For many Americans, buying fresh fruits and vegetables is as simple as walking a few blocks to the neighborhood grocery store or getting in the car and driving a short distance to the supermarket. There are many, mostly low-income people however, who do not have such easy access to healthy, affordable foods. For these Americans, the long distance between home and supermarket, coupled with a lack of public transportation options and/or privately-owned transportation, limits their ability to maintain a healthy diet. Low-income communities in which residents are unable to easily overcome the geographic disparity between the location of their residence and healthy food retailers have increasingly been described as "food deserts." The U.S. Department of Agriculture (USDA) defines food deserts as areas in which “at least 500 people and/or at least 33 percent of the census tract’s population must reside more than one mile from a supermarket or large grocery store.”

An estimated 23.5 million people in the U.S. live in communities without access to healthy foods. The USDA has developed the Food Access Research Atlas to help identify such areas. Within these areas, the primary food retailers tend to be small food stores, i.e. convenience stores, corner stores, small rural markets, bodegas, etc. A study done in 2008 by the California Center for Public Health Advocacy, PolicyLink, and the UCLA Center for Health Policy Research found that there is a 20 percent higher prevalence of obesity and a 23 percent higher prevalence of diabetes among adults living near abundant convenience stores, compared to those who live near supermarkets and produce vendors.

In response, city and community leaders are promoting healthy neighborhoods by encouraging small food shops to provide nutritious, affordable options for residents living in food deserts as a means to address the lack of access to healthy and affordable foods and contribute to improved nutrition and health outcomes.

Many city-led or city-supported programs nationwide focus on enabling corner stores and smaller markets located in food deserts to provide healthy foods. These programs vary in scope, geography, the types of incentives they provide, and the policies they utilize to improve access and consumption of healthy foods. For instance, programs that are larger in scope are able to encourage small food markets to sell healthy foods by offering training,
marketing materials, technical assistance, refrigeration equipment, and even vouchers for fruits and vegetables. Through incentives, these programs encourage stores to add new, healthier items to the shelves. Other programs work with community leaders and interested small food shop owners to make healthier options more visible in stores and more available to the public. In addition to increasing access to healthy foods, these programs can promote neighborhood economic development because they include business development components for participating store owners. Finally, these programs also encourage community development through engagement with neighborhood groups and citizens.

This guide highlights the efforts of four cities:

- Tupelo, Mississippi
- St. Louis, Missouri
- Philadelphia, Pennsylvania
- Minneapolis, Minnesota

Each of these cities is taking action to increase access to healthy and affordable food in their communities. The city programs highlighted here vary in size and scope and are intended to provide a snapshot of the range of opportunities that city leaders have to address issues of healthy food access in their communities. Tupelo, Mississippi’s Health on a Shelf program provides incentives for small food owners to prominently display healthy food options in their stores. The City of St. Louis’ Healthy Corner Store Project necessitates direct engagement between local government departments, the community, and corner stores to increase nutrition education and expand access to healthy and affordable foods. As part of the Get Healthy Philly Initiative, the city and its partners work with over 600 local corner stores to provide healthier food options. And since 2008, when the City of Minneapolis passed an ordinance requiring small food stores to carry at least five varieties of fresh produce, the city and its partners have worked with these small stores on education, planning, and implementation to provide healthier food options to residents.

EXPLORING THE CONNECTION BETWEEN FOOD ACCESS AND HEALTH OUTCOMES

A 2009 report commissioned by the USDA states that there is in fact a clear link between environment and the types of food that people eat. Studies demonstrate that in general, access to a supermarket is associated with reduced risk of obesity, while better access to typical convenience stores is associated with increased risk of obesity. While further research is needed to examine whether there are in fact causal links between access to affordable, healthy foods, increased consumption of those nutritious foods, and reduced risk of obesity and other adverse health outcomes, cities are recognizing a clear need to provide adequate nutritious, affordable food choices for all residents.
**Tupelo, Mississippi**

**Population:** 35,000  
**Mayor:** Jason Shelton  
**Project Timeline:** 2011 – Ongoing  
[www.tupeloms.gov](http://www.tupeloms.gov)

**SUMMARY**

The City of Tupelo, Mississippi’s *Health on a Shelf* program is a citywide initiative to encourage small food store owners to prominently display healthier food choices in their stores. The Tupelo Mayor’s Healthy Tupelo Task Force, which is comprised of volunteer citizens, implements the *Health on a Shelf* program and partners with the owners of participating local small food stores. The Mayor’s Healthy Tupelo Task Force initiated the program after recognizing that many residents of Tupelo primarily purchase food at small food stores, and thus do not have access to very many healthy food options. Additionally, the healthier food choices that are available are not always easy to find in these stores. The primary goal of the City of Tupelo’s *Health on a Shelf* program is to make healthy foods visible and available to customers at small food stores.

