

Food and Beverage Marketing to Children, Adolescents, and Parents of Toddlers and Young Children Policy Statement October 2024

Background

The food, beverage, and restaurant industry spend billions of dollars annually marketing their products to consumers. Marketing is defined as an organizational function and a set of processes for creating, communicating, and delivering value to customers and for managing customer relationships in ways that benefit an organization and its stakeholders. According to the 2008 Federal Trade Commission (FTC) report, food marketing includes marketing and advertising of traditional media, premiums and other types of promotions (e.g., product placements, cross-promotion licensing fees, sponsorships, philanthropic marketing), in-school marketing, and digital marketing. In the United States (U.S.), the food, beverage, and restaurant industry spend over \$14 billion annually on food advertising, with approximately \$2 billion spent annually to market directly to children under the age of 18.^{2,3} The majority (80%) of these funds are spent to promote fast food, sugary drinks, candy, and snack foods. Children and adolescents under the age of 18 are particularly susceptible to exposure to food marketing where they live, learn, and play, including on tv and social media, in and around their schools, in stores, and other settings. Food and beverage marketing aimed at children and adolescents almost exclusively promotes, and leads to increased consumption of, unhealthy products.³ Consumption of unhealthy foods and beverages, defined as products that are high in added sugar, sodium, and/or saturated fats, are linked to poor diet, excess weight gain, and a higher risk of developing chronic diseases, such as obesity, type 2 diabetes, cardiovascular diseases, and some cancers.4

Marketing campaigns use a variety of strategies to elicit emotional responses and foster brand loyalty, which in turn drives product sales. Repeated exposure, beginning early in childhood, is used by the food and beverage industry to foster recognition of food brands, emotional responses towards these brands, subsequent food purchases, and ultimately, increase consumption.⁵ This increase in consumption in turn shapes children's tastes and preferences towards advertised products. As children grow and develop, these preferences become ingrained, potentially leading to lifelong unhealthy dietary patterns. Other marketing strategies used by the food and beverage industry to promote brand awareness and loyalty include the use of celebrity endorsements, character/animation advertising, child-friendly packaging, and misleading claims. Several of these tactics are promoted to entice parents to purchase these products and make it easier for children to use, are similar to those previously used by the tobacco industry to promote the sale of tobacco products.

Children and adolescents are particularly susceptible to being influenced by food and beverage marketing due to limitations of the stage of their developing brain function. Critical reasoning abilities are not fully developed until early adulthood, which leaves children and adolescents vulnerable to being manipulated by advertising. While adolescents have more-developed cognitive abilities than children to critically assess and defend against persuasive messaging, the majority of U.S. adolescent (61%) report that food marketing still makes them want to try the advertised products. This is concerning considering most of the food and beverages marketed to adolescents are unhealthy.

People of color, especially Black and Hispanic/Latino populations, and those living in lower income communities are more likely to be targeted by the food and beverage industry. Targeted marketing is the use of techniques by industry to identify consumers who share common needs or characteristics and position products or services to appeal to and reach these consumers. The food and beverage industry consistently targets the marketing of their least healthy products to children and adolescents, especially children of color. This is illustrated in the disparities in TV ad exposure to energy-dense nutrient-poor food that persists. In 2019, Black children and teens viewed about 75% more fast food TV ads than their white counterparts, an increase from the 60% documented in 2012.

While children and adolescents are particularly vulnerable to being influenced by industry marketing, parents trying to make sure they provide their children with the nutritious foods they need can also be misled. An example of this is the targeted marketing from formula companies and baby and toddler food manufacturers that produce products that are not recommended by health experts, such as toddler drinks. Manufacturers extensively market sweetened beverages as healthy choices, or even necessary for a child's health growth. These claims and other marketing messages do not correspond with expert recommendations regarding feeding young children.

Despite the industry's commitment to voluntarily limit marketing of unhealthy foods and beverages to children, the practice and its negative impact on children's diet quality and health persists. Policies are needed to regulate food and beverage marketing to help improve health outcomes, especially among children and adolescent populations, and to reduce health disparities experienced by communities of color that are exacerbated by the marketing of unhealthy foods. The purpose of this statement is to provide recommendations to help protect families from the marketing of foods and beverages that harm their health and prevent the targeted marketing of unhealthy foods to vulnerable populations, including infants, toddlers, children, and adolescents living in lower income households and people of color.

