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St. Louis County

CPPW Communities Putting Prevention to Work

EVALUATION



MARCH
2010

Point of Sale Advertising BASELINE ASSESSMENT

PREPARED FOR:

Saint Louis County Department of Health

PREPARED BY:

Center for Tobacco Policy Research at
Washington University in St. Louis

Saint Louis University
School of Public Health

ACKNOWLEDGEMENTS

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INTRODUCTION

As part of the American Recovery and Reinvestment Act of 2009 the U.S. Department of Health and Human Services has provided funding to support the Communities Putting Prevention to Work (CPPW) Initiative. This initiative supports community public health efforts to improve nutrition, increase physical activity, reduce obesity, and decrease tobacco use—four critical actions to combat chronic disease and promote health.

The St. Louis County Department of Health (DOH) was one of the 44 communities awarded a CPPW grant. The DOH will implement policy and systems interventions to reduce tobacco use and secondhand smoke exposure, increase awareness of cessation services, and prevent youth initiation. Table 1 presents the Department’s action plan objectives.

Table 1. St. Louis County Community Action Plan objectives

MEDIA	<i>Objective 1:</i> By December 2011, develop hard-hitting counter marketing media campaign to target high risk youth.
ACCESS	<p><i>Objective 2:</i> By January 2012, amend current ordinance to include all workplaces, restaurants and bars in St. Louis County.</p> <p><i>Objective 3:</i> By January 2012, increase the number of County municipalities that enact smokefree policies that exceed the comprehensive County-wide policy from three to five, including at least one high-risk municipality with high smoking rates in Districts 1, 2, 3, or 4.</p> <p><i>Objective 4:</i> By February 2012, increase the proportion of public school districts throughout St. Louis County that meet the goal for comprehensive tobacco free policies from <20% in 2007 to 100%.</p> <p><i>Objective 5:</i> By February 2012, increase the proportion of private K-12 schools in high-risk Districts 1, 2, 3, and 4 that meet the goal for comprehensive tobacco free policies from 0% to 100%.</p> <p><i>Objective 6:</i> By February 2012, increase the proportion of higher education institutions in all County Districts that meet the goal for comprehensive tobacco free policies from 21% in 2009 to 100%.</p>
POINT OF PURCHASE	<i>Objective 7:</i> By February 2012, enact an ordinance (or departmental regulation) requiring all tobacco retailers to display a graphic warning sign about tobacco products.
PRICE	<i>Objective 8:</i> By January 2012, enact an ordinance (or departmental regulation) to ban all promotional, free, and discounted tobacco products, coupons, gift certificates, rebates, and other promotions which have the effect of lowering the price of tobacco products.
SOCIAL SUPPORT SERVICES	<p><i>Objective 9:</i> By February 2012, increase the number of calls by St. Louis County residents to the Missouri Quitline by 50%.</p> <p><i>Objective 10:</i> By February 2012, ensure that 80% of County employers in high-risk Districts 1, 2, 3, and 4 with 50+ employees provide smoking cessation services to employees.</p>

Purpose

The evaluation of the CPPW grant is being conducted by a team from the Center for Tobacco Policy Research (CTPR) at Washington University in St. Louis and Saint Louis University School of Public Health. A comprehensive evaluation plan has been developed to examine both process and outcome measures for the CPPW grant. This report provides an overview of the retail environment and point of sale advertising in a sample of St. Louis County tobacco retailers.

Audience

These findings are provided to the St. Louis County Department of Health and other CPPW stakeholders, including the Leadership Team, to help inform intervention efforts for strengthening point of sale policies.

METHODS

From December 2009 - February 2010, the evaluation team conducted an observational assessment of point of sale (POS) advertising among tobacco retailers located throughout St. Louis County. Since the objective was to examine POS advertising located within a 1,000 foot radius of schools and/or parks, Arc GIS was used to sort the list of stores by proximity to parks and/or schools. The study sample (n=115) was randomly selected from a list of total tobacco retailers obtained from the MO Department of Mental Health (Table 2).

Table 2. Retailer environment by council district in St. Louis County

Council District	Total retailers	# of retailers within 1,000 ft. of parks/schools	% of retailers within 1,000 ft. of parks/schools
District 1	114	56	49%
District 2	152	35	23%
District 3	113	30	27%
District 4	105	34	32%
District 5	109	49	45%
District 6	106	36	34%
District 7	81	18	22%
County total	780	258	33%

Two trained CTPR members visited the 115 sample retailers and assessed prevalence and characteristics of point of sale advertising using a previously validated checklist.¹ Specifically, the following items were assessed:

- Store type (e.g., supermarket, drug store, etc.)
- Number of cigarette ads in store interiors and on exteriors
- Number of cigarette ads and products near candy
- Pricing
- Discounting (special pricing, multipack discounts, and gifts with purchase) in store interiors
- Presence of age of sale signage in store interiors

