

A REPORT ON THE NATURE AND EXTENT OF ALCOHOL AND TOBACCO MARKETING IN FLORIDA

INTRODUCTION

Florida's 2009 Drug Control Strategy identified the nature and extent of marketing, advertising, and promotional practices surrounding alcohol and tobacco as important elements of the physical and normative environment. In order to learn more about the marketing of alcohol and tobacco throughout Florida and develop appropriate responses, the Strategy called for the publication of an environmental scan report that documents the nature and extent of alcohol and tobacco promotion in the state. This report also reviews the scientific evidence on the relationship between advertising and consumption and presents recommendations for policymakers and stakeholders.

TOBACCO MARKETING IN THE U.S. AND FLORIDA

Every year, the tobacco industry spends \$881 million dollars marketing their deadly and addictive products in Florida, and every year 19,800 Floridians under the age of 18 become new daily smokers. It is estimated that 369,000 youth under age 18 in Florida will ultimately die prematurely from smoking, and make a direct contribution to annual health care costs in Florida totaling over \$6 billion. The state and federal tax burden from smoking-caused government expenditures on Florida residents is over \$583 per household.¹

According to the National Cancer Institute, "Tobacco advertising has been dominated by three themes: providing satisfaction (taste, freshness, mildness, etc.), assuaging anxieties about the dangers of smoking, and creating associations between smoking and desirable outcomes (independence, social success, sexual attraction, thinness, etc.)."² According to the Institute of Medicine, "these positive associations tend to displace or override risk information in adolescent decision making." Furthermore, the ubiquity of advertising creates the impression that smoking is a widespread and normal behavior.³

Nonsmoking adolescents exposed to tobacco advertising and promotional campaigns are significantly more likely to become young adult smokers.⁴ Exposure to tobacco marketing (including advertising, promotions and cigarette samples, and to pro-tobacco depictions in films, television, and videos) more than doubles the odds that children under 18 will become tobacco users. Furthermore, pro-tobacco marketing and media depictions increase the odds that children who already smoke will progress to heavier use by 42%.⁵

The National Cancer Institute recently conducted a critical review and synthesis of current scientific evidence regarding the power of the media to encourage tobacco use. This comprehensive review bridged the disciplines of marketing, psychology, communications, statistics, epidemiology, and public health and involved 5 scientific

editors, 23 authors, and 62 external peer reviewers. The central scientific conclusion was clear: “The total weight of evidence from multiple types of studies, conducted by investigators from different disciplines, using data from many countries, demonstrates a causal relationship between tobacco advertising and promotion and increased tobacco use, as manifested by increased smoking initiation and increased per capita tobacco consumption in the population.”⁶ Likewise, the Institute of Medicine states that, “The evidence clearly shows that youth exposure to images that create a positive association with smoking is associated with a higher likelihood of smoking...[and] prevailing scientific opinion regards the relationship between promotional exposures and smoking to be a causal one.”⁷

On June 22, 2009, President Obama signed the Family Smoking Prevention and Tobacco Control Act, which amends the Federal Food, Drug, and Cosmetic Act to grant the FDA authority to regulate the manufacturing, marketing, and sale of tobacco products. The FDA tobacco law, once fully implemented, establishes new marketing restrictions that may make some state or local actions unnecessary. The FDA will eventually issue regulations to require large, graphic warning labels on cigarette packs and advertisements and to address the marketing of tobacco products sold online or by mail-order. The FDA can and will impose additional restrictions on the advertising and promotion of tobacco products to the full extent permitted by the 1st Amendment to the Constitution. The following are some new FDA marketing restrictions that will automatically go into effect unless blocked or postponed by legal challenges:

- No branded product tie-ins, such as T-shirts, with purchases.
- No tobacco-brand sponsorships of sport and entertainment events.
- No outdoor advertising within 1,000 feet of schools, parts or playgrounds.
- All ads must be black text on white background only – with all audio ads only spoken words with no sound effects or music – except in adult-only facilities and in magazines with less than 15% or fewer than 2 million youth readers.
- Limit in-store point-of-sale tobacco advertising to black-and-white text only.
- Limit advertising in publications with significant teen readership (more than 15% or 2 million) to black-and-white text only.⁸

