



Youth Tobacco Prevention in the Brooklyn

Research Findings and Recommendations

Reimagine Black Youth Mental Health Initiative

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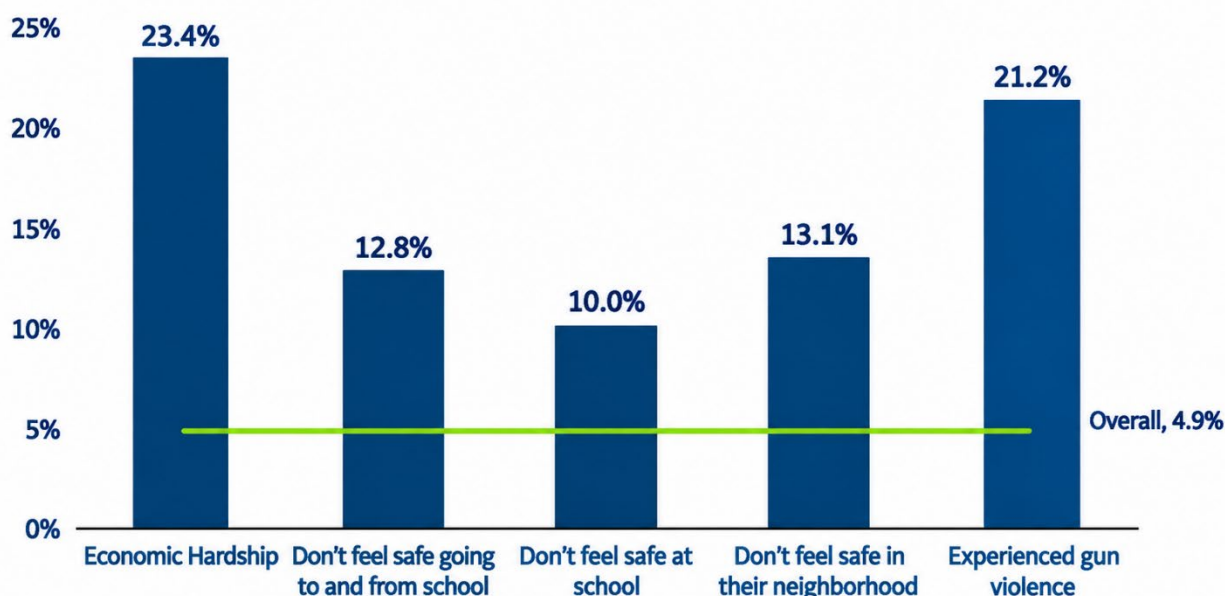
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Executive Summary

This report was created in response to the rise in flavored tobacco use among youth. It brings together evidence-based measures, youth survey data, and local policy research to understand how local policies can better protect youth from the growing availability of flavored tobacco products.

This work is a part of the Reimagine Black Youth Mental Health (RBYMH) Initiative's goal of strengthening the ecosystem of support and changing the conditions causing unwellness by saturating young people with protective factors and advancing youth-centered policy related to mental health and substance use. RBYMH youth interns explored the impact and intersections of tobacco, vape and other chemicals, as well as experiences of violence on mental health. Our focus on commercial tobacco and vaping came from reviewing Minnesota Student Survey data (2025) and seeing that tobacco was connected to other experiences in young people's lives. **Commercial tobacco use is higher among students who have experienced economic hardship or gun violence. This helped us understand that vaping and tobacco use cannot be looked at separately from mental health, community safety, and the conditions young people experience.**

Current Tobacco Use



Tobacco-Free Alliance provided RBYMH interns with comprehensive training on tobacco and flavored tobacco, equipping us with knowledge of the tobacco industry, including product types, alternative names, marketing tactics, and regulatory gaps.

At the same time, Brooklyn Bridge Alliance for Youth's Youth Data Squad conducted an anonymous youth-to-youth survey. The survey collected 471 responses from youth ages 10–24 in Brooklyn Park and Brooklyn Center and helped us better understand how common young people believe substance use is, where youth get access to substances, why young people may choose to use them, and what youth believe would help someone stop using.