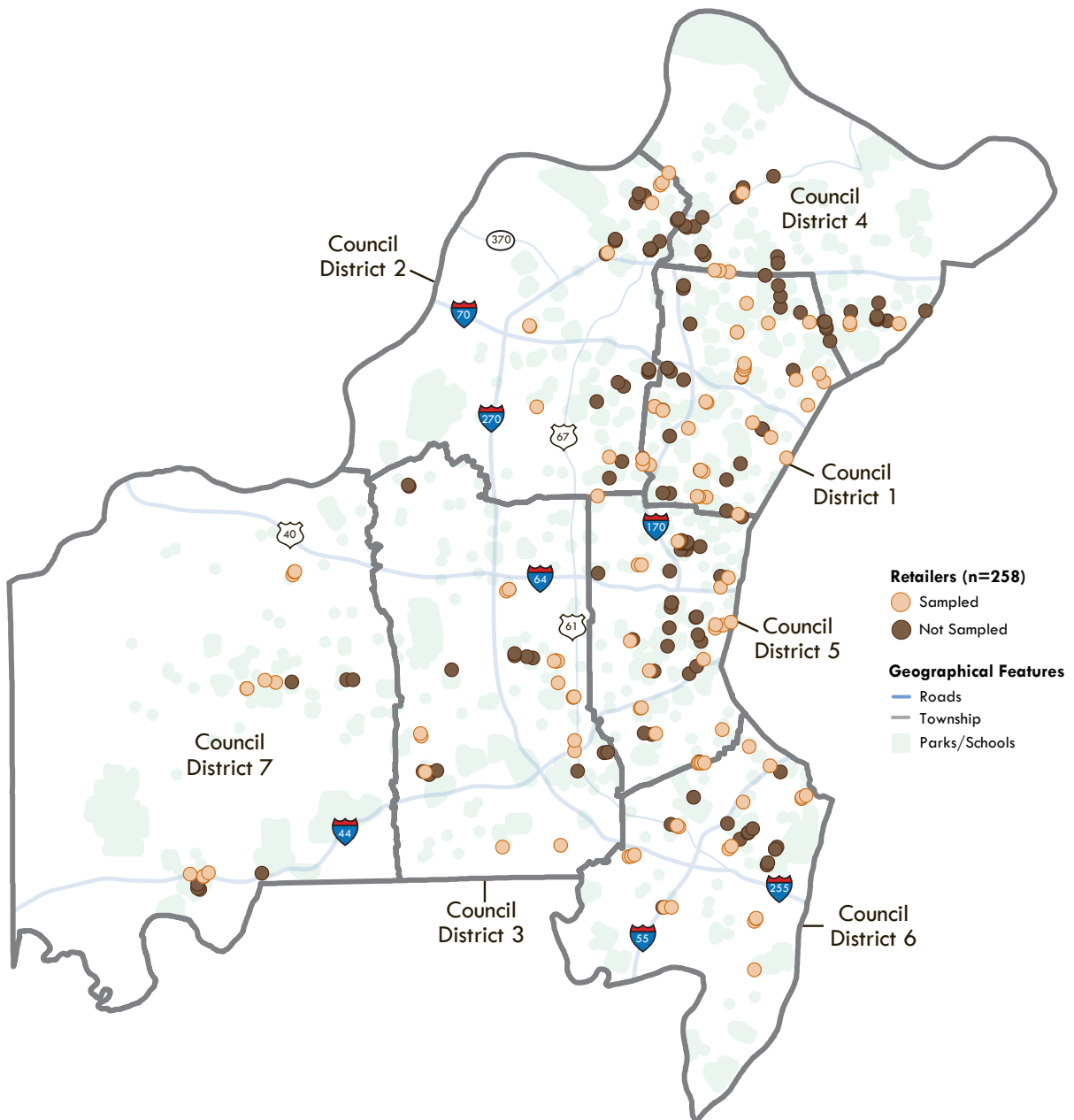
RESULTS

Retailer Characteristics

33% of tobacco retailers are located within 1,000 feet of parks and/or schools.

St. Louis County has a total of 780 tobacco retailers. Of these, approximately 33% (n=258) are located within 1,000 feet of parks and/or schools (Figure 1). St. Louis County Districts 1 and 5 have the highest number of tobacco retailers located within 1,000 feet of parks and/or schools (Table 2).

Figure 1. Retailers within 1,000 feet of a school or a park by council district in St. Louis County, Missouri



Forty five percent of retailers within 1,000 feet of parks and/or schools were assessed (Table 3). This sample includes tobacco retailers in each District and is a good representation of the retail environment across St. Louis County.

Table 3. Study sample of retailers within 1,000 feet of parks and/or schools by Council District in St. Louis County

Council District	# of retailers within 1,000 feet of parks/schools	# of retailers sampled	% of retailers sampled
District 1	56	30	54%
District 2	35	11	31%
District 3	30	15	50%
District 4	34	9	26%
District 5	49	18	37%
District 6	36	21	58%
District 7	18	11	61%
County total	258	115	45%

To assess advertising and pricing across various store types, the retailers were categorized into the following seven store types:

- Supermarket (e.g., Schnucks, Shop 'n Save)
- Small market (e.g., Paul's Market, Love's Discount)
- Convenience with gas (e.g., Mobil, Quik Trip)
- Convenience without gas (e.g., 7-Eleven)
- Drug store (e.g., Walgreens)
- Liquor store (e.g., Dirt Cheap)
- Other (e.g., tobacco specialty shops)

Convenience with gas, supermarkets, drug stores, and small markets had the highest number of stores within 1,000 feet of schools and/or parks (Table 6 and Figure 2).

Appendix A outlines the retail environment for each District in the County. These profiles provide information on the number of retailers near parks and/or schools, advertising, pricing, and compliance with state tobacco signage requirements for each District in St. Louis County.

Tobacco Advertising

Exposure to cigarette advertising is extensive across all districts and store types.

On average, retailers displayed about 12 total cigarette ads (9 on the interior of stores and 3 on the exterior of stores) (Table 4). Convenience stores with and without gas and liquor stores displayed the highest average number of ads in store interiors. Small markets and convenience stores with gas displayed the highest average number of ads on store exteriors (Table 5). Overall, neither tobacco ads nor products were commonly displayed near candy.

Table 4. County Districts: Cigarette advertising characteristics in retailers within 1,000 ft. of parks and/or schools

Council District	Total # stores	Interior ads (mean)	Exterior ads (mean)	Total ads (mean)	% of stores with tobacco ads near candy	% of stores with tobacco products near candy
District 1	30	11	5	17	12%	0%
District 2	11	11	4	15	11%	0%
District 3	15	9	2	11	15%	0%
District 4	9	7	2	9	11%	0%
District 5	18	5	1	6	6%	0%
District 6	21	13	3	16	0%	0%
District 7	11	4	1	5	0%	0%
County total or average	115	9	3	12	8%	0%

Table 5. Store Type: Cigarette advertising characteristics in retailers within 1,000 ft. of parks and/or schools

Type of retailer	Total # stores	Interior ads (mean)	Exterior ads (mean)	Total ads (mean)	% of stores with tobacco ads near candy	% of stores with tobacco products near candy
Supermarket	15	7	0	7	7%	0%
Small market	12	9	5	14	0%	0%
Convenience with gas	51	10	4	14	14%	0%
Convenience without gas	5	12	2	14	0%	0%
Drug store	13	6	0	6	0%	0%
Liquor store	5	11	3	14	0%	0%
Other	5	0	0	0	0%	0%

Figure 2. Convenience stores with gas predominate among store types within 1,000 feet of parks and/or schools