The new FDA tobacco law also greatly expands what states and localities can do to prohibit or restrict tobacco product advertising and promotion. Prior to the new law, the Federal Cigarette Labeling and Advertising Act preempted states from taking actions that restrict cigarette advertising or promotion. Under the new legislation, states are allowed to regulate and restrict the time, place, and manner of cigarette advertising. For example, states are now authorized to limit the number or size of tobacco ads at retail outlets, prohibit the placement of tobacco products or ads near cash registers, and supplement new FDA regulations that apply only to cigarette and smokeless tobacco ads

by establishing similar restrictions on cigars and other tobacco product ads. New state and local advertising restrictions still will need to avoid violating 1st Amendment protections on commercial speech.⁹

THE TOBACCO INDUSTRY MONITORING SYSTEM

As part of their evaluation of the Florida Tobacco Prevention and Control Program, the Research Triangle Institute (RTI) is developing a comprehensive surveillance system to monitor tobacco marketing practices and exposure to (and attitudes toward) these practices. More specifically, RTI is tracking marketing practices in the retail environment, magazines, newspaper articles, movies, direct-to-consumer programs, sponsorships, and corporate contributions. RTI will assess themes, health claims, new product introductions, and the priority populations targeted. The surveillance systems and surveys used will be conducted either monthly or annually as described below:

<u>Data Source</u>	<u>Collection Frequency</u>
Magazine Advertising	Monthly
Newspaper Articles	Monthly
Direct-to-Consumer Advertising	Monthly
Retail Tobacco Advertising	Annually
Sponsorship and Corporate Contributions	Annually
Smoking in Movies	Annually
Online Smokers' Survey	Annually

Retail Tobacco Advertising. Retail stores like convenience stores, small grocery stores, liquor stores, supermarkets, and pharmacies are saturated with branded objects and tobacco signage and displays, with many of these messages clustered around the register.¹⁰ In 2005, cigarette companies spent over \$13 billion on marketing, 88% of which was spent on retail stores.¹¹ Research indicates that the point-of-sale advertising is associated with encouraging younger teens to try smoking and that the more cigarette marketing teens are exposed to in retail stores, the more likely they are to smoke.¹²

One component of the Tobacco Industry Monitoring System called the Retail Advertising Tobacco Survey will use trained data collectors to visit stores that sell tobacco and discretely record characteristics of the retail environment, including interior and exterior ads, the presence of promotions, and posted prices for three major cigarette brands. RTI also purchases retail scanner data to monitor cigarette sales and promotions in Florida. The scanner data is comprised of actual sales and prices paid for over 200 brands of cigarettes, which can be compared with over 50 markets across the U.S. Scanner data is only available from convenience stores and grocery stores from four market areas in Florida. The extent of smokers' exposure to and attitudes about tobacco advertising in retail environments will be assessed via the Online Smokers Survey (discussed later). Results from the Retail Advertising Tobacco Survey, which have yet to be published, should be particularly useful for community-based grantees in Florida that plan on addressing policies to prohibit or limit tobacco advertising in retail outlets.

Direct-to-Consumer Advertising. RTI is tracking items and communications that a group of Florida-based adult smokers (who have signed up for DTC programs) receive via postal mail, email, and on member-only websites. As of October 2009, RTI has identified 28 direct-to-consumer programs, but they are still in the process of finalizing a protocol for direct-to-consumer program tracking and analyzing the nature and extent of the marketing items and communications sent to the adult smokers in Florida that participate in the direct-to-consumer programs.¹³

Newspapers Articles. RTI is monitoring the extent, reach, and nature of news coverage on tobacco industry health claims. A selection of U.S. newspapers, major Florida newspapers, and newswires are tracked. Relevant articles are captured and coded for article characteristics, topics covered, and how issues are framed.

