

# 2005 SAN FRANCISCO COLLABORATIVE FOOD SYSTEM ASSESSMENT



SAN FRANCISCO FOOD ALLIANCE

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# Foreword

The 2005 *San Francisco Collaborative Food System Assessment* came about through a community process led by the San Francisco Food Alliance. The idea of conducting a comprehensive, citywide food assessment, accounting for multiple sectors of the food system, was first proposed during a San Francisco Food Alliance meeting in Summer 2004. The goal of this assessment was to compile data from various sources in one place, providing a resource to help drive food-related policy and decision-making in the City and County of San Francisco. In order to achieve this, a working group composed of members of the San Francisco Food Alliance developed a list of food system indicators to track, drawing partially from the “Food and Agriculture” chapter of the *1997 Sustainability Plan for the City of San Francisco*. Indicators in the assessment focus on major areas such as government and charitable food programs, urban agriculture, organic recycling, and food retail. The majority of the data in the assessment is secondary data collected from federal, state and local agencies as well as from community based organizations. Data sources and other resources are included in order to assist with the collection and tracking of this information in the future.

Assessment results may be used by a wide array of individuals, organizations and policy makers, including San Francisco residents, program managers, educators and law makers. The San Francisco Food Alliance hopes that this assessment will stimulate thought and action about the San Francisco food system, contribute to dialogue, and lead to creative collaboration. We recognize that readers will have differing concerns and viewpoints. Given the diverse audience and broad scope of the study, this assessment is written to provide an overview of issues relevant to San Francisco and initiatives in the food system along with a brief discussion of assessment results in each section.

## San Francisco Food Alliance

The San Francisco Food Alliance is a group of city residents, advocates, academics and professionals promoting more informed and integrated food system work and community-driven policies around the food system in San Francisco. The San Francisco Food Alliance emerged out of a citywide conference sponsored by San Francisco Food Systems in March of 2003. The purpose of the San Francisco Food Alliance is to build a dynamic and sustainable food movement in the City and County of San Francisco through education, advocacy and community representation. The San Francisco Food Alliance envisions a city in which everyone has access to nutritious, affordable, and delicious food produced in a way that is environmentally sound, socially equitable and economically viable. Part of this vision is also a city where people play an active role in shaping a healthy food system from seed to table and back to soil. Coordination of the San Francisco Food Alliance is provided by San Francisco Food Systems. More information on the San Francisco Food Alliance can be found on the following website: [www.sffoodsystems.org/pages/food\\_alliance](http://www.sffoodsystems.org/pages/food_alliance).

## San Francisco Food Systems

San Francisco Food Systems is an independent project that was created and is supported by the San Francisco Department of Public Health, Environmental Health Section under the fiscal sponsorship of The San Francisco Foundation Community Initiative Funds. The project was started in 2002 and was developed as a public private partnership to assess and address the upstream, root causes of hunger, food insecurity, obesity and other food-related issues in San Francisco. San Francisco Food Systems' work focuses on community research, community and institutional capacity building, partnerships and collaborations, and advocacy.

For more information see: [www.sffoodsystems.org](http://www.sffoodsystems.org)



# Executive Summary

Food plays a vital role in San Francisco's health, environment, and economy. Numerous individuals, organizations and institutions in San Francisco are currently dedicating time and energy to solving food problems and attending to challenges related to food in the city. The focus of their work ranges widely, touching all elements in society which involve the production, distribution, consumption and recycling of food. While some efforts address issues directly related to food such as hunger and obesity, others address seemingly more distant issues, such as environmental management or community and economic development. In spite of all this activity, many San Franciscans do not think about nor understand the current state of San Francisco's local food system as a whole.

The *2005 San Francisco Collaborative Food System Assessment* was developed to provide a holistic overview of the local food system with current data and statistics (i.e. "how we're doing") for a variety of measures and indicators. Examining and understanding this holistic picture provides a unique viewpoint which cannot be seen when looking at production or consumption alone. This 'systems' picture helps a society bring greater efficiency to its local food system, ensure that everyone has access to affordable, nutritious and culturally appropriate foods, and ensure that the system functions with the principles of public health, social justice, economic stability, and environmental sustainability in mind. This document compiles existing data and statistics, primarily from secondary or already existing public sources, to illustrate gaps, assets and opportunities in the local food system. It is intended to stimulate thought and action and lead to recommendations for making San Francisco's local food system healthier, more equitable and more sustainable.

The first chapter contained within this assessment presents a general introduction to the 'food system,' which describes the broad range of activities involved in producing, distributing, consuming, and recycling food. This 'systems' viewpoint also considers how culture, economics, politics, and the environment all affect these critical activities. Chapters two through five provide relevant data and trends within each of the following food system sectors: production, distribution, consumption (including food retail, federal food assistance and charitable food programs), and recycling. Methodological issues and information on areas of more specific technical interest are included at the end of the assessment.

