

September 9, 2019

MEMORANDUM

To: Finance and Neighborhoods Committee
From: Amy Gore, Legislative Analyst
Subject: Council Bill 119629 – Sweetened Beverage Tax Media Campaign Proviso Lift

The Finance and Neighborhoods Committee will discuss and may vote on Council Bill (CB) 119629 on Wednesday, September 11, 2019. This proposal would lift a proviso imposed in the 2019 Adopted Budget ([Green Sheet 14-8-E-1-2019](#)) on a \$249,765 appropriation for the Human Service Department (HSD) to fund a media campaign to increase awareness of the impact of sugar-sweetened beverages. This memo summarizes the proviso, the recommendations of the Sweetened Beverage Tax (SBT) Community Advisory Board (CAB) and HSD's report.

Background

The SBT was approved by the City Council on June 5, 2017 ([Ordinance 125324](#)). The Council directed that the proceeds of the tax be used to fund one-time expenditures to administer the tax, to support educational programs and expanding access to healthy and affordable food, closing the food security gap, and promoting healthy food choices through programs including “public awareness campaigns to highlight the impact of sugar-sweetened beverages on health outcomes and increase education about healthy food and beverages.”

In Fall 2018, during budget deliberations, Council approved Green Sheet 14-8-E-1-2019 which appropriated \$269,500 of SBT funds to foodbanks and imposed two provisos. The first restricted \$1,728,468 of SBT revenue to solely fund the food banks program. The second proviso restricted SBT funds for media campaigns until Council approves a report from HSD detailing their plans for the media campaign, stating:

"Of the appropriation in 2019 for the Human Services Department, no Sweetened Beverage Tax funds provided for media campaigns may be spent until approved by ordinance. Council expects to lift the proviso after a report has been submitted and approved by the Finance and Neighborhoods Committee specifying the Department's plans for these funds, including the types of activities that will be supported, the types of entities that will be eligible to apply, and how the Department or contractee will assure the language accessibility or the resulting activities and products, especially for non-English speaking low-income individuals."

Council Bill 119629 lifts the second proviso found in GS 14-8-E-1-2019, releasing \$249,765 for HSD's media campaign.

Community Advisory Board (CAB) Recommendations

On April 2, 2019 the SBT CAB provided recommendations to the City Budget Office on a public awareness and countermarketing campaign supported by the SBT (See Attachment 1). The CAB set forth the following goals for the campaign:

- 1. Raise awareness of harmful health effects of sugar-sweetened beverages (SSBs) and of healthier beverage choices.*
- 2. Raise awareness of the deceptive and manipulative marketing of SSBs to people of color and low-income communities (especially youth and young adults) and generate action and resistance.*
- 3. Raise awareness of Seattle's SBT (how it works, revenue raised, how revenue is being used) and build support for the SBT.*

In addition, the CAB made the following recommendations:

- Focus Audience – the focus audience for the public awareness and countermarketing campaign should be populations with the highest consumption of sugary-sweetened beverages - youth and young adults (12 to 39 years), people of color (Latinx and Black) and low-income people. The CAB also recommended including pregnant women and mothers of young children as part of the focus audience.
- Community Engagement – the campaign should involve community-based organizations with trusted relationships with Latinx and Black youth.
- Methods – the campaign should be based on best practices from existing campaigns tailored to local needs through engagement with community.
- Selection of Communications Firm – the City should prioritize the selection of firms who are committed to working with Community-Based Organization and community members who have experience and trusted relationships with the focus audiences.

The CAB also requested that they continue their involvement in the campaign by reviewing and providing feedback on the following:

1. The proviso report before its submittal to Council;
2. Updated cost estimates for the campaign;
3. Any RFP related to an SBT-funded public awareness campaign; and
4. Draft contracts and statements of work for any communication firms and Community-Based Organization's selected to work on an SBT-funded public awareness campaign.