Between April 1, 2009 to September 30, 2009, a total of 192 tobacco-related newspaper articles were published in 17 newspapers that were sampled. Of these 192 articles, 51% ran in June, following the passage of the Family Smoking Prevention and Tobacco Control Act. According to RTI, three topics were the focus of newspaper coverage in September: (1) the lawsuit filed by two U.S. tobacco companies claiming that the marketing rules outlined in the Family Smoking Prevention and Tobacco Control Act violate rights to free speech; (2) the federal ban on flavored cigarettes; and (3) a company offering new filtered, flavored cigars close in size to cigarettes, which are not subject to the federal law banning flavored cigarettes.¹⁴

RTI completed coding on 162 articles between April and August of 2009. Cigarettes were mentioned in 88% of the articles and 53% of the articles mentioned new tobacco products (most commonly electronic cigarettes, followed by snus and dissolvable tobacco). A majority of the articles made claims about the health benefits and risks of new or “reduced-risk” tobacco products. The most common benefits mentioned include reduced risk of disease (36%), containing fewer toxins than traditional tobacco products (6%) and helping smokers quit (6%). The commonly cited health risks of these products were acting as gateways to traditional cigarettes (60%), not being a safer/healthier alternative to cigarettes (58%), and being potentially attractive to youth (22%).¹⁵

Magazines. RTI obtains magazine advertising data from TNS Media Intelligence, Inc., which tracks product advertisements in 465 magazines (46 are Hispanic magazines and four are local magazines from the Miami, Orlando, and Tampa media markets). Through an online subscription to a multi-media expenditure and occurrence information database, RTI extracts information each month and codes each ad for content.

Between April 1, 2009 and September 30, 2009, a total of 265 tobacco magazine ads appearing in 46 different magazines were identified. These ads cost tobacco companies over \$35.2 million in advertising dollars. Of these 265 ads, 56% were cigarette ads, 30% were cigar ads, 3% were snus ads, and 11% were smokeless/chew tobacco ads.¹⁶

Between April 1, 2009 and August 31, 2009, RTI coded the content of 211 tobacco ads. Most ads (26%) were placed in magazines targeting men, sports and recreation enthusiasts (17%), news and entertainment readers (14%) and affluent subgroups (13%). Ads targeting women (10%), lesbian, gay, bisexual, and transgendered individuals (2%), and racial/ethnic minorities (2%) were published to a lesser extent. The most common themes identified were “luxury” (36%), “romance” (15%), and “sporting events/athletics” (13.7%), followed by about 18% of ads where the tobacco product was pictured with no theme.¹⁷

Sponsorships and Corporate Contributions. The tobacco industry spends considerable resources sponsoring visible public events in order to increase exposure to advertisements and confer legitimacy upon the industry. RTI purchased data on industry sponsorships and corporate contributions in Florida from a leading independent provider of strategic counsel, valuation, and research in the area of sponsorship marketing in the U.S. Findings derived from these data have yet to be published.

Smoking in Movies. According to the National Cancer Institute, “The depiction of cigarette smoking is pervasive in movies, occurring in three-quarters or more of contemporary box-office hits. Identifiable cigarette brands appear in about one-third of movies. The total weight of evidence from cross-sectional, longitudinal, and experimental studies indicates a causal relationship between exposure to depictions of smoking in movies and youth smoking initiation.”¹⁸ By using existing data on smoking imagery in movies and the Florida Youth Cohort Survey, RTI will assess the extent and impact of Florida youth exposure to smoking in the movies. This assessment has yet to be published.

Online Smokers Survey. RTI is conducting an online cross-sectional annual survey with approximately 500 adult smokers in Florida. The survey will assess smokers’ exposure to and attitudes about tobacco marketing strategies including retail advertising, sponsorships and financial donations, and direct-to-consumer programs. The survey will also assess Florida smokers’ opinions about regulating tobacco industry marketing practices and gauge reactions to Florida’s anti-smoking counter-marketing campaign ads. Results from the survey have yet to be published.

RECOMMENDATIONS TO REDUCE YOUTH EXPOSURE TO TOBACCO MARKETING

As the U.S. Surgeon General once noted, “The most important force for smoking is the totality of industry activity, including advertising, promotion, organizational activity, support for ancillary issues, and political action, which maintains marketability and profitability of the product.” Statewide efforts to reduce tobacco use face all of these forces and a nearly \$1 billion annual advertising budget that aims to sustain tobacco addiction. It is estimated that tobacco companies’ marketing expenditures outspend the nation’s total tobacco prevention and cessation efforts by a ratio of more than 22 to 1.¹⁹

According to the Centers for Disease Control and Prevention, a core element of tobacco control programs must be the use of community-based interventions to create a

social and legal climate where tobacco use is less desirable and less acceptable. Comprehensive programs need to combine and coordinate community-based interventions that focus on preventing the initiation of tobacco use and promoting cessation. In order to counter aggressive pro-tobacco influences, communities should monitor the way tobacco products are promoted and sold, facilitate public discussion and debate, and change the knowledge, attitudes, and behaviors of tobacco users and nonusers.²⁰ Community coalitions and tobacco control advocates can act as watchdogs by monitoring, highlighting, and formally commenting on egregious industry tactics during the FDA regulation and rule-making process.