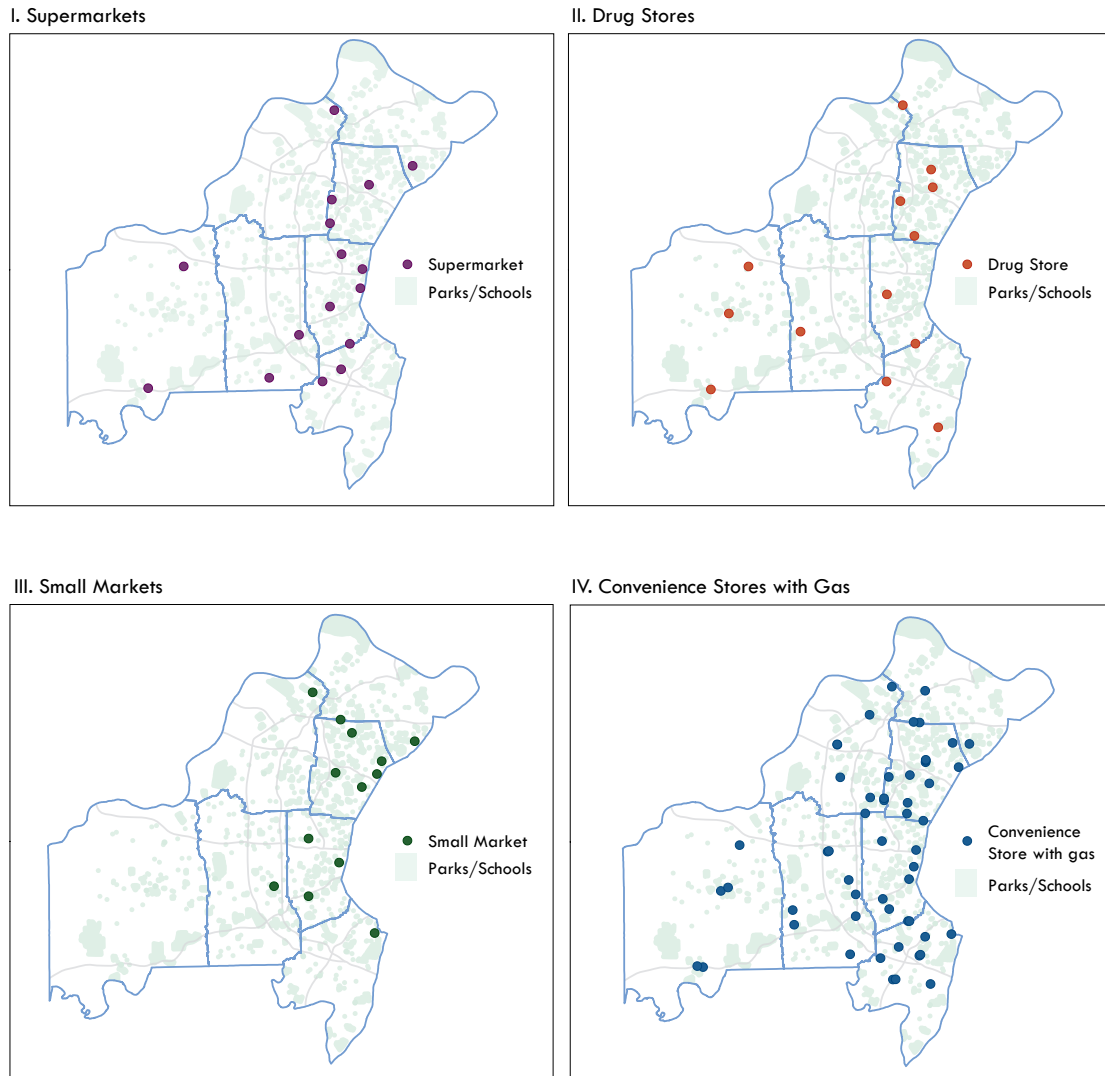


Table 6. Study sample: Number of retailers sampled by store type

Council District	Super-market	Small market	Convenience with gas	Convenience without gas	Drug store	Liquor store	Other	Total
District 1	3	5	11	2	4	1	4	30
District 2	1	1	9	0	0	0	0	11
District 3	2	1	8	0	1	1	2	15
District 4	1	2	4	0	1	1	0	9
District 5	4	3	8	1	1	1	0	18
District 6	3	1	9	2	3	1	2	21
District 7	2	0	5	0	3	0	1	11
County total	16	13	54	5	13	5	9	115

Compliance

Many retailers are not compliant with state tobacco signage provisions.

For the most part, retailers were compliant in displaying age of sale signs or “no sales to minors” signs (Tables 7 and 8). However, many retailers posted “We Card” signs only (Figure 3). According to Missouri state law, posting “We Card” signs only does *not* meet the tobacco signage requirements. Figure 4 shows the required components of state required tobacco signage. “We Card” was a campaign designed by the tobacco industry with two primary purposes: 1) to improve the tobacco industry’s image; and 2) to reduce regulation and the enforcement of existing laws.² Due to the efforts of the tobacco industry in promoting their “We Card” campaign, retailers may not be aware that these signs do not meet the state tobacco signage requirement. Therefore, efforts could focus on educating retailers and communicating this policy more broadly. Specifically, retailers in Districts 4 and 5 could be checked for compliance with state law and provided with state approved age of sale signs.

Figure 3. “We Card” signage

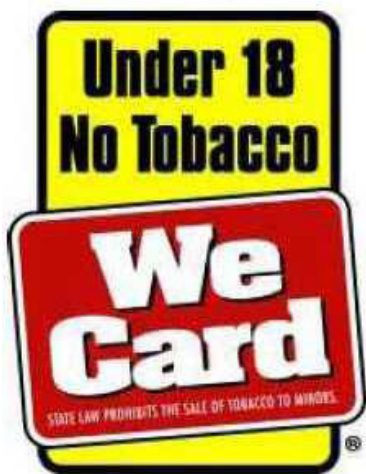


Figure 4. State of Missouri required tobacco signage

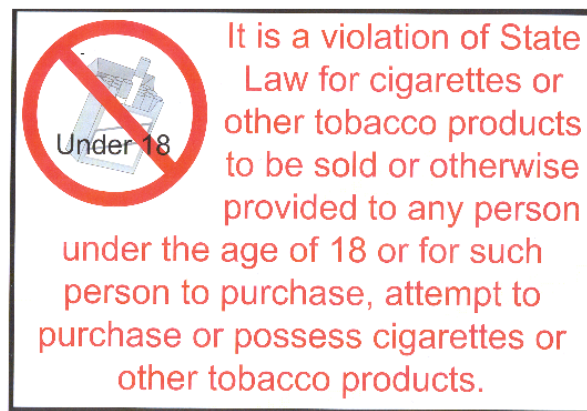


Table 7. County districts: Age of sale signage compliance in retailers within 1,000 ft. of parks and/or schools

Council District	% of stores compliant	% of stores with “We Card” only
District 1	82%	7%
District 2	91%	9%
District 3	85%	0%
District 4	67%	22%
District 5	71%	17%
District 6	86%	5%
District 7	81%	9%
County average	81%	9%

Table 8. Store type: Age of sale signage compliance in retailers within 1,000 ft. of parks and/or schools

Type of retailer	% of stores compliant	% of stores with “We Card” only
Supermarket	80%	7%
Small market	84%	8%
Convenience with gas	82%	12%
Convenience w/out gas	80%	20%
Drug	84%	8%
Liquor	100%	0%
Other	0%	0%

Tobacco Pricing

Most retailers offer special pricing, making cigarette prices low across the County.

The average price of cigarettes across all Council Districts in St. Louis County was \$4.29 (Table 9). A large percentage of retailers across all districts and store types offered special pricing, with 100% of convenience stores (without gas) offering special pricing (Table 10).