HSD Report

HSD has submitted a report to provide a vision and work plan for the public awareness and countermarketing campaign. See [Attachment A](#) to Council Bill 119629. The report (1) outlines

activities to be funded, (2) qualifications expected of a communication firm or firms, (3) further collaboration with the CAB, and (4) a project timeline for the media awareness campaign.

Funded activities – HSD proposes to fund the following:

1. An advertising campaign to raise public awareness on alternatives to sugary beverages and healthier choices;
2. Youth engagement and a social media campaign focused on the impacts of sugary beverages on those communities most impacted (black and Latinx aged 12 to 39 years of age); and
3. A website with information on the use of SBT funds, program success, etc.

Expected Qualifications – The report details the qualifications expected of a communication firm to work on the campaign, including staff and leadership that is predominantly women of color, familiarity with communities most impacted, the ability to conduct work that considers language accessibility, and a knowledge of Seattle’s Community-Based Organization landscape and the ability to mobilize this network.

Collaboration with the CAB – HSD will continue collaboration with the CAB by inviting members of the CAB to participate in work group meetings and rating panels, reporting monthly to the CAB, and by receiving input from the CAB on the campaign work.

Timeline – If Council passes Council Bill 119626 and lifts the proviso, HSD proposes to select a firm in October 2019 and will launch the campaign in April to June of 2020.

Council Action

On September 11, 2019, the Finance and Neighborhoods Committee will discuss and potentially vote on Council Bill 119629. The Committee may:

- A. Recommend passage of Council Bill 119629, lifting the proviso and releasing \$249,765 to be used for a media campaign as described in the HSD report; or
- B. Recommend that Council does not pass Council Bill 119629, maintaining the proviso until additional work is completed by HSD.

Attachments:

1. Green Sheet 14-8-E-1-2019
2. Recommendations from SBT Community Advisory Board (April 2, 2019)

cc: Kirstan Arestad, Exec Director
Aly Pennucci, Supervising Analyst

"Of the appropriation in 2019 for the Human Services Department, no Sweetened Beverage Tax funds provided for media campaigns may be spent until approved by ordinance. Council expects to lift the proviso after a report has been submitted and approved by the Finance and Neighborhoods Committee specifying the Department's plans for these funds, including the types of activities that will be supported, the types of entities that will be eligible to apply, and how the Department or contractee will assure the language accessibility of the resulting activities and products, especially for non-english speaking low-income individuals."

Budget Action Transactions

Budget Action Title: Rescind green sheet 14-8-B-1, add \$269,500 SBT-backed appropriation in 2019 to HSD food banks, and impose two provisos.

| # | Transaction Description | Position Title | Number of Positions | FTE | Dept | BCL or Revenue Source | Summit Code | Fund | Year | Revenue Amount | Expenditure Amount |
|---|---|----------------|---------------------|-----|------|---|-------------|-------|------|----------------|--------------------|
| 1 | Increases appropriation to food banks using SBT funds | | | | HSD | Supporting Affordability and Livability | BO-HS-H1000 | 00100 | 2019 | | \$269,500 |

Sweetened Beverage Tax Community Advisory Board

<https://www.seattle.gov/sweetened-beverage-tax-community-advisory-board>

Date: April 2, 2019
To: Ben Noble, Director of City Budget Office
From: The Sweetened Beverage Tax Community Advisory Board
cc: Jessica Finn Coven, Aaron Blumenthal, Bridget Igoe
Subject: Recommendations on a public awareness and countermarketing campaign supported by Sweetened Beverage Tax revenue

Dear Ben Noble,

On behalf of the Sweetened Beverage Tax Community Advisory Board (CAB), we are providing the following recommendations on the **scope of work for a public awareness and countermarketing campaign** supported by the Sweetened Beverage Tax revenue.