The Institute of Medicine has recommended that Congress and state legislatures enact legislation limiting visually displayed tobacco advertising in all venues, including mass media and at the point-of-sale, to a text-only, black-and-white format. The Institute of Medicine indicates that the retail environment in particular needs to be “radically transformed.”²¹ They have called upon Congress and state legislatures to enact legislation regulating point of sale tobacco advertising in the following ways:

- Retail outlets choosing to carry tobacco products should be required to display and distribute prescribed warnings about the health consequences of tobacco use, information regarding products and services for cessation, and corrective messages designed to offset misstatements or implied claims regarding the health effects of tobacco use.
- Commercial displays or other activity promoting tobacco use by or in retail outlets should be banned, although text-only informational displays (e.g., price or health-related product characteristics) may be permitted within prescribed regulatory constraints.
- Retail outlets choosing to carry tobacco products should be required to allocate a proportionate amount of space to cessation aids and nicotine replacement products and, after regulatory clearance by the FDA or a designated state agency, to “qualifying” exposure-reduction products. (The FDA or a suitable state health agency should promulgate a list of “qualifying” exposure-reducing products.)

The Institute of Medicine also makes the following recommendations regarding tobacco marketing and the portrayal of tobacco use in movies:

- Congress and state legislatures should prohibit tobacco companies from targeting youth under 18 for any purpose, including dissemination of messages about smoking (whether ostensibly to promote or discourage it) or to survey youth opinions, attitudes and behaviors of any kind. If a tobacco company wishes to support youth prevention programs, the company should contribute funds to an independent non-profit organization with expertise in the prevention field. The independent organization should have exclusive responsibility for designing, executing and evaluating the program.

- The Motion Picture Association of America (MPAA) should encourage and facilitate the showing of anti-smoking advertisements before any film in which smoking is depicted in more than an incidental manner. The film rating board of the MPAA should consider the use of tobacco in the movies as a factor in assigning mature film ratings (e.g., an R-rating indicating Restricted: no one under age 17 admitted without parent or guardian) to films that depict tobacco use.
- Congress should appropriate the necessary funds to enable the U.S. Department of Health and Human Services to conduct a periodic review of a representative sample of movies, television programs, and videos that are offered at times or in venues in which there is likely to be a significant youth audience (e.g., 15 percent) in order to ascertain the nature and frequency of images portraying tobacco use. The results of these reviews should be reported to Congress and to the public.

According to the U.S. Surgeon General, “In light of ubiquitous and sustained pro-tobacco messages, counter-marketing efforts of comparable intensity and duration are needed to alter the social and environmental context of tobacco use.”²² The counter-marketing media campaigns called for have documented their effectiveness.²³ As the National Cancer Institute notes, “Evidence from controlled field experiments and population studies shows that mass media campaigns designed to discourage tobacco use can change youth attitudes about tobacco use, curb smoking initiation, and encourage adult cessation...[and] many population studies document reductions in smoking prevalence when mass media campaigns are combined with other strategies in multi-component tobacco control programs.”²⁴

Aggressive counter-marketing campaigns that directly expose and confront the tobacco industry’s marketing tactics have demonstrated particular effectiveness.²⁵ Florida’s “truth” campaign, which described disreputable industry tactics and engaged teens in a statewide anti-tobacco group, was successful in reducing smoking among Florida youth.²⁶ The American Legacy Foundation’s national truth® campaign revealed tobacco industry marketing practices and was also associated with significant declines in youth smoking.²⁷ According to the Centers for Disease Control and Prevention, “being aware that the tobacco industry is trying to manipulate behavior may reduce young people’s susceptibility to tobacco marketing and increase overall support for anti-tobacco policies, laws, or regulations.”²⁸ The aggressive confrontation of industry tactics provides a solid foundation for the fresh, high-impact, attention-getting messages that the Centers for Disease Control and Prevention recommends.²⁹