Targeted marketing to children, adolescents, and parents of young children

a. Children and Adolescents

On Television (tv)

Television is one the primary avenues used to promote food and beverages products to children and adolescents. The food and beverage industry devote a significant amount of their

budget (85%) to advertising on tv, about \$11 billion annually in 2017.² The food and beverage industry also targets children and adolescents through product placements during tv programming. In 2018, food and beverage TV ads accounted for 23% of all ads aired during TV shows geared towards children, a significant increase from 15% in 2012.¹³ Children and adolescents from low-income households are more likely to be exposed to this type of marketing. There are significant negative associations between household income, parent education or parent occupation and absolute exposure to high sugar and fast-food advertisements on TV.¹⁴

Similarly, food and beverage marketing often specifically target children of color, especially Black and Hispanic/Latino populations. Sugary drink brands spent \$84 million to advertise on Spanish-language TV in 2018, an increase of 8% compared to 2013 and 80% compared to 2010. Candy, sugary drinks, snacks, and cereals represented three-quarters of Spanish-language and Black-targeted TV ad spending in 2021, increasing from approximately one-half in 2017. Research documents that the food and beverage industry utilizes culturally relevant campaigns and corporate social responsibility initiatives benefiting communities of color in their ethnically targeted marketing plan. However, few of the brands paired with the campaigns and initiatives are nutritious products that would contribute positively to the health of people of color.

Via the internet and social media

Their almost unlimited access to the internet and social media has greatly increased the exposure to and vulnerability of children and adolescents to the influence of marketing. 95% of adolescents aged 13 to 17 own or have access to a smartphone, and 89% access the internet at least several times per day on a cell phone or computer¹⁷ Children under the age of 8 spend nearly two and a half hours daily using smartphones and 73% of those children use these devices to watch videos on social media.¹⁸ 80% of parents with a child under 12 years report their child watches YouTube.¹⁹ Although preference for social media platforms varies by individual, adolescents are most likely to use YouTube (80%) and Instagram (72%), which are consequently the platforms most utilized by the food and beverage industry to market products.¹⁷

Over the last decade, the internet and social media platforms have become a key access point for industry to market unhealthy foods to children and adolescents.²⁰ Studies estimate that children and adolescents see between 30 and 189 instances of food marketing on average per week on social media apps, the vast majority of which promotes unhealthy products such as fast food, sugary drinks, candy and sweet and salty snacks.²¹⁻²³ In recent years, there has been a rise in paid streaming, which allows consumers to watch content ad free by paying a premium. This provides an avenue for higher income households to protect their children from advertising by the food and beverage industry by paying for premium memberships to streaming services, but this option is not be as easily available for those living in lower income households.²⁴

Evidence is emerging that unhealthy food and beverage marketing on social media has a significant effect on purchase requests, food choices, and food intake among children.²⁵ Marketing tactics specifically utilized for social media marketing include paying "social media influencers," who are online celebrities with a large social media following. These influencers have the power to shape their followers' opinions and purchasing patterns by endorsing products in their social media videos and posts. For example, one study found that children aged 9-11 exposed to food marketing via YouTube influencers popular among children consumed 41% more of the promoted snacks seen in their videos compared to a control group.²⁶ Adolescents are also more likely to recall unhealthy food and celebrity influence as a common component of social media advertisements, indicating the potential long-term impacts of targeted marketing.^{25,27}

Another area of concern that has emerged over the last decade is the increase in development of third-party sites to sell food and beverage products from grocery stores and restaurants (i.e., DoorDash, Grubhub, UberEats, etc.). Most restaurants do not disclose nutritional information for restaurant foods sold on third-party sites, largely because they are not required to do so.²⁸ Adolescents are vulnerable because they have the authority to make decisions and order food through these sites without their parents' oversight or even knowledge.