As you are aware, in response to the CAB's [2018-2019 budget recommendations](#), the City allocated the following funds to support a public awareness and countermarketing campaign to raise awareness of harmful health effects of sugar-sweetened beverages (SSBs) and of healthier beverage choices:

| | Amount |
|--|-----------|
| One-time funding in 2018 | \$249,764 |
| Ongoing funding starting in 2019 (under proviso) | \$249,764 |

The CAB prepared the following recommendations in response to a request from the City Budget Office for more information about the CAB's vision for the public awareness and countermarketing campaign. We appreciate the opportunity to provide this input and trust the information will be closely considered in the next steps of carrying out this work.

The CAB requests that it be informed of the progress of this work on a regular basis, and that it have the opportunity to review and comment on drafts of proposed campaign plans. The CAB is prepared to offer the content expertise of its members to City staff as they plan and implement the campaign.

In addition to providing the attached recommendations, the CAB requests the City provide an opportunity for the CAB to review and provide feedback on the following:

1. Draft proviso report, in response to [Green Sheet 14-8-E-1-2019](#), before it is submitted for review by the Finance and Neighborhoods Committee.

2. Any updated cost estimates the City obtains when researching a campaign like the one the described below. The CAB may use this information in its forthcoming 2020 budget recommendations. Based on our research, we estimate a budget of \$600,000 to \$850,000 is needed to implement a public awareness and countermarketing campaign that aligns with the CAB's vision. This range is above that which the City has currently allocated for this work, but certainly below the amount of new SBT revenue available.
3. Draft materials for any Request for Proposal(s) related to an SBT-funded public awareness and countermarketing campaign. Presumably, based on the anticipated size of a contract to do this work, the City will need to issue an RFP. The CAB would like to review the draft RFP to ensure it clearly describes and defines the collaborative relationship between a communications firm and community-based organizations (CBOs). As detailed in the attached recommendations, in order to design and deliver an effective campaign, the CAB strongly advises that trusted CBOs and community leaders who have authentic relationships with the target audiences be at the core of this work. This means a qualified communications firm would need to have a track record of working closely with CBOs. Likewise, CBOs should have demonstrated capacity to engage the focus audience using communication strategies.
4. Draft contracts and statements of work for any selected communication firms and CBOs. Similar to #3 above, the CAB would like to review these documents to ensure they clearly describe and define the collaborative relationship between the selected communications firm and the CBOs. This includes allotting an appropriate amount of funding to compensate the partnering CBOs and community consultants.

Thank you again for your interest and commitment to designing and delivering a public awareness and countermarketing campaign that aligns with the CAB's vision and values. We look forward to continuing the conversation.

Sincerely,



James Krieger, MD, MPH
Co-Chair



Christina Wong,
Co-Chair

Scope of Work: Public Awareness & Countermarketing Campaign supported by SBT

The following recommendations were prepared by the Sweetened Beverage Tax Community Advisory Board (CAB) to help define the scope of work for a public awareness and countermarketing campaign supported by SBT revenue. In developing these recommendations, the CAB or members of the CAB:

- Met with subject matter experts who have experience designing and delivering similar campaigns in other cities, including:
 - Sarah Fine - Bigger Picture/University of California, San Francisco
 - Roberto Vargas - Community Advisory Board, San Francisco
 - Christina Goette - Department of Public Health, San Francisco
 - Joe Smyser and team - Public Good Project
 - Lori Dorfman - Berkeley Media Studies Group
 - Kim Kessler, Jennifer Clapp - Department of Health & Mental Hygiene, New York City
- Reviewed websites and communications materials from several countermarketing campaigns in other cities, states, and countries including:
 - Live SugarFreed (WV/KY/TN)
 - Live SugarFreed (NJ)
 - Open Truth (San Francisco)
 - Bigger Picture (San Francisco)
 - Targeted Marketing Initiative: Changing the Conversation (OH)
 - Rethink Sugary Drink (Australia)
- Prepared and discussed draft recommendations at the Jan. 24, 2019 and Feb. 14, 2019 CAB meetings
- Unanimously approved final recommendations at the Mar. 14, 2019 CAB meeting

Desired Campaign Goals

The goals of the public awareness and countermarketing campaign are to:

1. Raise awareness of harmful health effects of sugar-sweetened beverages (SSBs) and of healthier beverage choices.
2. Raise awareness of the deceptive and manipulative marketing of SSBs to people of color and low-income communities (especially youth and young adults) and generate action and resistance.
3. Raise awareness of Seattle's SBT (how it works, revenue raised, how revenue is being used) and build support for the SBT.