**PROJECT DETAILS**

To participate in the voluntary program, retailers rearrange their existing inventory so that at least one store shelf is dedicated to displaying healthy foods (in this case, healthy foods are defined as those that are low in calories, fat, sugar, and salt). Also, this shelf must be clearly visible and accessible to customers so that they are able to easily find the store’s healthy options. In return, retailers receive a branded poster identifying their participation in the
program as well as recognition from the Mayor of Tupelo. Although stores are not required to purchase any additional products, they are encouraged to generally sell healthier items to customers. For example, one of the participating stores, in collaboration with a chef and registered nurse from the Healthy Tupelo Task Force, created healthy sandwiches and fruit cups, which are now regularly stocked items.

FUNDING AND ACCOMPLISHMENTS

Funding for the marketing materials and other expenses of the Health on a Shelf program comes from the Blue Cross Blue Shield of Mississippi Foundation’s “Healthiest Hometown in Mississippi” award, where Tupelo earned 2nd place in 2010 and won in 2012.

Tupelo plans to continue the Health on a Shelf program with the expectation that even more small food stores will participate. As of August 2013, there are ten participating shops, including convenience stores, delicatessens, and gas stations. Additionally, the Health on a Shelf program has expanded and been replicated by the Delta Health Alliance, the Healthy West Point Task Force, and the Health Council of Indianola in Mississippi. The next phase of Tupelo’s program will be to quantify the effects of highlighting healthy food options in stores on residents’ food purchases.

FOR MORE INFORMATION

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COMMUNITY OUTREACH

Community partners are critical to increasing access to healthy foods. When implementing a healthy foods program, local governments can reach out to community organizations such as:

- Local healthcare providers
- Produce distributors
- Community foundations
- Nutrition focused non-profit groups
- Neighborhood organizations
- Community gardening groups
**St. Louis, Missouri**

**Population:** 318,000  
**Mayor:** Francis Slay  
**Project Timeline:** 2011 – Ongoing  
[www.stlouis-mo.gov](http://www.stlouis-mo.gov)  
[www.extension.missouri.edu/stlouis/healthycornerstore.aspx](http://www.extension.missouri.edu/stlouis/healthycornerstore.aspx)

**SUMMARY**

The St. Louis Healthy Corner Store Project (SLHCSP) is a joint program between the City of St. Louis Department of Health, the City of St. Louis Department of Public Safety, the University of Missouri Extension, the St. Louis Development Corporation, local small food store owners, and the neighborhoods they serve. Staff members from the University of Missouri Extension and the City of St. Louis Department of Health work with three to four stores annually. The SLHCSP’s goals are to increase nutrition education among community members as well as expand access to affordable and healthy food. The SLHCSP builds partnerships between community groups and small food shops in order to establish a continuing practice where stores sell healthy foods well after participating in the SLHCSP.

**PROJECT DETAILS**

A key element of the SLHCSP is the community and neighborhood support that must be established before a small food market can join the program. Prior to participation in the program, a local food store must be nominated by a community group, who will then serve as the store’s “community leadership team” and organize health and wellness events as the small food store transitions into a healthy food retailer. The community leadership team is essential to the success of the initiative because they build community support and awareness as well as demand for healthier products through their community education events.
The SLHCSP provides resources for community leadership teams to use over the course of the year, starting with an eight lesson community nutrition and healthy eating course covering nutrition basics, preparing healthy foods, and shopping on a budget. Additionally, SLHCSP also provides access to modest funding for events and promotions that the community leadership team organizes and implements. In the past, such events included healthy eating poster design contests, teen cook-off competitions, cooking demonstrations, and taste-tests at participating stores.