Table 9. County District: Cigarette pricing and interior discounting characteristics in retailers within 1,000 feet of parks and/or schools

Council District	Pack price (mean)	% of stores with multipack discounts	% of stores with special pricing	% of stores offering gift with purchase
District 1	\$4.15	27%	92%	0%
District 2	\$4.17	11%	78%	0%
District 3	\$4.43	15%	77%	0%
District 4	\$4.59	22%	44%	0%
District 5	\$4.30	29%	71%	0%
District 6	\$4.32	33%	71%	0%
District 7	\$4.25	0%	90%	0%
County average	\$4.29	23%	77%	0%

Table 10. Store type: Cigarette pricing and interior discounting characteristics in retailers within 1,000 feet of parks and/or schools

Type of Retailer	Pack price (mean)	% of stores with multipack discounts	% of stores with special pricing	% of stores offering gift with purchase
Super market	\$4.57	7%	67%	0%
Small market	\$4.06	8%	83%	0%
Convenience with gas	\$4.23	22%	80%	0%
Convenience without gas	\$4.40	60%	100%	0%
Drug	\$4.00	62%	85%	0%
Liquor	\$4.49	0%	80%	0%
Other	\$6.00	0%	0%	0%

RECOMMENDATIONS

Based on the overall findings from the baseline evaluation of the retail environment and point of sale advertising in a sample of St. Louis County tobacco retailers, these are some options when developing effective policy interventions:

1. Voluntary policies are ineffective. Consider enacting a County-wide policy that restricts or counters point of sale advertising.

The results from this assessment show that cigarette pricing is low, exposure to cigarette advertising is extensive, and compliance with state tobacco signage is lacking among retailers near schools and parks throughout St. Louis County. Recent experiences in other communities have shown that voluntary policy adoption among individual retailers is ineffective. Emerging science recommends the adoption of community-wide policies that restrict or counter point of sale advertising.³⁻⁹ Therefore, the DOH should consider focusing efforts on enacting a County-wide policy that either restricts or counters point of sale advertising (*e.g.*, graphic warnings).

2. Considering educating retailers on state-required tobacco signage throughout the County and improving enforcement of the law.

Currently, only 81% of tobacco retailers comply with posting state required tobacco signage. While most retailers post age of sale signs, there are some stores that do not post state-required signage or do not post signs at all. This may be due to a lack of awareness among retailers regarding the state provisions. The DOH should consider focusing on educating retailers about the state law and providing retailers with state approved tobacco signs.

3. Consider enacting a policy that reduces the number of tobacco retail outlets within 1,000 feet of parks and schools.

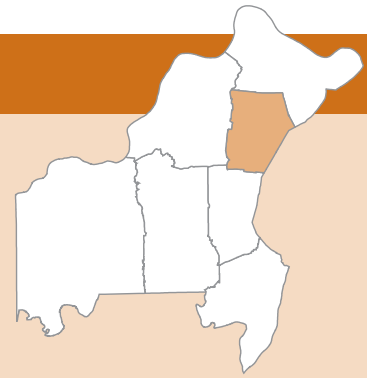
Over 33% of tobacco retailers in St. Louis County are within 1,000 feet of parks and/or schools. This means that tobacco products are readily available for purchase in areas where children frequent, making them more easily accessible by youth. Current evidence suggests that smoking rates are higher in areas with a greater number of retailers.^{1,10} By restricting locations where tobacco products are sold, it is less convenient for youth to access tobacco products, potentially reducing youth smoking rates and tobacco-related disparities.^{1,10} Since licensing is under the authority of the DOH, it is recommended that the DOH amend the current retail license law and restrict the number of tobacco retailer licenses near parks and schools.

REFERENCES

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- 5 Health Canada. The health effects of tobacco and health warning messages on cigarette packages – Survey of youth: Wave 9 surveys. Prepared by Environics Research Group (Jan. 2005) Available at <http://www.smokefree.ca/warnings/WarningsResearch/POR-04-19%20Final%20Report%20-%205552%20Youth%20wave%209-final.pdf>.
- 6 Health Warnings on Tobacco Products – Worldwide, 2007 (2009) *MMWR*, 58(19):528-529.
- 7 O’Hegarty, M, et al. (2006) Reactions of young smokers to warning labels on cigarette packages. *American Journal of Preventive Medicine*. 30(6):467-473.
- 8 Fraser, T (1998) Phasing out point-of-sale tobacco advertising in New Zealand. *Tobacco Control*. 7:82-4.
- 9 New York City Department of Health and Mental Hygiene Board of Health, Notice to Amend Article 181 of the New York City Health Code, Notice of Public Hearing.
- 10 Henriksen, L, et al. (2008) Is adolescent smoking related to the density and proximity of tobacco outlets and retail advertising near schools? *Preventive Medicine*. 47(2):210-14.

APPENDIX A
Council District Profiles

Council District 1



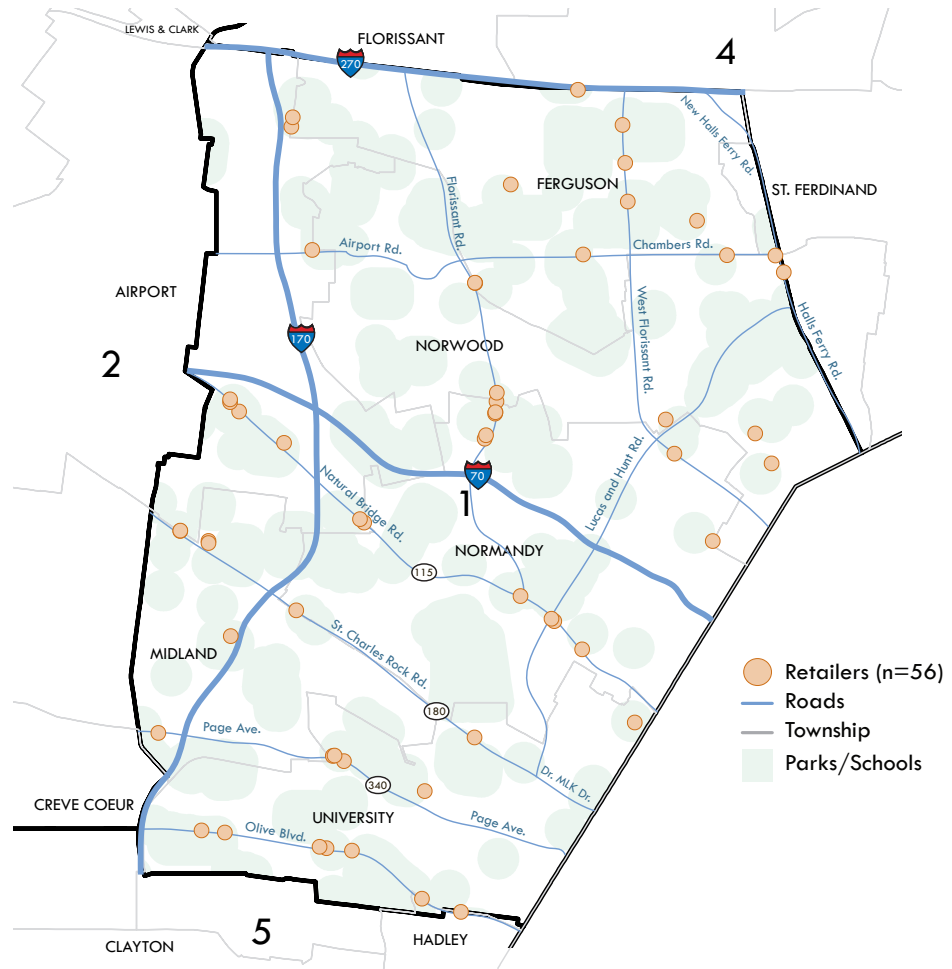
TOBACCO RETAIL ENVIRONMENT

District 1 is located in the eastern portion of St. Louis County and has a population of 145,145. There are 114 tobacco retailers in this District, 56 of which are within 1,000 feet of schools and/or parks.