A participatory event was organized and held in August 2005 with the intent of gathering additional information and feedback from the community, based on the information contained in this assessment. Chapter six summarizes the event design, activities and processes. Using the information generated at the Round Table event and from this assessment, the San Francisco Food Alliance formed a working group to develop food system recommendations and priorities. These recommendations will be given to city officials, agencies, and community based organizations.

In this executive summary some of the most noteworthy findings from the assessment have been synthesized and summarized. Please see the appropriate chapter for data sources, details on statistics and complete references.

## PRODUCTION

Production in the food system refers to the cultivation of plants and the domestication of animals. In San Francisco, small scale production of fruits, vegetables and limited processed products occurs through urban farms, backyard, community and school gardens, as well as in nurseries and greenhouses.

Within San Francisco County's 31,360 acres of land, there are several large green spaces and 59 community gardens. Over 800 community gardening plots are tended by nearly 700 community gardeners. Some areas of the city located far from open spaces, such as the Mission and Castro/Upper Market, tend to have a higher demand for community garden plots than can be met by the current supply. Within the San Francisco Unified School District (SFUSD), about 25% of the 119 schools currently have a school garden. Community and educational gardens range in size from a few planter boxes up to a few acres. In 2003, San Francisco voters passed a school bond which included \$2 million specifically earmarked for the greening of 17 school yards in SFUSD. Educational school gardens have also recently been incorporated into the SFUSD Facilities and Master Plan.

Clear and consistent information is not publicly available around the management, upkeep, and sustainability of individual gardens, and overall support (e.g. staff, supplies, volunteers) for each community and school garden varies considerably. In order to support and maintain San Francisco's community gardens, an Open Space Program Fund was established in 2000 with an allocation of \$150,000 per year. In addition, the San Francisco Recreation and Park Department recently formed a Community Gardens Policy Committee to develop an official policy for recommendation to the Recreation and Park Commission in 2006.

## DISTRIBUTION

Distribution in the food system refers to the networks and processes involved in getting food from the producing farm, factory or warehouse to where it will be purchased, used or consumed. The most typical manner in which food gets to a retail business, merchant, or manufacturer is through the use of wholesalers. In San Francisco, there are approximately 153 food wholesalers which are primarily concentrated in the Southeast quadrant of the city. San Francisco is also home to a number of wholesalers that specialize in or exclusively sell organic produce.

In addition to the conventional wholesale food distribution model, there are several alternative distribution pathways that focus on getting food from a farmer directly to a household, private business, or public institution. These pathways have been established in order to help consumers get fresher food and develop relationships with the farmer, and to help farmers get a higher percentage of the food's ultimate purchase price. Shorter distribution pathways are also supported because they are less resource-intensive and less polluting.

Currently, there are approximately 17 farms, most within a 180-mile radius of the city, which sell directly to individuals/households through an arrangement called community supported agriculture (CSA). There are at least 32 drop off sites for CSA boxes scattered throughout the city, with a notable cluster of sites in the Mission and in Noe Valley. Farm direct distribution to institutions is difficult in San Francisco largely due to the high cost of living, the high cost of labor for food preparation, and the difficulty of serving multiple delivery points via the city's crowded and hilly streets. Data around the extent to which farms are distributing directly to San Francisco's public institutions has not been collected. However, San Francisco Food Systems is helping to research and identify farms and distribution pathways that would be feasible in the San Francisco Unified School District. With this effort, there may be greater opportunities within public institutions for purchasing more products directly from local and regional farmers and food producers. Many restaurants in San Francisco buy directly from local and regional farms. However, complete data around farm direct distribution to restaurants and other private businesses in San Francisco is also lacking. One model facilitating this exchange, a Farm to Restaurant Program created and managed by Om Organics, currently supports 28-45 restaurants and 24-36 regional organic farms.

## **CONSUMPTION – RETAIL**

Consumption in the food system refers to all activities and processes by which an individual acquires and utilizes food after it has been produced and distributed. Retail food stores are the primary way that most residents of San Francisco acquire food. There are a total of 1,488 retail food stores in San Francisco, from supermarkets, grocery stores and convenience stores to bakeries and fruit and vegetable markets. There are 55 supermarkets (the largest retail outlet with the widest variety of food products) spread throughout the city and serving nearly every neighborhood. Some areas in San Francisco, including Treasure Island and the Southeast quadrant of the city, are lacking in supermarkets and concurrently are home to a majority of low income residents that are also less likely to own a vehicle.