In retail settings

The food and beverage industry utilizes the 4Ps of marketing (product, place, price, and promotion) to attract customers to unhealthy food and beverages in retail settings. Traditional tactics utilized by industry include strategic placement of unhealthy foods, markdowns and pricing discounts to encourage increased consumption, and utilizing attractive designs and messaging on product packaging. Retail food stores have control over the products sold and displayed within their stores, ultimately impacting what products consumers buy. Many stores require food and beverage manufacturers to pay slotting fees – fees retailers charge for products to be placed on their shelves. Some retailers even require payment of a different kind of placement fee called "pay to stay" – a kind of annual rent to retain a spot on a shelf or in the freezer aisle. This system thwarts smaller companies, many with better-for-you products, and favors larger companies that can pay the price for prime real estate in the retail store aisles and on shelves.

Existing research has shown that special displays, shelf placement, and pricing affect food purchases, attract consumers' attention and are especially effective at increasing unplanned or impulse purchases. In a study looked at how households with children change their food and beverage purchases in response to promotions in supermarkets, researchers discovered that on average, promotions were 74% more likely to be found on unhealthy food products than healthy products. The most prominent being sweet and salty snacks, baked goods, and sugary beverages.³⁰

¹ Berkeley Media Studies Group. The 4 Ps of marketing: Selling junk food to communities of color. Published July 2019. Available at: https://www.bmsg.org/resources/publications/the-4-ps-of-marketing-selling-junk-food-to-communities-of-color/.

Another way industry markets unhealthy food and beverages is through online retailer sites. Most online retail sites do not consistently or conspicuously disclose nutritional information required to be disclosed on food labels at brick-and-mortar stores.³¹

In schools

Food and beverage marketing in schools takes on many forms including logos on school equipment such as scoreboards and uniforms, fundraising using branded products, coupons from food companies given as rewards in classrooms, and branded educational materials. Exposure to food and beverage marketing in schools may affect food purchasing patterns and consumption, particularly for energy dense, low nutrient items. The federal government has made an effort to limit marketing of unhealthy food and beverage products in schools. The U.S. Department of Agriculture (USDA) has restricted food and beverage marketing that do not meet the federal competitive food nutrition standards, also known as 'Smart Snacks in School.' In July 2016, USDA released a final rule that required districts participating in the federal school meals programs to update their school wellness policies to address unhealthy food marketing to students in schools by June 30, 2017. At a minimum, districts must prohibit marketing of food and beverages that do not meet Smart Snacks in School nutritional standards on school property during the school day.

However, industry is adapting their marketing and production of typically unhealthy food and beverage products to increase sales in schools. For example, for the 2023-24 school year, ready-to-eat packaged meals (i.e., Lunchables) could be directly served to students as part of the school lunch program. The company created two new varieties with "improved nutrition" to meet the NSLP nutrition standards. There are concerns that these types of "copycat" foods that have been made healthier for school lunches, will lead to confusion among parents and students and thus increased sales of the less healthy versions sold in grocery stores.³²

b. Marketing to very young children and their parents

The period from birth to age 5 is a critical window for optimal growth and development and for establishing lifelong dietary preferences and eating habits. Many food and beverages marketed towards young children are unhealthy and do not adhere to expert recommendations. Beverages are a significant source of nutrients and calories during the first few years of life. Early introduction of sweetened beverages is associated with increased long term health risk of obesity, dental caries, CVD, and type 2 diabetes. 33-35 There are two main categories of sweetened beverages that present concern for young children: fruit-flavored drinks and toddler drinks. Fruit-flavored drinks are the top source of added sugars, and increasingly artificial sweeteners, among zero to 5 years olds and are the most commonly consumed drink by children under 5. In 2018, sweetened fruit flavored children's drink sales totaled \$1.4 billion, exceeding sales of unsweetened children's juice by 67%. Toddler drinks are beverages framed as nutritional supplements for children transitioning from infant formula or breast milk to the family diet. These drinks are generally advertised as providing essential nutrients for the development stage, though they provide nutrients that do not tend to be lacking in the usual diets of young children. Despite growing concerns, the toddler drink

industry has raised sales from \$36 million in 2006 to \$92 million in 2015.³⁹ These products are not recommended by health and nutrition experts and concerns have arisen about their marketing, especially regarding the influence of marketing on perception, preference, and healthfulness.