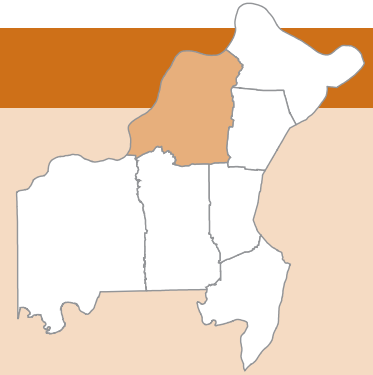
TOBACCO RETAILER STATISTICS

Retail feature	District 1	County Average
Total ads (mean)	17	12
Avg. price per pack	\$4.15	\$4.29
% of stores with special pricing	92%	77%
% of stores complying with age of sale signage	82%	81%
% of retailers within 1,000 feet of schools and/or parks	49%	33%

Tobacco retailers within 1,000 ft. of schools and/or parks



Council District 2



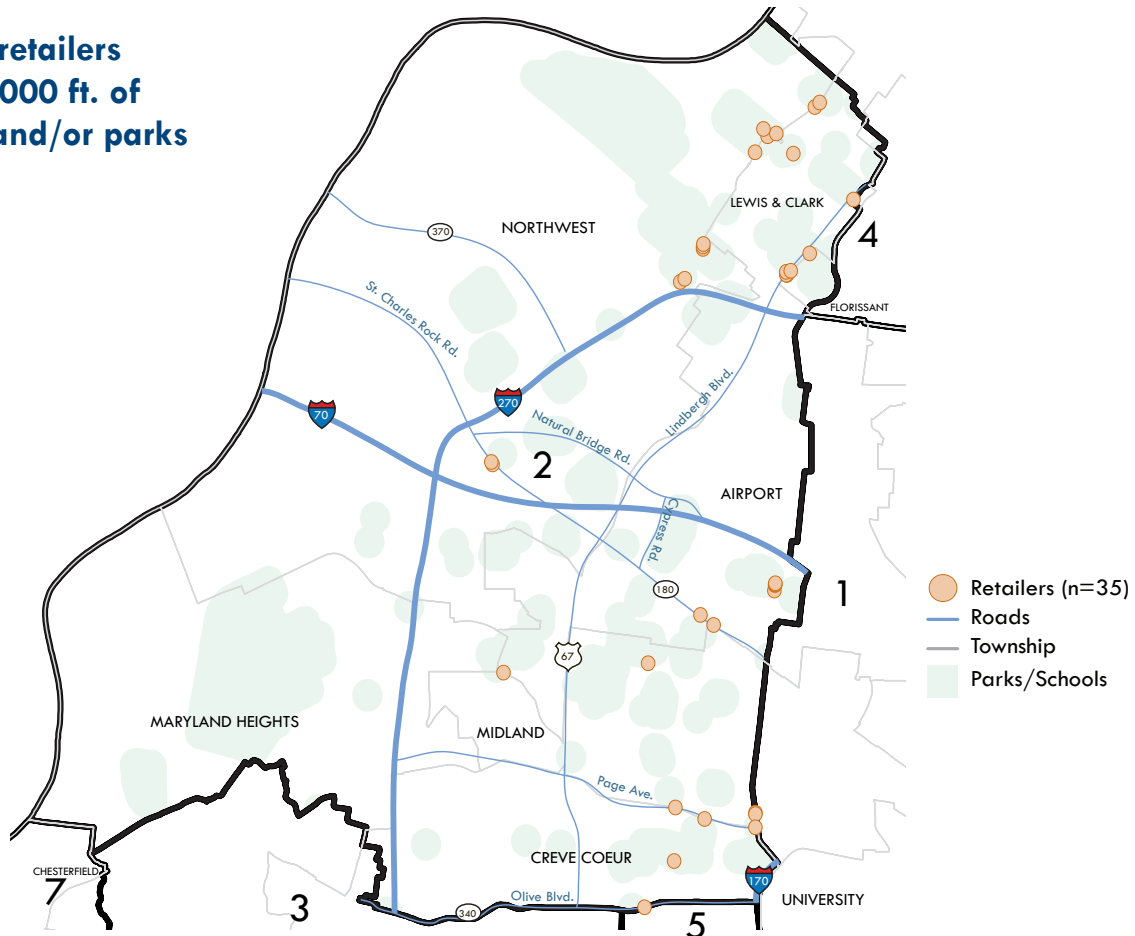
TOBACCO RETAIL ENVIRONMENT

District 2 is located in the north central portion of St. Louis County and has a population of 145,056. There are 152 tobacco retailers in District 2, 35 of which are within 1,000 feet of schools and/or parks.

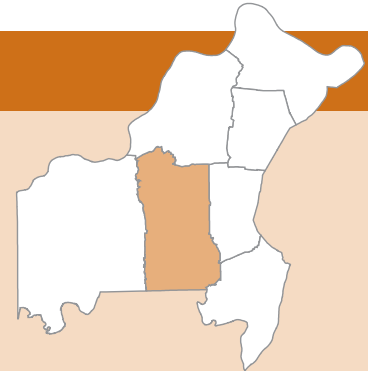
TOBACCO RETAILER STATISTICS

Retail feature	District 2	County Average
Total ads (mean)	15	12
Avg. price per pack	\$4.17	\$4.29
% of stores with special pricing	78%	77%
% of stores complying with age of sale signage	91%	81%
% of retailers within 1,000 feet of schools and/or parks	23%	33%