ALCOHOL MARKETING IN THE U.S. AND FLORIDA

The persistent exposure of young Floridians to messages encouraging drinking hinders Florida’s efforts to reduce underage drinking. Advertising and promotional activity contribute to the underage drinking problem that costs the state of Florida over \$3 billion per year, with alcohol-related crime and traffic crashes generating the greatest losses to society.³⁰

Alcohol advertising is pervasive and youth exposure to it is extensive. Between 2001 and 2007, the number of alcohol ads seen per year by the average television-watching 12-to-20-year-old increased from 216 to 301. Approximately one out of five alcohol advertisements are placed on programs that youth aged 12 to 20 are more likely (per capita) to see than adults of legal drinking age.³¹ A study of alcohol ads on national cable TV from 2001 to 2006 found that every 1 percentage point increase in adolescent viewership was associated with an increase in ad incidence of 7% for beer, 15% for spirits, and 22% for flavored malt beverages (alcopops).³² The number of beer and distilled spirits ads tends to increase with a magazine's youth readership.³³ Underage youth are now 22 times more likely to see an alcohol product advertisement than an alcohol-industry-funded "responsibility" advertisement.³⁴ Regardless of whether or not young people are directly or intentionally targeted by alcohol advertisers, the fact that they are heavily exposed to alcohol promotion impedes Florida's efforts to promote healthy norms and reduce underage drinking.

Research clearly indicates that alcohol advertising and promotion encourage underage drinking. Systematic reviews of longitudinal studies have found evidence that advertising exposure predicts the initiation of drinking and increased levels of consumption among existing drinkers.³⁵ For example, a 2007 study of 6th and 7th graders found that children who are exposed to high levels of alcohol advertising (in the form of television, magazines, in-store displays and promotional items like clothing and posters) were 50% more likely to drink and 36% more likely to intend to drink than children with very low exposure to alcohol advertising.³⁶ The results of these cohort studies are supported by cross-sectional surveys that have consistently found associations between exposure to alcohol advertising or marketing and intentions to drink, advertising awareness, and drinking behavior.³⁷ The British Medical Association recently conducted a comprehensive review of the scientific evidence on the impact of alcohol marketing on youth and reached the following conclusions:

"Alcohol marketing communications have a powerful effect on young people and are independently linked with the onset, amount and continuance of their drinking...The cumulative effect of this promotion is to reinforce and exaggerate strong pro-alcohol social norms...The fact that promotion is allowed, ubiquitous and heavily linked to mainstream cultural phenomena, communicates a legitimacy and status to alcohol that belies the harms associated with its use...Alcohol promotion therefore influences social norms, and there is substantial evidence that these in turn influence young people's relationship with alcohol. The more common and acceptable young people think drinking is, both in society as a whole and among their peers, the more likely they are to be a drinker and the greater quantities of alcohol they are likely to consume."³⁸

Since advertising and promotion are powerful forces that work against our efforts to reinforce healthy norms, it is essential that we develop a clear picture of the nature and extent of alcohol marketing in Florida. In order to gather some preliminary information about the promotional environment, the Department of Children and Families randomly

selected 20 census tracts in Florida and invited anti-drug coalitions to participate in the systematic observation of locations that sell alcohol in those communities. Participating coalition members visited 162 alcohol retailers with a checklist of data elements that were observed, recorded, and entered into a database. Highlights from a summary report, produced by Florida State University's Center for Prevention Research, include the following findings:

- Observers identified 200 signs featuring celebrities, 232 featuring sports stars, and 199 featuring young people. Over a fourth (27%) of these ads were displayed on the outside of the location.
- Promotional gear was available in 27% of the surveyed locations.
- About 29% of liquor stores displayed merchandise that could be used to play drinking games (cards, Ping-Pong balls, shot glasses, etc.) next to alcoholic beverages.
- About 22% of restaurants and bars offered entertainment/game-nights such as Karaoke, Beer-Pong, Poker, or Trivia.
- Happy hour was the most common drink special observed in bars and restaurants, followed by two-for-one specials and specials on pitchers/buckets.