Many parents believe that fruit-flavored drinks, which can be difficult to differentiate from 100% fruit juice, and toddler drinks are healthier beverage options for young children. Manufacturers often market these beverages as healthy choices, or even necessary for a child's health growth. Claims on fruit-flavored drinks and toddler drink packaging (i.e., front of pack claims and images of fruit) can be misleading and confusing⁴⁰, leading to favorable perceptions of the product's healthiness and creating a "health halo" effect. 12,38,41-43 Toddler drinks are often promoted as beneficial for good nutrition and child development using claims not supported by science, capitalizing on the trust parents have for infant formula and other things.¹² Similar misperceptions were noted with caregivers serving fruit flavored drinks to their 2- to 17- year old children. 44 Most parents believe that toddler drinks are as healthy as (38%) or even healthier than regular milk (44%), despite the fact that toddler drinks contain added sugars and vegetable oil and are often more expensive than regular milk. 45,46 One study looking at caregivers with young children found that the frequency in which sweetened fruitflavored drinks were given to their children was positively associated with perceived healthfulness, vitamin C claims and box/pouch packaging; child requests and serving other sweetened drinks and juice/water blends. 47 This misinterpretation raises concerns as many of the claims on toddler drink/fruit-flavored drink products are structure/function claims (claims that describe how an ingredient or nutrient affects the structure or function of the human body), and the Food and Drug Administration (FDA) does not regulate such claims on toddler beverages. 48,49

Sweetened beverages are significantly marketed to and consumed by Hispanic and Latino populations. Latino parents are more likely to purchase toddler drinks, raising concerns about the potential influence of targeted marketing by formula companies and the role of cultural norms. Compared to parents born in the U.S., parents living in the U.S. 10 years or less were more likely to have purchased toddler drinks (P < 0.001) and perceive toddler drinks as healthier (P = 0.002). The American Academy of Pediatrics advises against the consumption of toddler drinks, emphasizing the added sugar content and lack of nutritional benefits compared to a well-balanced diet^{34,41} and the World Health Organization recommends strict regulations for marketing such products, including restricting cross-promotion between infant formula and toddler drinks. Unfortunately, these recommendations have not been adopted in the U.S. 52

Current landscape of food marketing regulations

Self-Regulation

In the U.S., the food and beverage industry engages in self-regulation. Self-regulation is a process whereby an industry-level organization sets rules and standards relating to the conduct of firms in the industry to which firms voluntarily agree.⁵³ This is the most common approach – both in the U.S. and around the world – for tackling industry's role in the food and

beverage marketing. Self-regulation is ineffective because the food and beverage companies' primary goal - to generate profits - is antithetical to improving the health of children. Twothirds of food, restaurant, and media companies have no policy to limit junk food marketing to kids.⁵⁴ Often self-regulation leads to the development of weak nutrition criteria that is more permissive than criteria established by federal agencies and health professionals. Selfregulation also leads to inconsistency of marketing across companies and jurisdictions since not all companies participate and not all marketing venues are covered. The main shortcoming of self-regulation is that although companies adopt voluntary restrictions, there are no reliable systems in place to keep them accountable. Furthermore, food companies and manufacturers benefit from self-regulation from a public relations standpoint, indicating a false sense of corporate responsibility. It is undeniably clear that industry self-regulation is a weak substitute for government action. To effectively regulate marketing of unhealthy food and beverages, marketing restrictions should require all companies to participate; adopt stronger nutrition standards to determine which foods and beverages are permissible to market to youth; cover all children and adolescents; cover all marketing venues; and cover all forms of food and beverage marketing.

In 2006, the Children's Food and Beverage Advertising Initiative (CFBAI) was created by the Council of Better Business Bureau to spearhead self-regulation of food marketing to children in the U.S. CFBAI is a voluntary self-regulation program that aims to increase promotion of healthier food choices for children by setting uniform nutrient criteria. Participants voluntarily commit that, in advertising primarily directed to children, they will either not advertise foods or beverages to children at all or advertise only products that meet CFBAI's nutrition criteria. Participants also agree to not advertise in elementary or middle schools. As of 2024, 21 food, beverage and restaurant companies belonged to the CFBAI. 55 Unfortunately, CFBAI does not extend to branded marketing or any retail marketing, including in-store marketing and product packaging. CFBAI-participating companies can still offer unhealthy brands and foods via packaging, websites, in-stores, and via sponsorships allowing companies to continue to market to children.