Tobacco retailers within 1,000 ft. of schools and/or parks



Council District 3



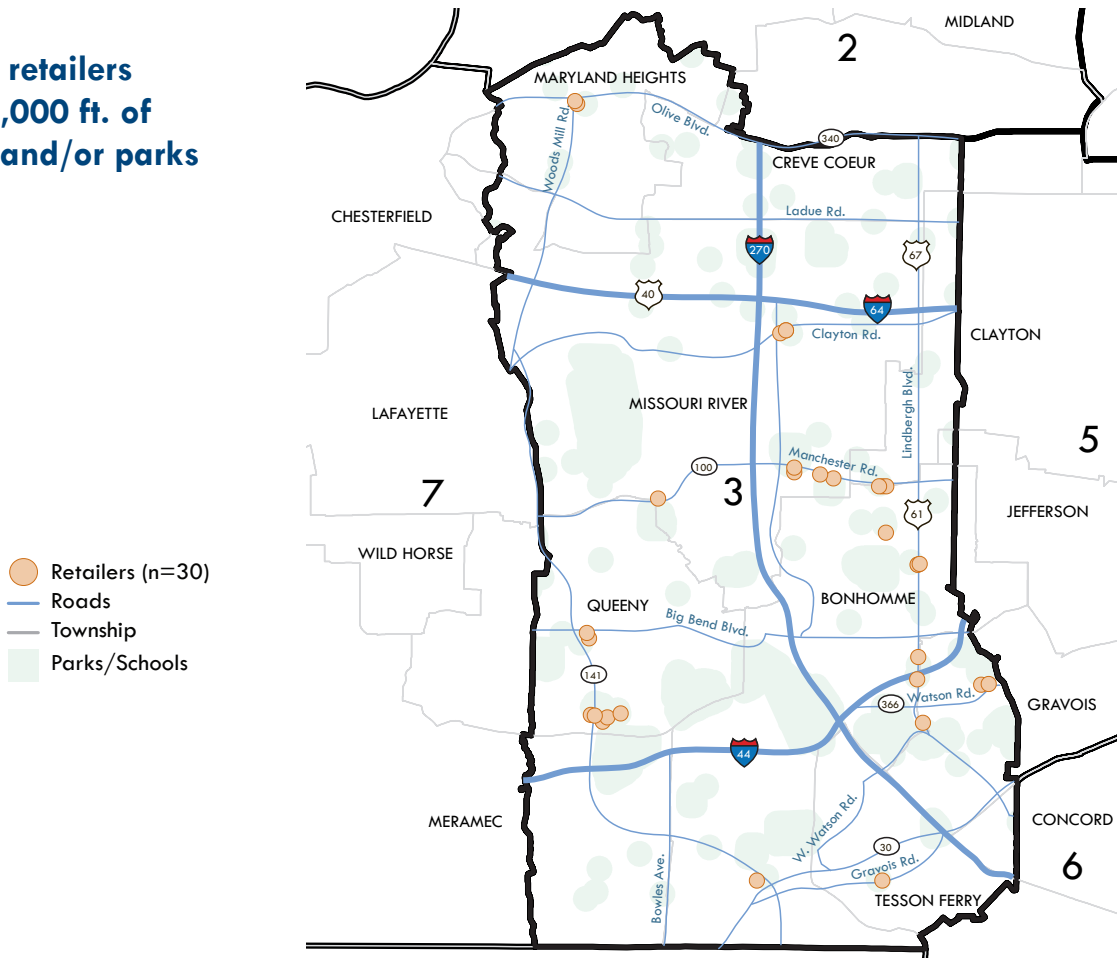
TOBACCO RETAIL ENVIRONMENT

District 3 is located in the south central portion of St. Louis County and has a population of 145,171. There are 113 tobacco retailers in this District, 30 of which are within 1,000 feet of schools and/or parks.

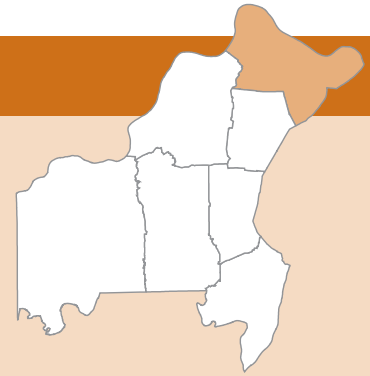
TOBACCO RETAILER STATISTICS

Retail feature	District 3	County Average
Total ads (mean)	11	12
Avg. price per pack	\$4.43	\$4.29
% of stores with special pricing	77%	77%
% of stores complying with age of sale signage	85%	81%
% of retailers within 1,000 feet of schools and/or parks	27%	33%

Tobacco retailers within 1,000 ft. of schools and/or parks



Council District 4



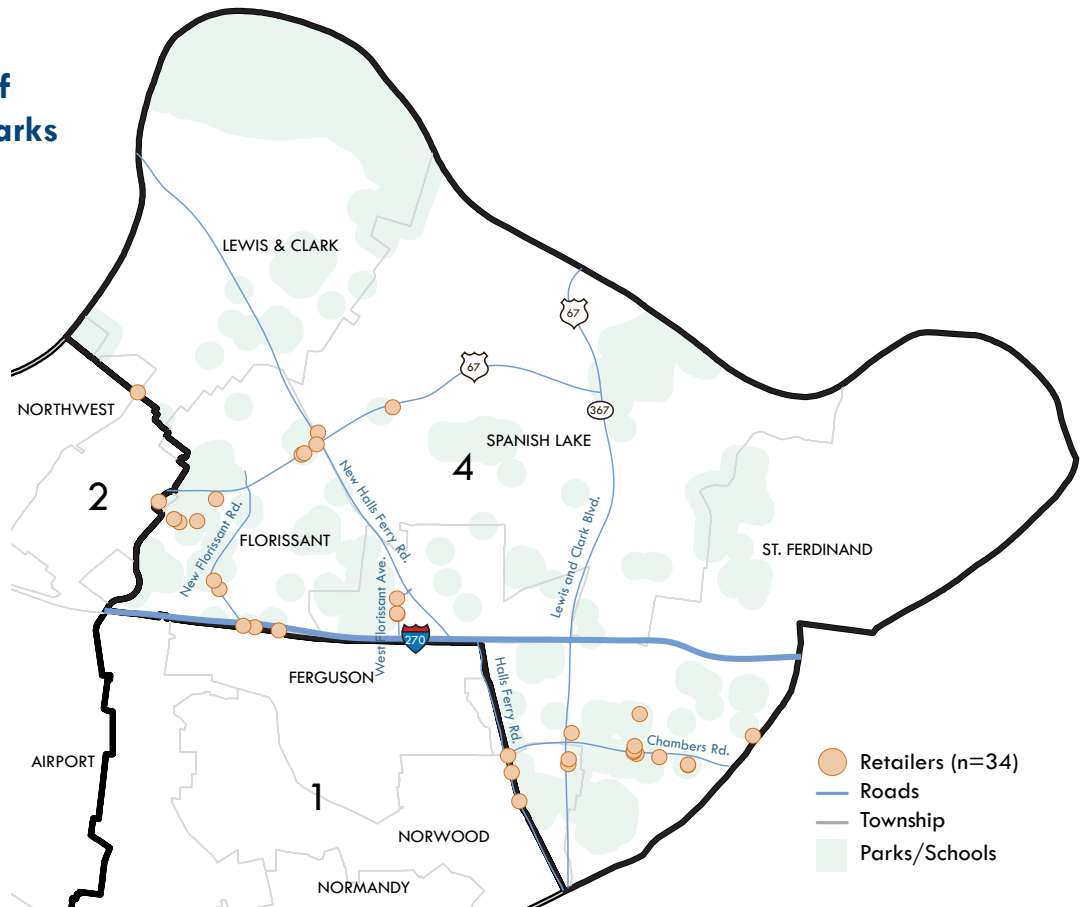
TOBACCO RETAIL ENVIRONMENT

District 4 is located in the northeast portion of St. Louis County and has a population of 145,181. There are 105 tobacco retailers in District 4, 34 of which are within 1,000 feet of schools and/or parks.