Additional information comes from a 2007 report prepared for the Florida Senate by the Committee on Regulated Industries, titled "Underage Drinking and Alcohol Abuse on University and College Campuses."³⁹ As part of the research conducted for this report, Committee staff prepared and submitted a survey to all state universities, selected private colleges and universities, and public community colleges. All of the state universities, eight community colleges, and three independent universities responded to the survey.* The Committee report contains the following findings regarding alcohol advertising and promotion:

- Anheuser-Busch provides funds to Florida A & M's athletic programs in exchange for radio advertising at sporting events and advertising on the athletics scoreboard. Florida Atlantic University reported that its athletic department has Anheuser-Busch as a corporate sponsor and receives funding and products for special events for non-

* The state universities are: Florida A & M University, Florida Atlantic University, Florida Gulf Coast University, Florida International University, Florida State University, New College of Florida, the University of Central Florida, the University of Florida, the University of North Florida, the University of South Florida, and the University of West Florida.

The survey was submitted to the state's 28 community colleges. The eight community colleges that responded to the survey are: Brevard Community College, Broward Community College, Central Florida Community College, Gulf Coast Community College, Chipola College, North Florida Community College, Okaloosa-Walton College, and Pensacola Junior College.

The independent universities that responded to the survey are: the University of Tampa, Nova Southeastern University, and the University of Miami.

athletes of legal drinking age. The University of North Florida receives advertising support from Champion Brands and North Florida Beverage, but does not receive funding for its stadium or athletics.

- Alcoholic beverages are advertised in Florida Atlantic University's arena, and there are alcoholic beverage advertisement banners at the University of North Florida arena and at its baseball and softball stadiums. The University of Tampa reported that a local beer distributor annually purchases a sign at its soccer stadium.
- Most of the schools reported that there are no alcohol advertisements on campus. Several schools reported that they prohibit handbills, flyers, or posters on campus for any bars or clubs. However, the University of Central Florida reported that several off-campus publications that advertise drink specials are distributed on campus. Only the University of South Florida reported that its student newspaper accepts ads from clubs and local businesses that advertise drink specials.
- Three universities (University of West Florida, Florida Atlantic University, and the University of Miami) reported that alcoholic beverage advertisements can be found in the on-campus full-service restaurants and bars.

RECOMMENDATIONS FOR REDUCING YOUTH EXPOSURE TO ALCOHOL MARKETING

While the alcohol-related findings reviewed above are informative and could potentially serve as a baseline against which to measure future progress, they are clearly not part of a comprehensive monitoring and surveillance system like the Tobacco Industry Monitoring System discussed earlier. A relatively undeveloped alcohol promotion monitoring system is not unique to Florida. In 2004, this weakness was addressed at the national level by the following two recommendations issued by the Institute of Medicine:

- Congress should appropriate the necessary funding for the U.S. Department of Health and Human Services to monitor underage exposure to alcohol advertising on a continuing basis and to report periodically to Congress and the public. The report should include information on the underage percentage of the exposed audience and estimated number of underage viewers for print and broadcasting alcohol advertising in national markets and, for television and radio broadcasting, in a selection of large local or regional markets.
- Congress should appropriate the necessary funds to enable the U.S. Department of Health and Human Services to conduct a periodic review of a representative sample of movies, television programs, and music recordings and videos that are offered at times or in venues likely to have a significant youth audience (e.g., 15 percent) to ascertain the nature and frequency of lyrics or images pertaining to alcohol. The results of these reviews should be reported to Congress and the public.⁴⁰

In addition to the Institute of Medicine recommendations above, the U.S. Surgeon General has also called for “ongoing, independent monitoring of alcohol marketing to youth to ensure compliance with advertising standards.”⁴¹ Even though legislation authorizing the Department of Health and Human Services to monitor and annually report on youth exposure to alcohol advertising and other media messages unanimously passed Congress and was signed into law in 2006, to date no funds have been appropriated and no such reporting has occurred.⁴²

