive viewers to.)</i> Health and Human Services Agency website		
Key Considerations: <i>(Please list any key considerations or other notes that will have an impact on your media efforts.)</i> No radio or TV advertising as El Dorado County major media markets are Sacramento and Reno (Designated media area) which doesn't specifically target El Dorado County residents. We will consider reaching people on their commute and local travel, local print/digital newspapers, and placements-bus shelters in targeted areas or digital banner ads (South Lake Tahoe) to drive calls, or website traffic to CDPH, CTCP, CYAN or other local, state and federal landing pages. Placement of the bus shelter ads is determined by the shelters that receive the most exposure for clients and visitors to the specified facilities with the highest Expression of Interest (EOI) locations. Educate the general public and create outrage/concern on article on Tobacco 21/Stake Act, local Retail Tobacco laws, ESDs and HSHC. Currently, the HHSA Facebook has a limited amount of followers. News stories/articles/press releases will be published on the County website, Public Health and the TUPP webpages to increase viewing access. TUPP will place these campaigns on HHSA Facebook. HHSA currently has 335 followers. HHSA Facebook went live on 7/01/2018. Facebook is monitored by the Public Information Officer; therefore all social media campaigns must have approval prior to posting. The HHSA Facebook is for all programs and posts are rotated amongst the Units and Divisions.		
KEY METRICS: <i>(Please see the instructions for the list of key metrics which will need to be reported on after media airs via the paid media tracking form.)</i>		
OOH/EOI advertising such as bus shelters. Digital advertising, earned/paid social media and print. Total impressions, total publications circulation, key performance indicators (KPI), description of services received and target print buy to reach targeted populations. Social media: key metrics and analytics, and organic impressions.		

Appendix C. El Dorado County TUPP TRL Key Informant Interview Instrument

El Dorado County Tobacco Use Prevention Program Tobacco Retail Licensing/Key Informant Interview

Date: _____ Name: _____ Title: _____

What organization do you represent? _____

I would like to ask you a few questions about your experience with tobacco retail licensing. (Interviewer: Read questions, and responses. Adapt as needed.) Your opinions are important to us. Your responses will be kept completely confidential.

Name of city you represent. _____

1. Are you familiar with tobacco retail licensing?

☐ Yes

☐ Somewhat

☐ No

☐ Don't know

2. What do you feel will be (or were) the main challenges in adopting and (or) implementing retail licensing ordinance in your city/county?

3. What do you feel are the main benefits of retail licensing ordinance?

4. Do you think a tobacco retail licensing ordinance will be effective in reducing the illegal sales of tobacco to youth? Why or why not?

5. Do you feel there is enough support to continue enforcement of retail licensing of tobacco in your city/county? Why or why not?

6. If your city/county is considering adopting a retail licensing ordinance, are you supportive of it? (Or, if your city/county adopted a retail licensing ordinance, were you in support of it?)

☐ Yes

☐ Somewhat

☐ No

☐ Don't know

Why or why not?

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