Youth identified friends and dealers as common sources of substances, and relaxation and stress relief as major reasons young people use them. They also emphasized the importance of healthy alternatives, coping skills, structured activities, and support from family, friends, trusted adults, mentors, and peers. These findings show that prevention must go beyond telling young people not to use tobacco or punishing them when they do. Effective prevention must reduce youth access to these products while ensuring young people have supportive relationships and healthier ways to manage stress.

In addition to this learning, we reviewed tobacco-related policies across St. Paul, Bloomington, Minneapolis, Champlin, and Robbinsdale. This helped us identify policy strengths, gaps, and opportunities for improvement. Cities have taken steps such as raising the tobacco sales age from 18 to 21, implementing zero-cap policies, and using zoning laws to reduce youth exposure and targeted harm. However, our research also showed clear differences between cities.

These differences matter because young people move between cities consistently. Differences in restrictions, definitions, licensing, zoning, and enforcement can create easy ways around the rules. If cities shared common goals while holding space for their own local needs, we'd build a clearer precedent and a more consistent system. This research report supports the City of Brooklyn Park to set a standard on how cities approach, regulate, and enforce local policies on tobacco use.

Through this work, we feel strongly that young people aren't to blame for having access to these substances. We have to consider how these products get into their hands and hold retailers, adults, and the tobacco industry accountable for their role in making addictive products available to youth. Tobacco and nicotine use can become an addiction, and young people may need education, resources, trusted adults, and support to stop using, not punishment that pushes them away from people or places who can help them.

Our research led us to make recommendations focused on making tobacco policies more consistent from city to city, reducing youth access and exposure, making sure retailers understand and follow the rules, treating addiction with support instead of punishment, creating more tobacco-free spaces, and keeping youth involved in the decisions. Ultimately, protecting young people from flavored tobacco requires making changes regarding access, exposure, addiction, mental health, community safety, and the environments young people are growing up in.

Taken together, our research, local youth data, and lived experiences point to one central conclusion: preventing youth tobacco use requires more than restricting youth purchases. It requires changing the environment around young people by reducing access and exposure, strengthening retailer accountability, supporting young people experiencing addiction, and investing in the protective factors youth say they need. In summary, we need to:

1. **CHANGE THE CONDITIONS** - Reduce supply, access, exposure, and loopholes.
2. **SUPPORT YOUTH, DON'T PUNISH THEM** - Figure out the why. Intervene early. Treat addiction as a social health issue. This creates room for healing, joy, identity, connection, and protective factors.
3. **PUT YOUTH IN THE LEAD** - Invest in youth to research, design, and test solutions, and hold systems accountable for implementation.

Policy Across the Twin Cities

Cities across the Twin Cities metro are using different strategies to reduce youth access to commercial tobacco and flavored nicotine products. These policies include flavor restrictions, retailer limits, minimum pricing, age verification, compliance checks, and tobacco-free public spaces. While some cities have comprehensive protection, others have more limited restrictions, creating gaps between communities.

Across the research a consistent pattern emerges, young people are better protected when cities reduce both the availability and appeal of flavored tobacco and nicotine products, not just when they prohibit young people from purchasing them.

Flavored products are particularly important to youth prevention because flavors can mask the harshness of tobacco and nicotine and make products more appealing. Menthol needs to be looked at with particular attention because it can make tobacco easier to start using and harder to quit. There is also an important equity concern. Tobacco companies have historically targeted Black communities and other communities of color through menthol marketing and other commercial tobacco practices.

The cities we reviewed demonstrate that there is no single approach to tobacco prevention, and the strength of protections varies considerably from community to community.

Bloomington has one of the most comprehensive approaches. The city bans all flavored tobacco, including menthol, and uses a "zero-cap" licensing system. Existing retailers may continue operating under the ordinance, but generally no new tobacco licenses are issued as businesses close or change ownership. Bloomington also uses zoning restrictions to prevent new tobacco stores from opening near schools, parks, youth centers, and other tobacco retailers. Together, these policies address both flavored products and the broader availability of tobacco within the community.

Minneapolis uses a more targeted retail approach. Flavored tobacco sales are restricted to certain licensed retailers, including adult-only tobacco product shops, and the city has also taken steps to address tobacco-retailer density. Its spacing requirements generally prevent qualifying retailers from opening within 2,000 feet of another qualifying retailer. This approach reduces the number of everyday retail environments where young people encounter flavored tobacco while also addressing the concentration of tobacco retailers within neighborhoods.