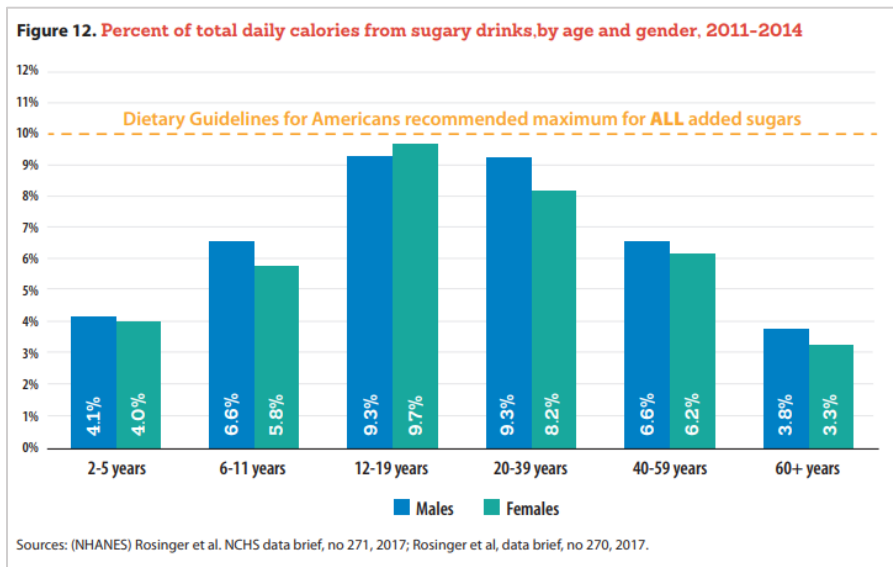
Focus Audiences

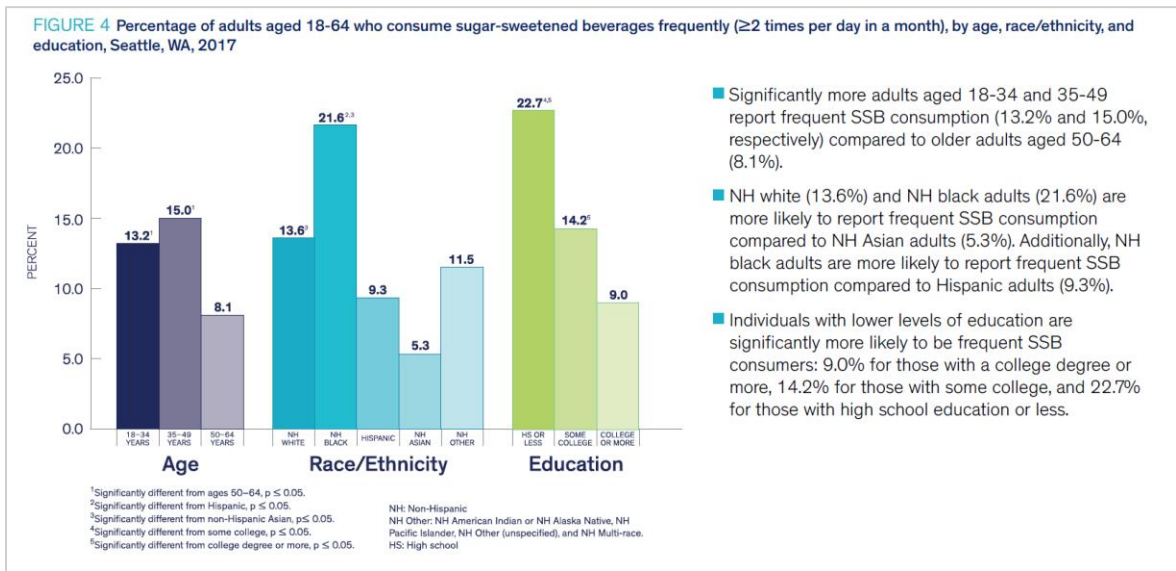
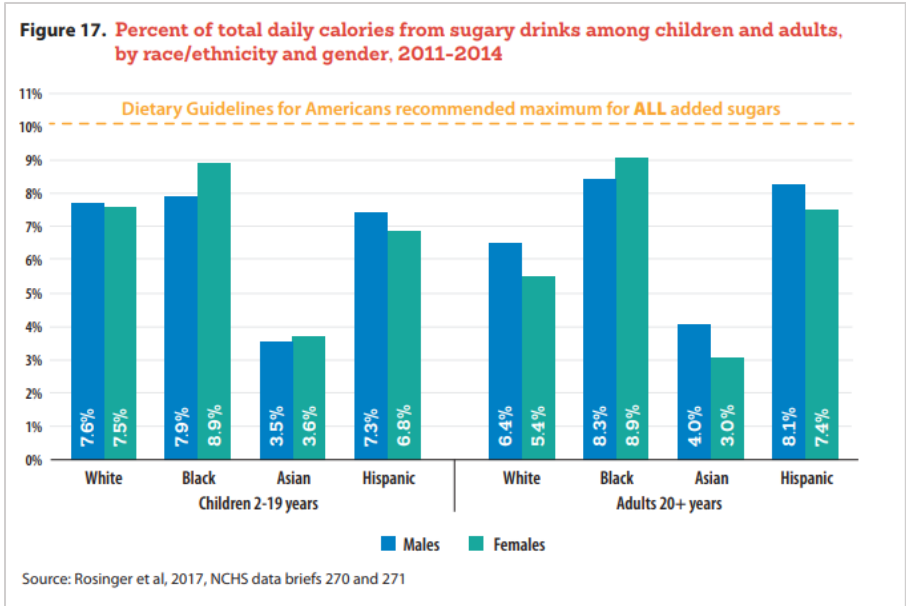
Given the limited funding currently allocated for this work, the CAB recommends the public awareness and countermarketing campaign focus on the populations with the highest consumption of SSBs. This aligns with the CAB's value for a targeted approach focused on communities most affected by the

negative health effects of SSBs, the predatory and manipulative marketing practices of the beverage industry, and by the SBT itself.

According to national and local survey data, the highest consumption of SSBs is among youth (12-19 years) and young adults (20-39 years), people of color (Latinx and Black), and low-income people. See charts below for details.

Within these focus populations—Latinx and Black youth and young adults—the CAB also recommends the campaign reach pregnant women and mothers of young children. A woman’s nutrition during pregnancy affects her developing child. Likewise, parents’ eating and beverage purchasing habits strongly influence their children’s intake of SSBs. Additionally, studies show during that pregnancy, women are more motivated to eat a healthy diet as they consider the impact of their dietary intake on the baby’s health.





Source: Powell LM, Pipito AA, Isgor Z, Parks CA, Zenk SN. Intake of Sugar-sweetened Beverages among Adults in Seattle, WA, 2017. Research Brief No. 106. Illinois Prevention Research Center, University of Illinois at Chicago. Chicago, IL. November 2018. <https://illinoisprc.org/publications/>

Other Audiences

While Latinx and Black youth and young adults should be the primary audience of the campaign, the CAB recommends that in the longer term, the City develop a campaign focused on a broader audience, as SBT resources may become more available.

Community Engagement and Leadership

Community-based organizations (CBOs) and community members who have trusted and authentic relationships with Latinx and Black youth and young adults—the focus audience—must be deeply involved in the design of the public awareness and countermarketing campaign. They have the knowledge, experiences and insights to know what messages will resonate and how to reach the focus audience.