CFBAI developed category-specific nutrition criteria for certain food products marketed to children in 2009, updated those criteria in 2018, and again in 2024. The criteria set thresholds for calories, saturated fats, sodium, and added sugars. Companies that are members of CFBAI pledged to limit advertising of products to children if they do not meet the specific criteria. The 2018 updated guidelines make improvements on sodium limits and added sugars, however, the updated sodium limit of 260 mg per servicing for savory snacks was still above the 200mg limit set by the US Department of Agriculture for school snacks. In 2024, CFBAI made changes to its category-specific uniform nutrition criteria to reduce sodium limits in the cereal category and added sugar limits in the mixed dishes and small meals categories. These changes will become effective January 1, 2025. An analysis of the nutritional quality of products that met CFBAI nutrition criteria and could be featured in child-directed advertising (i.e., listed products) found that the majority of these products do not support a diet that aligns with the Dietary Guidelines for Americans. These

Overview of Federal Regulatory Bodies

The Federal Communications Commission (FCC) and Federal Trade Commission (FTC) along with USDA and FDA, share most of the authority for regulating advertising and marketing to all segments of the American population, including children. The FDA's regulatory oversight includes regulating claims on food labeling and enforcing truthful, non-misleading food labels. The FTC brings cases against companies that engage in false, deceptive and unfair marketing practices. FTC also maintains authority to promulgate rules for "deceptive" advertising for children, but Congress has restricted its ability to promulgate the same rules under its unfairness authority. In 1980, President Carter signed into law the Federal Trade Commission Improvement Act of 1980, which allowed the commission's basic enforcement powers to remain unchanged but limited some of the FTC's more far-reaching initiatives. The FCC regulates limits on advertising times, host-selling, and program-length commercial restriction.

In 2009, an interagency workgroup (IWG) on food marketed to children was established to develop recommendations on foods acceptable to be advertised to children and adolescents under 18 years. It included representatives from FTC, CDC, FDA, and USDA. In 2011, the IWG proposed nutrition criteria for classification of healthy/acceptable foods to be advertised to children, but these guidelines were never published for implementation in the U.S.⁵⁸ The IWG is currently blocked from finalizing its guidance due to an appropriations rider that has been in every appropriations package since FY12. The IWG must comply with executive order (EO) 1363 which requires several things including a cost-benefit analysis, however, complying with the EO would be difficult given the voluntary nature of the guidelines and it would set a bad precedent for other agency (i.e., FDA and USDA) activities.

AHA Position

The American Heart Association supports policy actions that protect infants, toddlers, children and adolescents from the marketing of foods and beverages that harm their health and prevent the targeted marketing of unhealthy foods to vulnerable populations, including those living in lower income households and people of color. The recommendations below align closely with 2024 Evidence-Based Consensus Recommendations to Mitigate the Harms from Digital Food Marketing to Children from Healthy Eating Research.²

c. AHA supports efforts to:

- i. restrict food marketing that target children and adolescents including, but not limited to, allowing only health-promoting foods to be marketed
- ii. restrict product placement of food brands in multiple media technologies including on traditional media outlets (i.e., tv, radio, etc.) and social media
- iii. eliminate the use of toys in unhealthy kids' restaurant meals, using licensed characters on only healthy foods,
- iv. prohibit unhealthy food and beverage marketing in schools, on school buses, or on educational materials

² Harris J, Reed L, Maksi S, Ananthan S, Story M, Lott M. Evidence-Based Recommendations to Mitigate Harms from Digital Food Marketing to Children Ages 2-17. Durham, NC: Healthy Eating Research, 2024. Available at: https://healthyeatingresearch.org/wp-content/uploads/2024/10/HER-Digital-Marketing-Technical-Report-2024.pdf.

d. Policy recommendations

1. Congress

- a. Restore the Federal Trade Commission to its full capacity to regulate marketing to children by repealing the FTC Improvements Act of 1980.
- b. Remove the appropriation rider out of the appropriations bill to allow the IWG to finalize their guidance
- c. Require the federal agency actions suggested below.

2. FDA

- a. FDA should regulate structure/function claims on all food and beverage products, and close regulatory gaps on those intended for infants, toddlers and children that are not covered by existing guidance, such as toddler milks.
- b. The FDA should consider establishing a regulatory framework specifically for products intended for young children. This could include stricter regulations of claims on toddler drink products, ensuring they are based on scientific evidence.