St. Paul combines flavor restrictions with pricing, licensing, and enforcement strategies. Its policies restrict flavored products, prohibit coupons and price promotions, establish minimum prices for several tobacco products, reduce the number of eligible tobacco licenses, increase penalties for illegal sales to people under 21, and include synthetic nicotine within tobacco product definitions. St. Paul's approach is important because it recognizes that the appeal and accessibility of tobacco are influenced not only by flavor, but also by price and promotion.

New Hope and Robbinsdale provide meaningful but less comprehensive protection. Both restrict fruit-, candy-, dessert-, and alcohol-flavored products to adult-only tobacco stores. However, menthol, mint, and wintergreen remain exempt, meaning these products can continue to be sold by other licensed retailers. New Hope adds protections through a tobacco-license cap, identification requirements, restrictions on self-service displays, and annual compliance checks.

Champlin focuses more heavily on retailer access and enforcement than on flavor restrictions. Its protections include 21+ sales requirements, tobacco licensing, age verification, restrictions on self-service access, compliance checks, and a maximum of two tobacco-shop licenses. Tobacco use is also prohibited in city parks and facilities, reducing exposure in recreational spaces used by young people and families.

Looking across these cities, the strongest approaches share an important characteristic: **they change the environment around young people instead of placing the responsibility for prevention entirely on young people themselves.**

There is evidence that restricting where flavored tobacco can be sold can substantially change that environment. After Minneapolis, St. Paul, Duluth, and Falcon Heights implemented menthol restrictions, an evaluation found that the number of outlets selling menthol decreased by 62%. The evaluation also identified retailer education, consistent enforcement, clear definitions, license caps, spacing requirements, and continued monitoring as important to successful implementation.

The research therefore points to several **policy strategies that work** together to protect young people:

- **Comprehensive flavor restrictions**, particularly those that include menthol, mint, and wintergreen, reduce the availability of products that appeal to young people.
- **License caps and retailer-spacing requirements** reduce tobacco-retailer density and the number of places where young people routinely encounter tobacco products.
- **Restrictions around schools, parks, youth centers, and other youth-centered spaces** further reduce exposure within the places young people spend their time.
- **Age verification, compliance checks, retailer education, and meaningful penalties** strengthen accountability and help ensure policies are actually implemented.
- **Minimum pricing and restrictions on coupons and promotions** address another way tobacco products can remain attractive and accessible.
- **Tobacco-free parks and public spaces** reduce exposure to tobacco use in environments intended for young people, families, recreation, and community connection.

Together, these strategies demonstrate that youth tobacco prevention is not only about whether a young person can legally purchase a product. It is also about how available, visible, affordable, appealing, and normalized those products are in the environments surrounding them.

Although the most comprehensive restriction would be to end the sale of all flavored commercial tobacco products, **the biggest policy gap right now is the inconsistency between neighboring cities.**

For young people, city borders are not meaningful boundaries in their daily lives. Young people cross municipal boundaries for school, work, recreation, shopping, relationships, and other activities. A strong policy in one city therefore does not completely change the tobacco environment when the same products remain widely available nearby.

Different policies can also create opportunities for consumers to travel across municipal borders to purchase products that are restricted in another community. The research therefore points toward the importance of regional consistency, particularly among neighboring cities.

Another gap is the continued exemption of menthol within some flavor policies. Restricting candy, fruit, and dessert flavors reduces access, but leaving menthol available maintains access to a flavored product that is particularly relevant to both youth prevention and health equity.

Finally, age restrictions and compliance checks are important, but they address direct sales to young people more than the broader conditions surrounding tobacco use. A young person can be prevented from purchasing tobacco at a register while still being routinely exposed to flavored products, tobacco retailers, advertising, promotions, and tobacco use throughout their community.

The research suggests that young people are best protected when surrounding cities use consistent, comprehensive tobacco policies that reduce both the availability and appeal of flavored nicotine products.

The strongest protection is not one policy alone. It is a combination of policies that address what can be sold, where it can be sold, how many retailers can sell it, how products can be priced and promoted, and how consistent regulations are enforced.

This shifts responsibility for prevention away from young people alone. Rather than expecting youth to resist products designed to be appealing and easy to access, cities can change the conditions around them to reduce exposure and access in the first place.