The CBOs and community leaders should work in close collaboration with communications professionals to design a high-impact, professionally produced campaign that effectively reaches focus audiences with culturally appropriate and resonant messages through the media channels and formats preferred by these audiences. Additionally, Latinx and Black youth and young adults should be given the resources to lead community-based activities that engage their peers and influence policies and practices that determine availability and promotion of SSBs in their communities.

Methods and Cost Estimates

The following methods and approaches for designing and delivering the public awareness and countermarketing campaign are based on information gathered from similar campaigns in other cities. These approaches would need to be further developed in consultation with local CBOs, community leaders, City staff, and the selected communications firm. These are examples and further research and discussions with local community organizations and leaders may identify additional approaches.

Youth

- Support youth partnerships with local artists, health professionals and communications professionals to develop messages via poetry, video and other creative media to share with youth in schools, community events and via social media (see Youth Speaks/Bigger Picture resource below).
- Support creative outlets for young people to voice concerns about the harmful effects of sugary drinks and the manipulative marketing that targets young people and people of color.
- Engage young people to take action to reduce sugary drinks in their communities.
- Integrate the youth-led work with the media and community campaign activities (described below).
- **Estimated cost – approximately \$150,000 per year.**

Media and community campaign

- Support partnership of CBOs, community leaders, and communications professionals to develop multi-lingual, culturally tailored messages for the focus communities, countermarketing SSBs and educating about the SBT.
- Use online, billboard, mass transit, direct mail and possibly radio/community papers/TV channels to disseminate the messages.
- Consider using digital story telling (e.g. Mapping Our Voices for Equity: <http://www.communityscience.com/knowledge4equity/MappingVoicesSummaryArticle.pdf>).
- Complement the media campaign efforts with community organizing and outreach. For example, partnering CBOs and community leaders could host community forums aimed at building a broader coalition of CBOs to foster a grassroots campaign aimed at reducing SSB

consumption and increasing consumption of healthier beverages. Campaign community organizing and outreach could be integrated with the community engagement work the CAB is doing.

- Build on examples from Public Good Projects, NYC and San Francisco campaigns (see Resources below), but tailor to local context.
- **Estimated cost – approximately \$500,000 to \$750,000 per year (less if no community organizing component).**

Note that the youth and community campaigns can and should be integrated and synergistic. For example, the Open Truth media campaign in San Francisco was integrated with the Bigger Picture youth project.

Selection Process for the Communications Firm

One of the core values of the CAB is racial justice and social equity. Consistent with this value, the CAB envisions a campaign that prioritizes an equitable process and maximizes collaboration with leaders and members of the focus audiences, Latinx and Black youth and young adults. While the CAB recognizes the need and desire for a professional communications firms in this work, we also affirm the importance of having CBOs and community members who have trusted and authentic relationships with Latinx and Black youth and young adults collaborating at every stage of the process. Moreover, the CAB believes meaningful collaboration with the focus audience is the best way to design and deliver an effective campaign.

To this end, the CAB advises the following:

- If the City issues a Request for Proposal (RFP), the announcement should clearly describe and define the collaborative relationship between a communications firm and CBOs and how community members will be engaged. Additionally, potential firms should demonstrate and be rated on their prior work with CBOs. Finally, Women- and Minority-Owned Businesses (WMBE) should be pro-actively recruited and encouraged to apply.
- Like the RFP, the contract and scope of work for any selected communications firm should also clearly describe and define the collaborative relationship between the firm and the partnering CBOs. This includes allotting an appropriate amount of funding to compensate the partnering CBOs and community consultants.