In 2007, the U.S. Surgeon General identified a number of strategies designed to foster changes in American society that facilitate healthy adolescent development and that help prevent and reduce underage drinking.⁴³ These strategies include eliminating alcohol sponsorship of athletic events and other campus social activities, eliminating alcohol advertising in college publications, and urging the alcohol industry to voluntarily reduce outdoor alcohol advertising. According to the Surgeon General, the alcohol industry’s public responsibility needs to be fulfilled by ensuring that their products and advertising design and placement meet the following criteria:

- The message adolescents receive through the billions of dollars spent on industry advertising and responsibility campaigns does not portray alcohol as an appropriate rite of passage from childhood to adulthood or as an essential element in achieving popularity, social success, or a fulfilling life.
- The placement of alcohol advertising, promotions, and other means of marketing do not disproportionately expose youth to messages about alcohol.
- No alcohol product is designed or advertised to disproportionately appeal to youth or to influence youth by sending the message that its consumption is an appropriate way for minors to learn to drink or that any form of alcohol is acceptable for drinking by those under the age of 21.
- The content and design of industry Web sites and Internet alcohol advertising do not especially attract or appeal to adolescents or others under the legal drinking age.

The Institute of Medicine has also called upon the alcohol industry to fulfill their obligation to help prevent underage drinking by issuing the following recommendations:

- Alcohol companies, advertising companies, and commercial media should refrain from marketing practices (including product design, advertising, and promotional techniques) that have substantial underage appeal and should take reasonable precautions in the time, place, and manner of placement and promotion to reduce youthful exposure to other alcohol advertising and marketing activity.
- The alcohol industry trade associations, as well as individual companies, should strengthen their advertising codes to preclude placement of commercial messages in venues where a significant proportion of the expected audience is underage, to prohibit the use of commercial messages that have substantial underage appeal, and to

establish independent external review boards to investigate complaints and enforce the codes.⁴⁴

The entertainment industries also have a public responsibility with regard to the way they choose to depict alcohol use, particularly underage drinking, in motion pictures, television programming, music, video games, and on the internet. According to the U.S. Surgeon General, the entertainment industries are responsible for creating and distributing entertainment that seeks to present a balanced portrayal of alcohol use, including its attendant risks, and that does not glamorize underage drinking or depict it in a favorable light.⁴⁵ The Institute of Medicine has also made the following recommendations with regard to the proper role of the entertainment industries:

- The entertainment industries should use rating systems and marketing codes to reduce the likelihood that underage audiences will be exposed to movies, recordings, or television programs with unsuitable alcohol content, even if adults are expected to predominate in the viewing or listening audiences.
- The film rating board of the Motion Picture Association of America should consider alcohol content in rating films, avoiding G or PG ratings for films with unsuitable alcohol content, and assigning mature ratings for films that portray underage drinking in a favorable light.
- The music recording industry should not market recordings that promote or glamorize alcohol use to young people; should include alcohol content in a comprehensive rating system, similar to those used by the television, film, and video game industries; and should establish an independent body to assign ratings and oversee the industry code.
- Television broadcasters and producers should take appropriate precautions to ensure that programs do not portray underage drinking in a favorable light and that unsuitable alcohol content is included in the category of mature content for purposes of parental warnings.⁴⁶

Parents, coalitions, and other community stakeholders can do their part by filing formal complaints against companies engaging in egregious marketing practices with the Federal Trade Commission, the Federal Communications Commission, the Florida Department of Agriculture and Consumer Services, the Florida Department of Business and Professional Regulation, and the Florida Attorney General's Division of Consumer Protection.

Community coalitions also need to work with city officials to pass and defend ordinances that will reduce or eliminate irresponsible advertising in their communities. Particular concern over drink specials was raised in a 2004 white paper titled, "Changing Alcohol Norms (CAN): Florida's Initiative to Lower Youth Drinking." This white paper called for the development of coalitions and programs that create health-promoting normative environments and restrict the marketing and promotion of alcoholic beverages

to underage youth. More specifically, the white paper recommended that existing county and city ordinances related to irresponsible drink specials (also known as point-of-purchase promotions) be reviewed.⁴⁷