The evidence suggests that young people are safest when communities do more than enforce the purchasing age. Strong policies reduce the availability, visibility, accessibility, and appeal of flavored nicotine products while holding retailers accountable and reducing tobacco exposure in the places young people live, learn, shop, and gather.

A comprehensive and coordinated approach move the responsibility for prevention beyond individual young people and toward creating community conditions that actively support their safety and wellbeing.

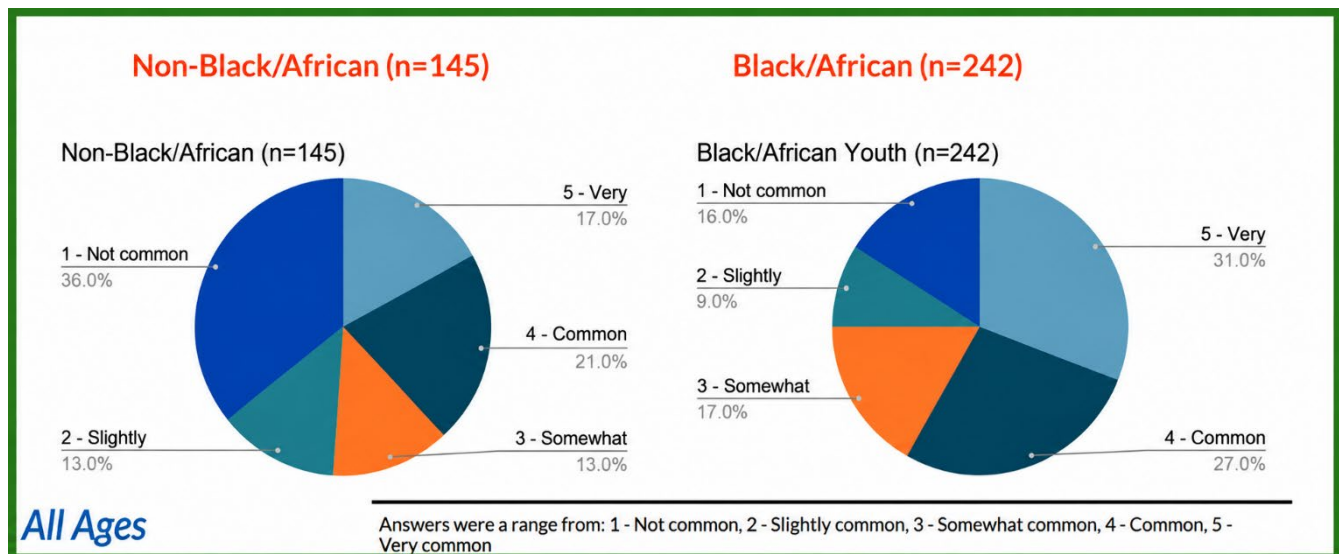
Regional consistency remains important, but it should not become a reason for either city to delay. Brooklyn Park and Brooklyn Center could act together while helping build momentum for countywide and statewide change. Tobacco 21 is now state and federal law because city-level action helped build momentum for the broader policy. Brooklyn Park can help set the standard for keeping young people safe.

What Youth in the Brooklyns Told Us

In the summer of 2026, BBAY's Youth Data Squad (YDS) created and implemented an anonymous youth-to-youth survey, which included a section related to substance use and the perception of it among young people in our community. The substances we prioritized were alcohol, marijuana, cigarettes, and flavored tobacco. The YDS collected 471 surveys from youth ages 10-24 in the Brooklyn Park and Brooklyn Center area. The results are detailed below and provide important insight into what young people are seeing, hearing, and experiencing around substance use and what they believe could help address it.