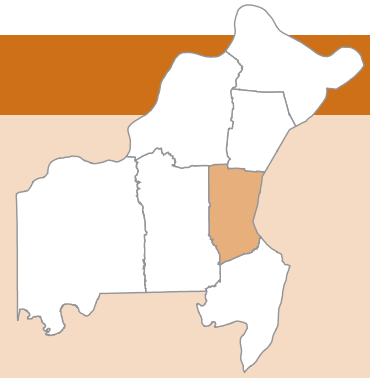
TOBACCO RETAILER STATISTICS

Retail feature	District 4	County Average
Total ads (mean)	9	12
Avg. price per pack	\$4.59	\$4.29
% of stores with special pricing	44%	77%
% of stores complying with age of sale signage	67%	81%
% of retailers within 1,000 feet of schools and/or parks	32%	33%

Tobacco retailers within 1,000 ft. of schools and/or parks



Council District 5



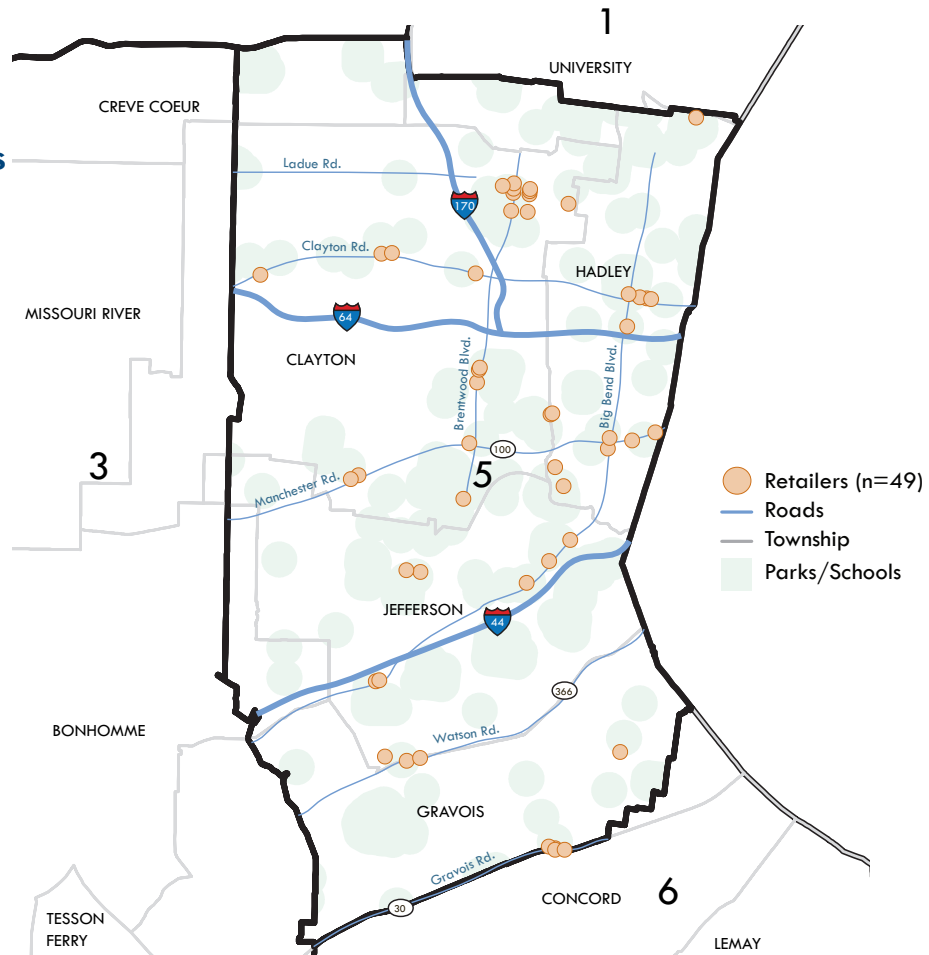
TOBACCO RETAIL ENVIRONMENT

District 5 is located in the eastern portion of St. Louis County and has a population of 145,319. There are 109 tobacco retailers in District 5, 49 of which are within 1,000 feet of schools and/or parks.

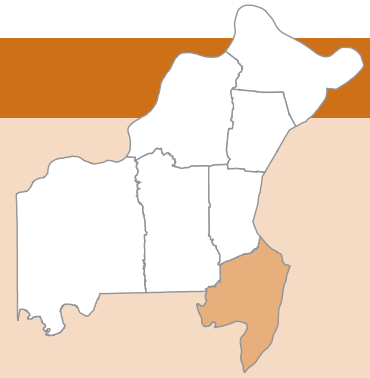
TOBACCO RETAILER STATISTICS

Retail feature	District 5	County Average
Total ads (mean)	6	12
Avg. price per pack	\$4.30	\$4.29
% of stores with special pricing	71%	77%
% of stores complying with age of sale signage	72%	81%
% of retailers within 1,000 feet of schools and/or parks	45%	33%

Tobacco retailers within 1,000 ft. of schools and/or parks



Council District 6



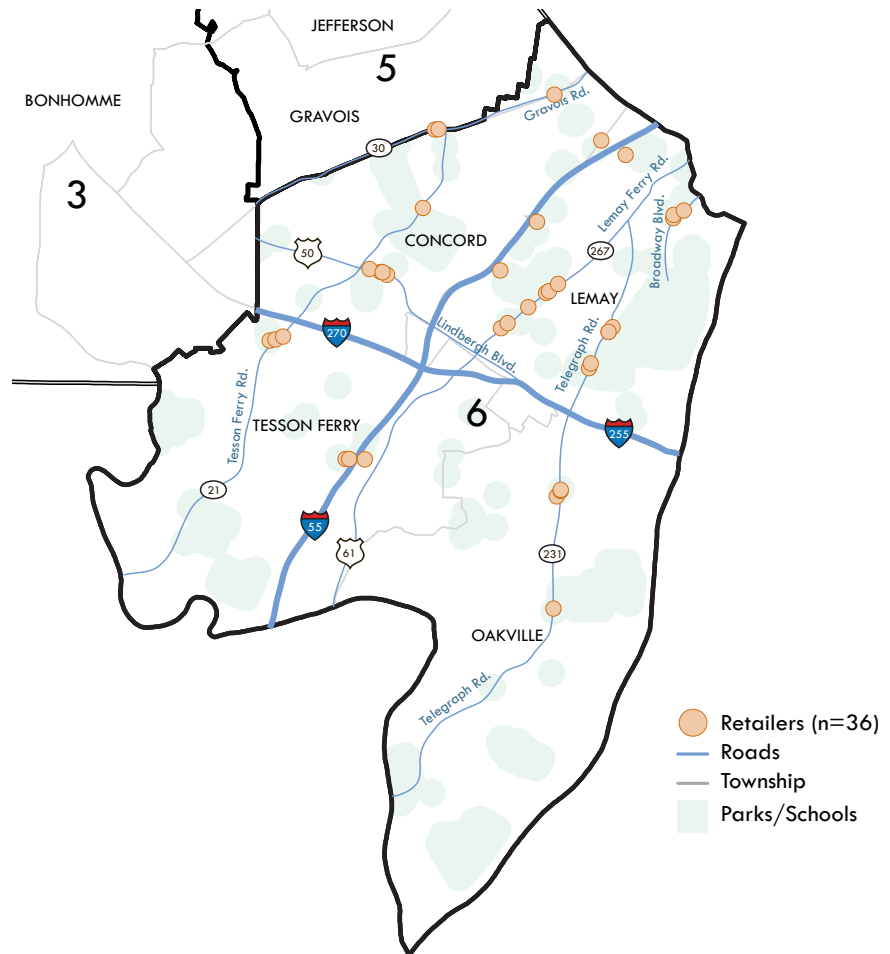
TOBACCO RETAIL ENVIRONMENT

District 6 is located in the southeastern portion of St. Louis County and has a population of 145,192. There are 106 tobacco retailers in District 6, 36 of which are within 1,000 feet of schools and/or parks.