Participating stores in the SLHCSP are required to regularly stock fruits and vegetables, low-fat dairy items, whole grain products, and healthy beverages and snacks. Stores are encouraged to dedicate at least one cooler to healthy drinks and bottled water, and set aside counter space for displaying fruits and vegetables. Stores display healthy eating promotional posters and food nutrition information, clearly mark all prices on healthy foods and beverages, and commit to keeping the food and displays fresh and clean. All participating stores must already accept or apply to accept SNAP (food stamps). Lastly, store owners attend community leadership team meetings to learn about upcoming events and get feedback from the community.

In return, participating stores receive benefits and additional resources, including:

- A resource guide with tips on food safety, handling, and storage;
- A store mentor with grocery retail experience provides support with store layout, merchandising, pricing and promotion, marketing materials, and display items;
- Positioning within the neighborhood as a healthy corner store; and
- Access to additional business development resources.

The SLHCSP measures the impact of the project in a variety of ways. First, community members are evaluated before and after their involvement in SLHCSP-sponsored activities on their knowledge of healthy eating basics and the preparation of balanced and nutritious meals. Neighborhood residents are formally and informally surveyed about their eating habits and focus groups are used at the beginning and end of the project to gauge opinions of the store, community health activities and overall level of nutrition within the neighborhood.
Impact within the store is also measured by taking an inventory of healthy items at six months and one year into the project. So far, participating stores are averaging a 12 to 25 percent increase in healthy food options. Furthermore, the SLHCSP has given residents the opportunity to engage with small food store owners and suggest new food items. As a result, store owners have a better idea of how to meet the needs of their communities.

**FUNDING AND ACCOMPLISHMENTS**

The St. Louis Healthy Corner Store Project is funded in part by the Missouri Foundation for Health, a philanthropic organization whose vision is to improve the health of the people in the region. This funding is used to provide resources for food displays, marketing materials, and community events. Additional funding is provided by the Missouri Department of Health and Senior Services and Community Development Block Grant (CDBG) funds, administered through the St. Louis Development Corporation and Community Development Agency.

The SLHCSP plans to add three additional stores in early 2014 and the program expects to have ten participating communities and stores over the next year. St. Louis Healthy Corner Store Project partners are also developing a set of resources that will both help sustain the project in local neighborhoods and expand healthy corner store/grocery initiatives throughout the state of Missouri, including toolkits for retailers and community stakeholders and ongoing nutrition education resources through University of Missouri Extension.

**FOR MORE INFORMATION**

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Population: 1,548,000
Mayor: Michael Nutter
Project Timeline: 2010 – Ongoing
www.phila.gov

SUMMARY

The City of Philadelphia Department of Public Health and The Food Trust, a non-profit organization dedicated to ensuring that everyone has access to affordable, nutritious food, have partnered together to implement the Philadelphia Healthy Corner Store Initiative (PHCSI), which currently works with over 660 corner stores committed to providing healthier food options. This initiative works to increase the capacity of corner stores to sell healthy items by offering technical assistance, shelving, and refrigeration equipment, helping link stores with local fresh food distributors, and engaging community members to promote healthy eating. Nutrition education is offered to the community in participating corner stores and at schools located in food deserts.

PROJECT DETAILS

Towards the beginning of the project, stores were identified for participation based on a list of SNAP- and WIC-certified businesses, through street canvassing by The Food Trust staff, and by general advertising and outreach of the program through radio and media. While all Philadelphia corner stores are eligible to participate in the Healthy Corner Store Initiative, recruitment efforts for the program are targeted towards area zip codes with the lowest income, based on U.S. Census Data.

The program is designed in four phases, each gradually increasing the level of participation for the corner store. When a store owner achieves the goals of a phase, he or she works with program staff to progress to the next phase.
• Phase one consists of a simple change in store inventory, and requires that participating stores stock a minimum of four new healthy products that meet program nutrition guidelines. Participating stores are given a $100 incentive to expand their inventory with healthy products.

• In the second phase, stores use marketing materials provided to them to highlight new healthy food options. This phase not only increases customer awareness of healthy foods, but also promotes new healthy products. Additionally, these materials help promote the store as a participating member of the Philadelphia Healthy Corner Store Network.