Commonality

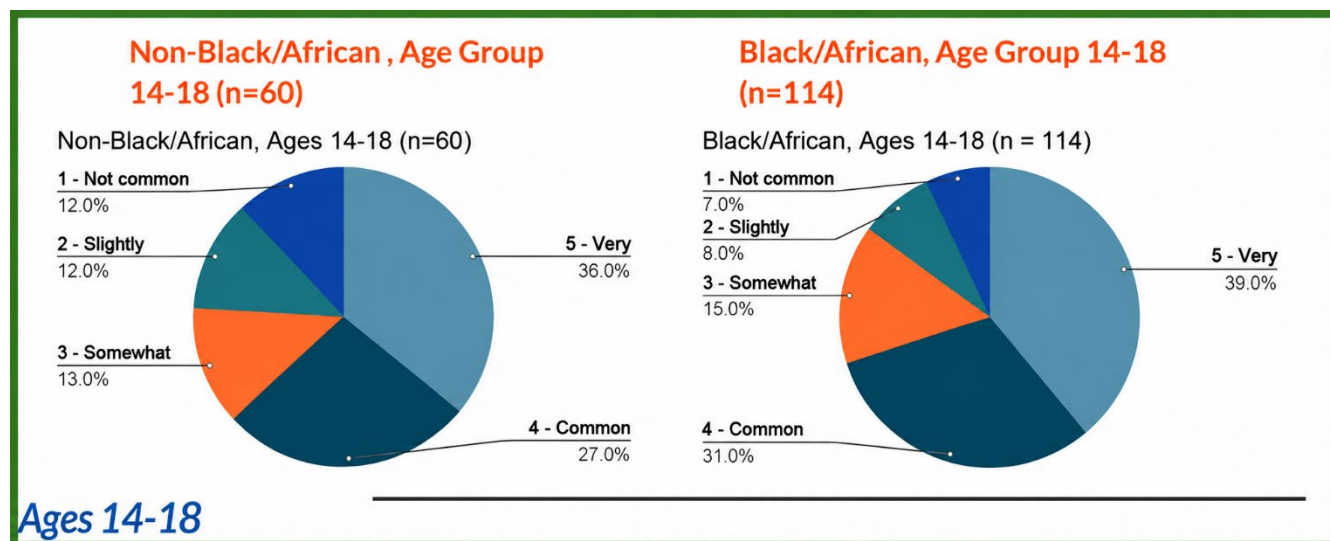
Question 22 of the survey asks, *"How common do you think drug/substance use is among people your age?"*



Above is the data collected for all ages. On a scale of 1–5, we had youth rate how common they thought substance use was among their peers. A rating of 1 indicated it was uncommon, while a rating of 5 indicated it was very common. Youth rated this question based on what they see and hear at school or in the community.

The left side represents the non-Black/African responses, where about 38% of youth recognized drug/substance use as common, but the right side shows that around 58% of Black youth recognized a much higher frequency of drug/substance use in the community. This difference is important because it suggests that Black youth may be seeing, hearing about, or experiencing greater exposure to substance use within their peer and community environments. For example, “The tobacco industry has used intensive marketing to popularize menthol cigarettes, especially in Black communities, and to encourage use of menthol-flavored products among youth” (D’Ardenne, 2022). This research from Stanford Medicine highlights how tobacco companies have historically targeted Black communities through concentrated marketing and advertising. Stanford research provides insightful context for understanding how targeted advertising and community-level exposure can influence young people’s perception of what is common or normal around them.

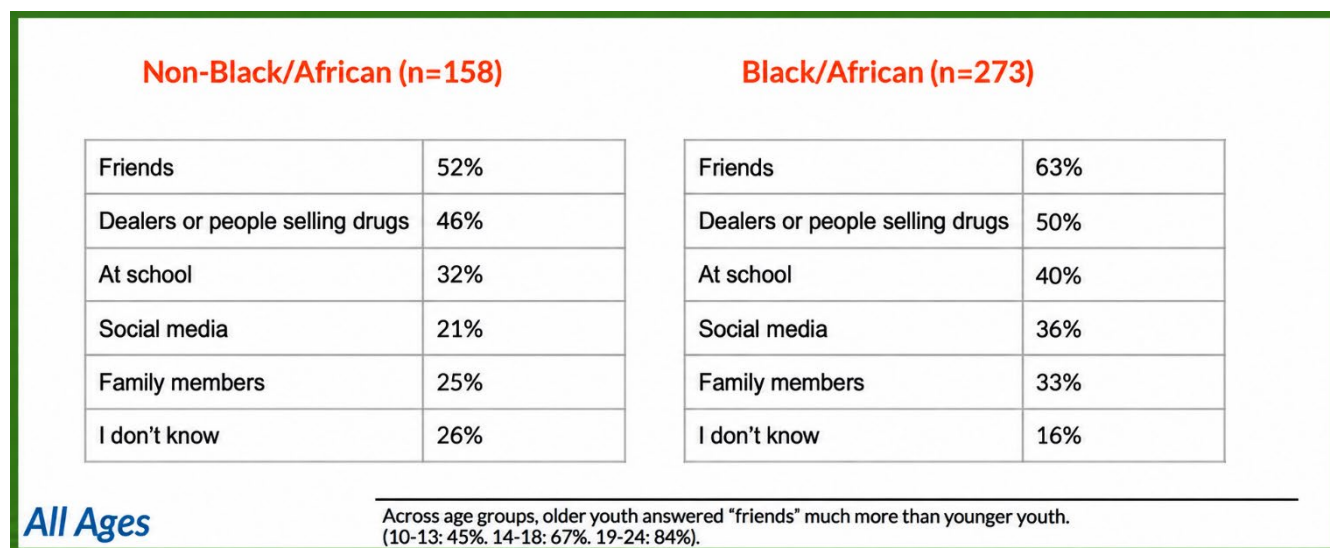
For this same question, we looked specifically at youth ages 14 to 18, and this is what we found:



Through a closer look at youth ages 14 to 18, we saw a noticeable spike in responses marked “very common” and “common.” These ratings were significantly higher, and almost identical — between Black/African youth and non-Black youth. **The data suggests that, across this age range, both groups share a similar perception that peer substance use is common.** This illustrates how perception and community norms can make young people more likely to start using.

Access

Question 23 asks, “Where do you think young people commonly get access to drugs/substances?”



The tables above include all ages recorded from the survey, split between non-Black and Black/African youth. Young people from both groups expressed the common belief that drugs or substances are accessed through friends and dealers or people who sell drugs.

This matters because youth access to substances does not happen in isolation. When substances are commonly obtained through friends, family members, dealers, schools, or social media, prevention

cannot rely only on telling individual youth not to use them. It must also address the people, places, and systems that make substances available to their social network and thereby accessible to young people.

Why Young People Use Substances

Question 24 asks, “*Why do you think some young people choose to use alcohol, nicotine/vape, marijuana, or other drugs?*”

Non-Black/African (n=159)		Black/African (n=282)	
Stress relief/relax	53%	Stress relief/relax	66%
Peer pressure/influence	47%	Peer pressure/influence	48%
Curiosity	42%	Curiosity	42%
Addiction	44%	Addiction	39%
Friends use it	31%	Friends use it	34%
I'm not sure	21%	I'm not sure	16%

All Ages

Looking at the data from this question, most youth shared the belief that their peers use substances as a form of relaxation or stress relief. This belief showed up about 13% more among Black youth than non-Black youth.

This finding is important when thinking about substance use and prevention. Young people are telling us that substance use is not always simply about experimentation, peer pressure, or making a “bad choice.” For the overwhelming majority of youth, substances may be viewed as a way to cope with stress and other challenges they are experiencing. **Addressing youth substance use, therefore, also means addressing the conditions that create stress and making sure young people have access to healthier ways to cope, heal, connect, and feel supported.**

Prevention

Lastly, question 25 asks, “*If youth want to stop using drugs, what would be helpful for them?*”

Key themes youth suggested were:

1. **Healthy Alternatives and Coping Skills:** Replace substance use with positive coping strategies and structured activities, such as sports, hobbies, recreation, and employment.
2. **Supportive Relationships:** Connect young people with family, friends, trusted adults, mentors, and peers who can provide encouragement and support.
3. **Reducing Stress and Addressing Root Causes:** Address the stress and underlying needs that contribute to substance use, not only access to substances through restrictions and enforcement.

Taken together, this data tells a larger story. Young people recognize that substance use is present in their schools, peer groups, and communities. They know some of the ways young people gain access to substances, they recognize stress and the need for relief as reasons youth may use them, and they have ideas about what would actually help young people stop or avoid substance use.

After looking through this data, it is crucial to understand that young people cannot carry the blame for having access to these substances. We need to consider how substances get into the hands of friends, how youth are able to find dealers or sellers, and how environments and systems make addictive products available and appeal to young people. When we talk specifically about nicotine and flavored tobacco, this also means holding tobacco corporations accountable for the role they play in marketing and profiting from addictive products. Accountability can look like harsh penalties for corporations or restrictions on their marketing reach.