Researchers at the University of Florida recently studied the impact of drink specials on intoxication by conducting anonymous interviews and collecting breath alcohol concentration readings from patrons exiting bars in the college bar district on four different nights. All seven bars in the district offered drink specials. About 30% of participants in the study took advantage of reduced pricing on specific alcoholic beverages (like discount pitchers), 21% took advantage of all-you-can-drink specials, and 9% participated in drink specials involving various forms of bar-sponsored, competitive drinking games.* A greater proportion of women than men reported taking advantage of drink specials. Participation in all-you-can-drink promotions was significantly associated with higher intoxication levels after controlling for other variables, including the total number of drinks consumed that day. Researchers also determined that patrons who took advantage of drink specials consumed significantly fewer drinks before entering a bar than those who did not take advantage of a drink promotion, suggesting that all-you-can-drink specials encourage an “accelerated pace” of alcohol consumption.⁴⁸ Additional analysis indicates that individuals who take advantage of drink specials are more than four times as likely to leave the bar with an intoxication level that exceeds the legal limit for driving than those who do not participate in drink specials. Approximately two out of every three underage drinkers who participated in a drink special had a blood-alcohol level above the legal limit.⁴⁹

Community coalitions should consider enacting ordinances that regulate or restrict drink specials and promotions. However, there is uncertainty regarding whether state law pre-empts local government regulation of drink specials. According to the Florida Senate Committee on Regulated Industries, “In a 1987 challenge to Jacksonville’s regulation of drink specials, the Fourth Judicial Circuit Court held, in an unreported opinion, that the Beverage Law does not preempt the city’s regulation of drink specials. This case was not appealed and it remains unclear whether the local government regulation of drink specials is pre-empted by the Beverage Law.” As one way of clarifying the legality of local regulation, the Committee recommended that the Florida Legislature amend Florida Statute 562(2)(a) to provide that counties and municipalities are authorized to enact ordinances regulating drink specials, including the advertisement of drink specials.⁵⁰

Parents and educators can also help young people become media literate by analyzing information in media messages, understanding the intent of those messages,

* Several other findings are worth mentioning. First, one out of every four students that had been drinking at a bar acknowledged they were 17 to 20 years old and thus below the minimum legal drinking age. Second, drink specials probably enabled many patrons to drink without spending very much money. While the average amount of money participants reported spending on cover charges and alcohol was about \$11, nearly 20% reported that they did not spend any money and nearly 40% reported that they spent \$5.00 or less.

and considering multiple interpretations. Media literacy training has been shown to increase children's understanding of persuasive intent while decreasing the likelihood that they will expect positive effects from drinking, choose alcohol-related products, and want to be like characters that drink.⁵¹ Media literacy training can be used to strengthen and empower a broader youth advocacy movement geared towards countering many of the negative influences young people confront. As part of the Office of Drug Control's Empowering Youth Initiative, adult trainers and community anti-drug coalitions are teaming up to implement an evidence-based curriculum that will develop youth advocacy skills in schools, faith-based settings, and existing coalition youth groups and organizations like the Police Explorers and Boys and Girls Clubs. By giving a voice to the young citizens who are most impacted by manipulative marketing tactics, coalitions with youth empowerment components will work on environmental policy change including local ordinances to reduce youth access to alcohol and exposure to irresponsible marketing practices.

The Office of Drug Control, working in conjunction with the Center on Addiction and Substance Abuse at Columbia University, provides additional guidance in a series of actions steps as part of a document titled, "Women Under the Influence: Florida's Blueprint." This blueprint recommends that parents and families show disapproval of substance use, reject substance use as a rite of passage, and provide perspective on ads and media messages about substance use. Advertisers and the entertainment industries should depict the negative consequences of smoking and drinking and refrain from linking smoking and drinking with sex appeal or unrealistically thin images of women. Advertisers also need to refrain from promoting or advertising alcohol on college campuses, in college sports programming, or at college-sponsored events, college bars, or fraternity/sorority parties. Colleges and universities should prohibit tobacco and alcohol promotions (like "ladies nights") and ban all tobacco and alcohol advertising on campus. It is recommended that policymakers institute regulatory controls on tobacco and alcohol advertising and sales to protect underage youth.⁵²

¹ Campaign for Tobacco-Free Kids. *The Toll of Tobacco in Florida*. Available at www.tobaccofreekids.org/reports/settlements/toll.php?StateID=FL.

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