Resources

Bigger Picture/Youth Speaks

Center for Vulnerable Populations/UCSF and Youth Speaks

- Youth Speaks is a national organization with local branches in many U.S. cities, including Seattle, that creates safe spaces that challenge young people to find, develop, publicly present, and apply their voices as creators of societal change through the intersection of arts education and youth development practices, civic engagement strategies, and high quality artistic presentation, including poetry and video. (<https://youthspeaks.org/>)
- Bigger Picture inspires young people to change the conversation about Type 2 diabetes by exposing the environmental and social conditions that lead to its spread, with a focus on SSBs. It

also connects youth with public health and medical professionals knowledgeable about SSBs and diabetes. (<http://www.thebiggerpictureproject.org/>)

- Together, Bigger Picture and Youth Speaks support local artists to train and support high school artists to develop poetry, make videos, present their work in school assemblies, in community forums and online. Bigger Picture provides information and guidance in sugary drinks and health issues and has developed a [Pathways to Policy Playbook](#) to help youth change policy to health of communities. Have reached 10,000 high school students in school assemblies.
- Bigger Picture and Youth Speaks could train trainers in Seattle, share materials, etc. There is a Seattle-based Youth Speaks group (<https://www.artscorps.org/programs/teen-leadership/youth-speaks-seattle/>).
- Estimated cost to do two school workshops and campaigns in three schools - \$125,000 to \$150,000.

Open Truth

- Open Truth is a collaboration between public health, Bigger Picture/Youth Speaks and NGOs to raise awareness about SSBs in San Francisco. (<http://www.opentruthnow.org/>)

Public Good Projects

- Public Good Projects (PGP) is a nonprofit that focuses on public health monitoring and behavior change communication. The organization developed two Live SugarFreed campaigns in Kentucky, Tennessee and Virginia (<http://livesugarfreed.org/>) and New Jersey (<http://njsugarfreed.org/>). PGP can provide technical assistance to Seattle and share resources and creative content based on its message research and testing.
- Evaluations show these campaigns have led to reductions in SSB consumption compared to communities with no campaign. (<https://publicgoodprojects.org/ssbs>)
- Estimated cost for a social-media based campaign and community organizer to develop community events and support - \$500,000.

Healthy King County Coalition (HKCC)

“Beautiful Lies Ugly Truth” video featuring youth from Center for Multicultural Health’s STAND program, Apicat for Healthy Communities, and Seattle Indian Health Board. This video was created by the Tobacco, Marijuana, and other Drugs work group of HKCC to draw attention to the harms of menthol cigarettes and to make our youth’s voices heard in speaking out against big tobacco’s targeting of communities of color. (https://www.youtube.com/watch?v=4YVB0C_e5QU&feature=youtu.be)

New York City

A recently launched campaign by the NYC Health Department compares sugary drinks to tobacco. The Department has offered to advise Seattle and share resources.

(<https://www.youtube.com/watch?v=IxbN4XaqeY4&feature=youtu.be>)

(<https://www.metro.us/news/local-news/new-york/health-dept-sugary-drinks-cigarettes>)

Countermarketing Review Article

The attached review article “Countermarketing Alcohol and Unhealthy Food: An Effective Strategy for Preventing Noncommunicable Diseases?” (Palmedo et al, 2017) provides a useful summary of common

elements in countermarketing, such as describing adverse health consequences, appealing to negative emotions, highlighting industry manipulation of consumers, and engaging users in the design or implementation of campaigns.

Yes on 1631 Campaign (Carbon Emissions Fee Measure, Washington State)

This campaign used a small, locally owned media company that had existing relationships with diverse communities. Together, the media company and community partners developed the campaign messages, which included a strong social justice message and galvanized a broader coalition of advocates that was lacking in previous carbon tax measures.

Let's Do This Campaign

Public Health – Seattle & King County worked with Pyramid Communications on a mass media campaign as part of their Communities Putting Prevention to Work (CPPW) initiative

(<http://archive.constantcontact.com/fs018/1104013503905/archive/1105466598278.html>)

(<http://urbanplacesandspaces.blogspot.com/2011/10/public-health-social-marketing.html>)

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