The responses from young people point us toward an approach that goes beyond individual behavior. Prevention should include limiting youth access to harmful products while also investing in the things young people themselves identified as protective: trusted relationships, healthy coping skills, recreation, employment, meaningful activities, and supportive spaces. Instead of allowing the tobacco industry to continue profiting from products that can harm young people, resources should prioritize investment in communities to enrich, support, and heal young people impacted by nicotine and flavored tobacco.

If we want to reduce youth substance use, particularly nicotine and flavored tobacco use, we have to address both access to these products and the conditions that make young people vulnerable to using them. Youth are not only telling us what the problem looks like, they are also telling us what they need in order for prevention to work.

Lived Experiences

We share our stories because statistics don't always show what a young person actually experiences. Flavored tobacco products can have real consequences for young people, even when overall tobacco use rates are declining.

Mumtaz Abdi — Reimagine Black Youth Mental Health Intern

As a youth myself, I've seen firsthand how flavored vapes have taken over the lives of so many teens at my school and in the community of the Brooklyn. The candy, fruit, and dessert flavors make vaping seem harmless, but they hide the reality that these products contain addictive nicotine. I've watched young people become dependent on vaping, struggle to quit, and let it affect their health and daily lives. Studies show that candy and fruit flavored tobacco products mask the harsh taste of tobacco and are often incorrectly perceived to be “less harmful,” but no tobacco product is safe. By removing the flavors that appeal to young people, we can help prevent nicotine addiction before it starts and create a healthier future for the next generation.

Gabriel Berrouet — Reimagine Black Youth Mental Health Intern

During the school day, I see how flavored nicotine products affect other students. I was in the restroom when someone walked in behind me and pulled out his vape. I was there to fix my hair, but he went into a stall. I heard his vape drop into the toilet, and surprisingly I heard him then reach into the toilet and

grab it out of there. The flavored smoke smell filled the air in the larger space of the bathroom. After this event, I learned studies show that flavored tobacco products contain high levels of nicotine, increasing the risk of youth and young adults' dependence and addiction to nicotine. This is just one instance of many in which addiction has begun to affect our youth.

Abdulahi Dahir — Reimagine Black Youth Mental Health Intern

My why is my sister. She started using flavored tobacco products when she was just 15 years old, and today, at 27, she's addicted.

Over the years, I've seen firsthand what nicotine addiction can do. I've watched her clear skin become irritated and covered with painful abscesses. I've seen her panic whenever she couldn't find her vape, as if it had become something she couldn't function without. I've also noticed changes in her memory and focus that have been heartbreaking to witness.

Flavored tobacco products make it easier for people to start using nicotine and develop long-term addiction. This is especially concerning for young people because many of these products use the same sweet flavoring chemicals found in candies like Jolly Ranchers and Skittles, making them seem harmless when they're anything but that.

Young people deserve to grow up without being targeted by products designed to create lifelong addiction. I hope policies will move in the direction that help protect the next generation before more families have to experience what mine has.

Na'Reesa Vasser — Reimagine Black Youth Mental Health Intern

One day, I saw two girls break out into a fight at school. As it transpired, somebody told me that one of the girls stole the other girl's vape. At that moment, it made me think about how our schools should be safe places. Access to flavored tobacco for teens should not be as easy as it is. According to the CDC Minnesotans for a smoke-free generation, there are no safe levels of nicotine, for youth and young adults. I know getting rid of flavored tobacco products is one step towards helping teens make healthier choices. I want the younger generation to grow up without feeling like having easy access to vapes and flavored tobacco products is normal.

Keesha Ramirez — Reimagine Black Youth Mental Health Initiative Intern

I was attending high school in February of 2026; I was getting ready to go to work when my niece came to me with a secret. She trusted me enough to tell me that she tried a vape recently with her brother. I was flustered because first of all, she is EIGHT years old. Not to mention her brother, who was ONLY 15! I didn't know how else to approach this situation so I sat her down to explain to her that vaping is one of the worst things one can do to their body. That there are thousands of unknown/undisclosed substances within a vape, chemicals used in taxidermy, and they can only put a name to 67 chemicals used in these products. I had to emphasize to her the lasting impacts vapes can have, such as addiction, or the deterioration of the lungs, as she has chronic asthma and has to keep an emergency inhaler on her at all times. Her brother is a football player, so that habit will eventually prevent him from doing the activity he enjoys the most.