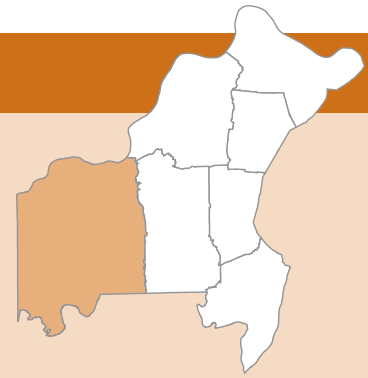
TOBACCO RETAILER STATISTICS

Retail feature	District 6	County Average
Total ads (mean)	16	12
Avg. price per pack	\$4.32	\$4.29
% of stores with special pricing	71%	77%
% of stores complying with age of sale signage	86%	81%
% of retailers within 1,000 feet of schools and/or parks	34%	33%

Tobacco retailers within 1,000 ft. of schools and/or parks



Council District 7



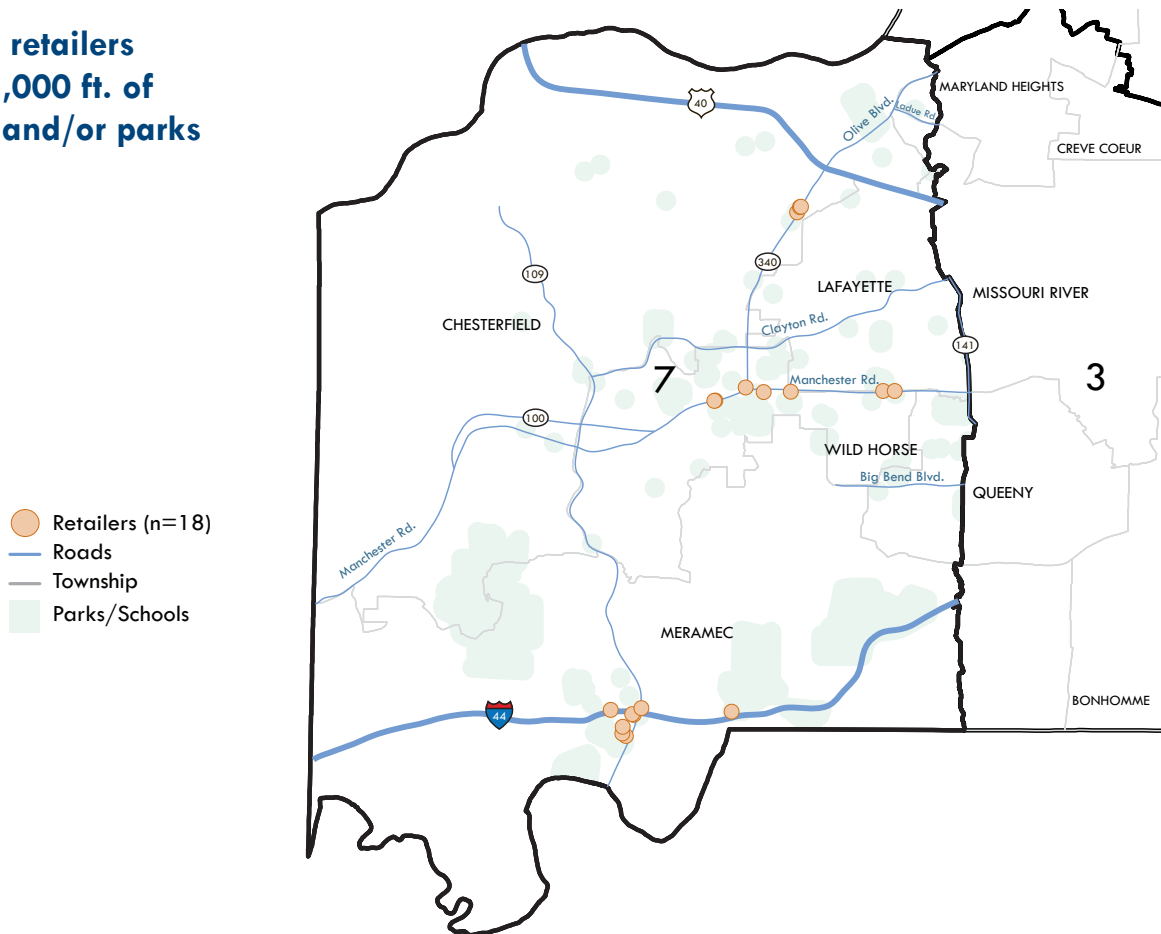
TOBACCO RETAIL ENVIRONMENT

District 7, located in the western portion of St. Louis County, has a population of 145,251. There are 81 tobacco retailers in District 7, 18 of which are within 1,000 feet of schools and/or parks.

TOBACCO RETAILER STATISTICS

Retail feature	District 7	County Average
Total ads (mean)	5	12
Avg. price per pack	\$4.25	\$4.29
% of stores with special pricing	90%	77%
% of stores complying with age of sale signage	81%	81%
% of retailers within 1,000 feet of schools and/or parks	22%	33%

Tobacco retailers within 1,000 ft. of schools and/or parks



APPENDIX B

Missouri State Tobacco Signage Law

Tobacco Signage Requirements

Retailers must place a sign in a conspicuous place at every display from which tobacco products are sold. Signs must include the depiction of a pack of cigarettes at least 2 inches high, defaced by a red diagonal diameter of a surrounding red circle, and the word "Under 18." Signs must contain red lettering at least ½ inch high on white background which states:

IT IS A VIOLATION OF STATE LAW FOR CIGARETTES OR OTHER TOBACCO PRODUCTS TO BE SOLD OR OTHERWISE PROVIDED TO ANY PERSON UNDER THE AGE OF EIGHTEEN OR FOR SUCH PERSON TO PURCHASE, ATTEMPT TO PURCHASE OR POSSESS CIGARETTES OR OTHER TOBACCO PRODUCTS.

Failure to post this sign results in a \$25.00 fine for the first offense, \$100.00 fine for the second offense and a \$250.00 fine for subsequent offenses.

Signage is provided to retailers free of charge by the Department of Mental Health or the Department of Public Safety, Division of Alcohol and Tobacco Control.