3. FTC

- a. The FTC should further regulate social media marketing and digital advertisements from the food and beverage industry to enforce clear disclosures of paid promotions
- b. The FTC should develop an updated food marketing expenditure report to provide valuable information on current marketing activities to inform legislation.
- c. The FTC should provide specific guidance for endorsements directed towards children and adolescents
- d. Prioritize updating and publishing the Interagency Working Group report on nutrition criteria for classification of healthy/acceptable foods
 - ii. Marketing on TV, internet, and social media
 - Develop uniformed standards (or utilize the recommended standards from the IWG) that should be applied to all advertisements on TV, including on streaming services, internet and social media platforms that regulate unhealthy food and beverage marketing (products high in saturated fat, trans fat, added sugar, and/or salt) that are aimed at children and adolescents.
 - 2. Product placement of food brands should be restricted in the multiple media technologies—including movies, videogames, advergaming, social media, cell phones, podcasts, and television programming—geared to children as unfair and deceptive

iii. Retail settings

- Develop a directed and standardized front-of-package labeling program and icon system with unified criteria based on science and consumer research
- 2. Mandate that online retailors display the Nutrition Facts Panel, ingredients, and allergens

- Provide funding to pilot healthy food marketing interventions in online and in-store retail environments to promote and incentivize healthier purchases
- iv. In educational and early care settings
 - Advertising, marketing, and brand awareness strategies used by industry should not be allowed in schools, school buses, early care and education settings, or on educational materials.
- v. Special considerations for beverages marketed to parents of toddlers and young children
 - 1. Toddler Drinks
 - a. The FDA should consider establishing or where appropriate strengthening the regulatory framework specifically for products intended for infants, toddlers and young children. This could include stricter regulations of claims on toddler drink and infant products, ensuring they are based on scientific evidence.
 - b. Congress, the FTC, and other relevant agencies should take actions to regulate toddler drink marketing to prevent misleading consumers
 - c. Provide federal funding to conduct nationally representative studies to explore the prevalence of toddler drink consumption in the USA and assess whether disparities exist based on ethnicity, acculturation, or other socio-demographic characteristics.

Annex.

Agency Name	Regulatory	Past/Current Actions	Policy Actions
	Jurisdiction		
Food and Drug	Safety, efficacy, and	 Front of Package 	1. Congress provide
Administration (FDA)	security of human	Labeling (FOP):	FDA the authority to
	and veterinary drugs,	Literature review,	regulate
	biological products,	2022 & 2023 focus	structural/function
	medical devices, the	group, 2023	claims on food and
	nation's food supply,	experimental study	beverage products
	tobacco, cosmetics,	2. FOP Nutrition	2. Consider
	and products that	Labeling Virtual	establishing a
	emit radiation.	Public Meeting	regulatory framework
	Primary	hosted by the	specifically for
	responsibility for	Reagan-Udall	products intended for
	preventing	Foundation (Nov.	young children. This
	misbranding of	2023)	could include stricter
	foods, drugs, devices,	3. Updates to the	regulations of claims
	and cosmetics	Nutrition Facts label	on toddler drink
	shipped in interstate	(beginning in 2016)	products, ensuring
	commerce.	4. Proposed rule to	they are based on
		update the definition	scientific evidence

		for "healthy" nutrient	
Federal Trade Commission (FTC)	Primary responsibility with respect to the regulation of false, deceptive and unfair advertising (other than labeling) of foods, devices, and cosmetics.	1. Warning letters to trade associations and influencers who failed to adequately disclose that they were paid by industry during promotions 2. Updating advertising guidelines to combat deceptive reviews 3. Directive from Congress to investigate food marketing expenditures related to food and beverage marketing targeting children and adolescents of color, digital food and beverage marketing and data practices targeting children and adolescents, and food and beverage advertising on educational	1. Further regulate social media marketing and digital advertisements from the food and beverage industry and enforce clear disclosures of paid promotions. 2. Prioritize updating and publishing the Interagency Working Group report on nutrition criteria for classification of healthy/acceptable foods
Federal Communications Commission (FCC)	Interstate and international communications by radio, television, wire, satellite, and cable in all 50 states, the District of Columbia, and U.S. territories. Also regulates commercial times for children's education television	technology platforms 1. Opportunity for the FCC to examine the impact of the media, children's television programming and advertising on growing health concerns	

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