• The third phase provides corner store owners with resources and training on best practices designed to maintain and sell healthy foods over the long-term. The training prepares store owners to use marketing materials and display techniques to promote healthy food, and provides assistance with product sourcing and business management. These tools help store owners to reduce food waste and increase their profits.

• The final phase is an in-store equipment conversion upgrade. In this phase, eligible participating stores are provided with modest equipment improvements, such as shelves, refrigeration, and display units for stocking and selling healthy foods. There is also additional training on using the new equipment, as well as business management assistance to ensure continuity of the program. Stores are chosen for an equipment upgrade based on several factors, including an assessment of the store’s individual needs, whether the store has a business plan in place, and additional factors including WIC/SNAP certification, location, and foot traffic.

On average, participating stores now offer 36 new healthy products, well above the four required for minimum participation. Additionally, 80 percent of participating store owners have taken part in at least one training session, and 300 stores have received equipment upgrades. The initiative has helped connect store owners to 18 fresh produce suppliers in the city, making it easier to deliver healthy fruits and vegetables from urban gardens, informal produce distribution networks, and wholesale markets to communities with minimal access to healthy foods.
Since this initiative is large in scope and covers many neighborhoods in Philadelphia, it requires a dedicated staff to identify new candidates, work with store owners to develop plans, facilitate training for store owners, and evaluate progress and make adjustments as needed.

**FUNDING AND ACCOMPLISHMENTS**

Since its inception, this initiative has been funded through a variety of foundations and government resources. Between 2010 and 2012, as a part of the larger “Get Healthy Philly Initiative,” financing for the Philadelphia Healthy Corner Store Initiative came from a $15 million cooperative agreement between the City of Philadelphia and the Centers for Disease Control and Prevention (CDC) to promote nutrition and increase physical activity. During this time, the Pennsylvania Department of Economic Development and the Pennsylvania Department of Community and Economic Development provided support. Beginning in 2012, the initiative received additional funding for five years through the CDC’s Community Transformation Grant. The City of Philadelphia has also dedicated some funding to support the initiative.

Philadelphia’s Healthy Corner Store Initiative is a joint project between the City of Philadelphia’s Department of Public Health and The Food Trust. The city provides oversight and directs funding to the initiative, while The Food Trust is responsible for implementing the program and monitoring its progress. As of August 2013, the initiative has reached out to over 30 neighborhood and citywide organizations to help build support and foster community buy-in. It exemplifies how a city is able to partner and leverage its relationships with non-profit organizations and community groups to achieve a comprehensive healthy foods program.

The City of Philadelphia and The Food Trust plan to continue work on this initiative by developing standards for a voluntary Healthy Corner Store certification program, continuing to support participating stores, developing new methods to evaluate program success, and by working with additional stores to sell healthy foods.

**FOR MORE INFORMATION**

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Population: 393,000  
Mayor: Betsy Hodges  
Project Timeline: 2010 – Ongoing  
www.minneapolismn.gov

SUMMARY

In 2008, the City of Minneapolis passed a staple foods ordinance, which required small food stores to carry a variety of healthy foods, including at least five varieties of fresh produce. After about a year, when the Minneapolis Health Department (MHD) surveyed the small food stores in the city to assess the impact of the ordinance, they found that nearly three quarters of the businesses did not meet the produce requirements of the ordinance. The Minneapolis Healthy Corner Store Program was launched to encourage stores to make fresh and healthy foods more visible, affordable, and attractive to residents in neighborhoods that have little access to supermarkets and nutritious food. The program began as a pilot project with nine stores that received technical assistance to help store owners stock adequate amounts of fresh produce and comply with the staple food ordinance. As of August 2013, the program has worked with 39 small food retail stores throughout the city.

PROJECT DETAILS

The Minneapolis Healthy Corner Store Program focuses on two key components: 1) conducting store “enhancements” to make fresh produce and other healthy items more available and visible; and 2) leveraging partnerships with local non-profits to increase demand for healthy foods through community education, outreach and engagement.

Participating stores work with MHD staff who have professional experience in the food retail business. Staff provides recommendations and a detailed plan for displaying and handling fresh produce, as well as promoting, pricing, and stocking healthy foods. Each store receives an enhancement of their physical space, which includes creating
healthy food displays in prominent places, repurposing beverage coolers for fresh produce storage, and highlighting healthy options through colorful signage and display baskets. Enhancements provide store owners and their staff a hands-on opportunity to learn how to safely handle and market fresh produce and other healthy food options.