I'd like to stress that it is not the youth's fault that flavored nicotine products fell into their hands; It is entirely the fault of the industry by plaguing black and brown communities with tobacco shops, the shops' failure to ID customers, and selling them in graphics/designs that catch the attention of the youth. Hopefully you will see the reality of how damaging this industry is.

Trinny Mogaka — Reimagine Black Youth Mental Health Intern

When I think about flavored tobacco, it isn't just another policy debate to me, it's personal. I watched someone I once called a close friend start vaping our freshman year of high school. At first, it seemed harmless: flavored clouds, laughs between classes, the kind of thing teenagers convince themselves is "safe". But those flavors were the hook. They made it easy, they made it feel normal, and before long, she was caught in something much bigger than she realized. By senior year, she wasn't standing next to me at graduation. What began with flavored tobacco had spiraled into harder substances, fentanyl, things I never imagined she'd touch. I watched her future slip away, and with it, the friendship we once shared. That absence still affects me today. That's my why.

Recommendations

1. CHANGE THE CONDITIONS

Make it harder for tobacco and vaping products to reach young people in the first place.

Young people move between cities all the time. It doesn't make sense for a product to be restricted in one city but easy to buy a few minutes away in another. Cities should work together so there aren't easy ways around the rules.

This means making policies more consistent from city to city; using clear definitions for flavored tobacco, menthol, vapes, and electronic tobacco products; limiting how many tobacco retailers are around youth; creating more tobacco- and vape-free spaces; and making sure stores actually follow the rules—especially stores within a .5-mile radius of schools.

Having a policy only works if it is enforced. Retailers should understand what is expected of them, receive regular compliance checks, take ID requirements seriously, and face meaningful consequences when they repeatedly break the rules.

The action: Reduce the supply, access, visibility, and normalization of tobacco and vaping products around young people. This could look like ending the sale of all flavored commercial tobacco products.

2. SUPPORT YOUTH, DON'T PUNISH THEM

Treat youth substance use and addiction as a social health issue and figure out the why.

Young people shouldn't face harsh consequences for using or having tobacco products. Like being suspended from spaces that support them. Punishing youth doesn't address how these products are getting into their hands in the first place, help them quit or increase understanding around why young people are using them.

Tobacco and nicotine use can become addictions. Young people may need education, cessation resources, trusted adults, healthy coping strategies, meaningful activities, and support to stop using, not punishment that pushes them away from school, programs, or people who can help them.

That includes early intervention and diversion for youth supplying products to other youth, rather than treating them only as part of the problem. Given the intersection we are seeing between vaping, stress, mental health, and violence, cessation and substance-use resources should also be built into existing youth outreach and violence-prevention efforts.

The action: Address the demand and the why by investing in intervention, healing, connection, opportunity, identity, and joy, not just consequences.

3. PUT YOUTH IN THE LEAD

Work with youth, don't just consult with them one time.

Young people are the ones who see how vaping and flavored tobacco show up in schools, friend groups, social media, stores, and their communities. They also have insight into why young people use, how products move between youth, what makes quitting difficult, and what would actually help.

Cities, schools, public health organizations, community groups, and other systems should keep young people involved in developing solutions and determining whether those solutions are actually working.

The City, County, Schools and State could continue this research and establish a local youth task force that can investigate unanswered questions, recommend practical solutions, and help the community figure out how to address this issue in a way that is unique to the experiences of young people in the Brooklyn.

The action: Invest in young people as researchers, decisionmakers, problem-solvers, and partners in accountability.

Conclusion

We learned; we investigated; we listened; we experienced; we analyzed; and now we recommend.

Young people are asking adults and systems to stop treating youth substance use only as an individual choice and begin addressing the conditions surrounding that choice. Ending youth nicotine addiction requires reducing access and exposure, holding industries and retailers accountable, supporting young people who are already experiencing addiction, and investing in the relationships, activities, coping strategies, opportunities, and spaces that help young people thrive. This is what it means to address community safety, strengthen the ecosystem around Black youth, and change the conditions that contribute to unwellness.

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