Program staff also works with local non-profits to conduct outreach to neighborhood residents to raise awareness about the expanded healthy food options offered at participating stores. These groups assist local groups in advertising and conducting customer engagement activities (e.g. taste-tests and healthy cooking demonstrations) designed to support sales of new healthy items.

Additionally, the city provides access to business development resources, including low-cost loans for refrigeration equipment, and connections with affordable and convenient fresh produce suppliers. In return for this support, participating stores are expected to increase the quantity of fresh produce items in stock, display the Minneapolis Healthy Corner Store Program promotional materials, participate in trainings, maintain store enhancements, and monitor sales of healthy foods.⁸

An important component to the program is the evaluation of progress made by participating stores. MHCS program participants are evaluated prior to project implementation, and again after one, three, and six-month intervals to determine if store owners continue to maintain displays and marketing materials, and continue to sell healthy products. The results show that in general, the produce is appropriately handled, displays are well organized, and the majority of participating store owners tend to increase the variety of fresh produce they sell over time. Additionally, most of the participating store owners sell more produce than they did prior to participating in the program.

Going forward, the MHD is working to revise the Minneapolis staple food ordinance requirements to ensure that small retail stores offer an even wider variety of healthy food options. To support implementation of the new ordinance, the Minneapolis Healthy Corner Store Program will continue to work with corner stores throughout the city to provide training, resources, and technical assistance. In particular, the MHD will continue to develop a comprehensive sales tracking system for participating stores, collaborate with produce and healthy food distributors to increase procurement opportunities for store owners, and help store owners and community groups raise awareness of the program.
FUNDING AND ACCOMPLISHMENTS

The Minneapolis Healthy Corner Store program is funded by the Minnesota Department of Health’s Statewide Health Improvement Program (SHIP). Since 2010, SHIP has invested approximately $200,000 in the MHCS program to cover staffing and other program expenses. MHCS program staff has found that while a healthy corner store program may not require significant funding for material resources, it does entail significant staff labor to implement enhancements, conduct site visits and owner trainings, and trouble-shoot problems that owners are facing. Though this initial funding served as the vital spark for the success of the Minneapolis Healthy Corner Stores Program, the procurement of sustained financial resources beyond the initial investment remains a key concern.

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A TRIPLE BOTTOM LINE ANALYSIS OF HEALTHY CORNER STORE PROGRAMS

Economic Benefits
A healthy corner store initiative is an economic development initiative as much as it is a health initiative. Small food markets that can successfully and continually sell fruits, vegetables, and healthy foods will diversify their customer base and become a stronger, more resilient store. Selling healthy foods at corner stores can serve as an economic development tool; new and improved healthy food retail in underserved communities creates jobs and helps to revitalize low-income neighborhoods. Not only can shop owners learn from the grocery business trainings, but they can also expand their customer base by selling fruits, vegetables, and other healthy products, which leads to more purchases and profitability and assures the long-term viability of selling healthy foods.

Environmental Benefits
A small neighborhood food market that sells nutritious foods greatly increases the access to healthy food for residents who would otherwise face significant transportation and financial obstacles to purchase fruits, vegetables, and other nutritious foods.

Social Benefits
Engaging with residents and community groups raises the awareness of the healthy options at small food markets and helps overcome the negative perceptions of traditional convenience and corner stores, allowing the store to become a steward of the community.
KEY TAKEAWAYS

• It is integral for program and city staff to collaborate with community and local neighborhood groups to expand healthy food access through small food shops. An engaged community will be able to raise awareness on the importance of the issue, promote new healthy options in small food markets and corner stores, provide opportunities for neighborhood wide nutrition education, and establish a positive relationship between the owner of a small food market and the communities they serve. Additionally, healthy food programs can be labor- and resource-intensive, so a funding and staff plan for sustaining such programs is recommended early on in the process.

• Catalyzing better eating habits by selling healthier foods at small food markets and corner stores does not necessarily require significant funding. In many cases, a basic level of investment—typically used for marketing materials, displays, minor store upgrades and community events can ensure that these healthy food access programs are replicable and maintained over the long term.

• Program and city staff that consistently meet with the owners of small food shops and corner stores are better able to build trust with owners and encourage them to experiment selling different products and expand wholesome food options.

• Grocery store consultants make a significant contribution expanding food access through small food stores. These food retail experts not only provide their knowledge regarding displays, pricing, handling, and marketing fruits, vegetables, and other healthy foods, but they also are able to share personal experiences. Their expert advice and recommendations lend additional legitimacy to the project.

• A healthy corner store plan that includes incremental changes for storeowners will help them adjust to the demands of selling healthy food and increase the likelihood that they will introduce healthy products. Additionally, a long-term plan to support store owners will provide more opportunity for collaboration between the stores, community groups, and the city, ensuring that the city’s goals of healthy food options are met more effectively.

• Regardless of the size of the program, a successful healthy food program engages small food market owners, community and local elected leaders, health advocates, and the public in order to broaden the impact. Additionally, any initiative to encourage healthy eating habits requires support from dedicated individuals in the form of program staff or community groups.

• Community health and wellness events taking place at small food markets, as well as increased interaction between the store owners and active community groups can help overcome negative perceptions of convenience and corner stores.

• Healthy food access programs that are able to connect small food shops and corner stores with produce wholesalers will significantly contribute to overcoming distributional obstacles that many small food shops face.

• An effective marketing and branding strategy is critical to a successful healthy foods program. The branding not only promotes the store and healthy foods to the community, but also distinguishes a small foods store among others in the neighborhood.
ADDITIONAL RESOURCES

• Healthy Corner Stores Network
• Health on the Shelf: A Guide to Healthy Small Food Retailer Certification Programs
• Shop Healthy NYC
• Boston Corner Store Initiative
• Let’s Move! Cities, Towns and Counties

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This guide was developed by Raksha Vasudevan, Senior Associate and Bryan Barnett-Woods, Research Assistant in the Sustainability Program at the National League of Cities. Thank you to the following people for their contributions to this guide:

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ABOUT THE SUSTAINABLE CITIES INSTITUTE (SCI)

The Sustainable Cities Institute (SCI) at the National League of Cities provides city leaders and sustainability professionals with timely, vetted, and practical resources to identify and implement solutions to advance their goals and strengthen their communities. For more information, visit http://www.sustainablecitiesinstitute.org and follow us on Twitter @SustCitiesInst.

ABOUT THE NATIONAL LEAGUE OF CITIES

The National League of Cities (NLC) is dedicated to helping city leaders build better communities. NLC is a resource and advocate for 19,000 cities, towns and villages, representing more than 218 million Americans.

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ENDNOTES

1 The Access to Healthy Foods Coalition defines healthy food a plant or animal product that provides essential nutrients and energy to sustain growth, health and life while satiating hunger. They further define healthy foods are usually fresh or minimally processed foods, naturally dense in nutrients, that when eaten in moderation and in combination with other foods, sustain growth, repair and maintain vital processes, promote longevity, reduce disease, and strengthen and maintain the body and its functions.

2 For some, the term "food desert" implies a lack of any food choice at all, when in fact there may be many food outlets, but not many healthy food options. Indeed, food stores often abound in these neighborhoods, but the selection may be limited to convenience items and fast food restaurants that offer few healthy food choices. In Minneapolis, for example, the city is shying away from using the term food deserts and has instead started using the term food swamps instead to indicate a lack of healthy food outlets and an abundance of unhealthy food outlets, such as fast food chains.

3 The United States Department of Agriculture defines food deserts as areas with a poverty rate of 20 percent or a median family income of or below 80 percent of the area median family income and an area where one-third or more of people within the census tract live more than one mile from a supermarket or large grocery store. Cooperative State Research, Education, and Extension Service of the U.S. Department of Agriculture, the Economic Research Service, and the Food and Nutrition Service. Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress, 2009.


7 For more information on the various phases of Philadelphia's Healthy Corner Store Initiative and on nutrition guidelines that the city uses, visit: http://thefoodtrust.org/uploads/media_items/hcsi-y2report-final.original.pdf

8 For more information on Minneapolis’s Healthy Corner Store Program implementation measures, visit: http://www.minneapolismn.gov/www/groups/public/@health/documents/webcontent/wcms1p-095276.pdf