Farmers' markets provide another venue for food retail in San Francisco; in this case food is sold directly from the farmer or producer. There are currently 11 farmers' markets in San Francisco with anywhere from three to over 65 farmers selling their product at each market site. The majority of markets are held on Saturday and all eleven markets are located in the Eastern half of the city. Approximately 250 total farms currently sell their products at the San Francisco's farmers' markets, with farmers from Fresno, San Joaquin and Tulare Counties most highly represented.

## **CONSUMPTION – FOOD ASSISTANCE AND CHARITABLE FEEDING**

Of 776,733 San Francisco residents, 11.14% had incomes at the federal poverty level in the 2000 Census. Food assistance and charitable feeding programs exist to support such individuals and families who cannot meet their basic food and nutrition needs with household income alone. Food assistance is used in this assessment to refer to government subsidized food programs, while charitable feeding refers to sites providing free food (e.g. pantries, free dining rooms), that operate largely with private donations of food and funding. In San Francisco, federal food assistance programs are generally underutilized while many charitable food programs are overextended.

According to the 2000 Census, between 17% and 39% of San Francisco families were eligible for at least one government food assistance program based on income guidelines. Some federal food programs, such as the Special Supplemental Program for Women, Infants and Children (WIC) and the National School Lunch Program are well-utilized in San Francisco. For other programs, such as the Food Stamp Program, School Breakfast Program, Summer Food Service Program and Child and Adult Care Food Program, there is a large opportunity to increase outreach, enrollment, and utilization in San Francisco. The Food Stamp Program, in particular, is a federal entitlement program, and it is estimated that less than half of all residents eligible for the program in San Francisco are currently participating. The zip codes with the highest concentrations of food stamp recipients are in Bayview Hunters Point and in the Tenderloin neighborhoods. Areas of the city that have a high number of eligible households that are not enrolled in the Food Stamp Program include the Mission, Tenderloin, parts of the Marina, Chinatown and Polk neighborhoods. This underutilization is noteworthy not only because federal food stamp benefits prevent hunger and food insecurity in the community, but also because these dollars stimulate the local food economy. It is estimated that \$1.00 in food stamps spent at local retail businesses translates to \$1.84 in local economic opportunities.

A number of food assistance programs support the food and nutrition needs of specific populations such as women, infants, school age children and seniors. More information and analysis on programs targeting the senior population is needed to have a better understanding of overall coverage of food assistance programs and the unmet need. Over 19,000 seniors in San Francisco had incomes at or below 185% of the federal poverty level according to the 2000 Census. Although a significant number of these low income seniors live in the Southwest quadrant of the city, there are few congregate feeding sites serving free and low cost meals there. Aside from congregate feeding sites, some low income seniors may also participate and receive benefits from the Child and Adult Care Food Program, the Commodity Supplemental Food Program, the Senior Brown Bag Program, or home delivered meals programs. While complete information on senior programs was unavailable, it appears unlikely that the combined coverage of these multiple programs meets the overall food needs of low income seniors in San Francisco.

Food assistance programs targeting low income school age children include the National School Lunch Program and the School Breakfast Program. In the 2004-05 school year, 52.6% of students in San Francisco Unified School District (SFUSD) qualified for free or reduced price school meals. The actual number of low income students in the district that would have qualified for free and reduced price meals last year is uncertain, however, since 35% of the district's 57,144 students did not return a completed meal application form necessary for determining eligibility. In San Francisco County, the number of school breakfasts served per year decreased considerably over the past five years, by as much as 17.9% in a single year. A Student Nutrition and Physical Activity Committee (comprised of parents, teachers, students, and staff of SFUSD and community based organizations), formed in 2003, has been exploring strategies and developing innovative pilots for improving all meals served in SFUSD schools and increasing enrollment and participation in these food assistance programs. Recent outreach campaigns around the school meal application process and a move towards increasing the price of paid meals hold promise in enhancing the SFUSD's ability to sustain and improve its school meal programs.

The Mayor's Summer Feeding Program, administered by the Department of Children, Youth and their Families, has been successful in expanding the number of sites offering meals to low income children when school is no longer in session. There are now 110 sites compared to 77 sites three years ago, and the total number of summer meals served has increased over the past four years. However, there remains little access to summer meals in neighborhoods such as the Outer Sunset and the Outer Richmond.

San Francisco has a large network of over 450 free pantries, dining rooms, shelters and other charitable feeding sites spread throughout the city. Data on the adequacy of coverage of this charitable food network and how utilization of the charitable feeding network overlaps with federal food assistance programs was not available. Future research on this issue could be beneficial, as there seems to be a great opportunity for conducting outreach around the Food Stamp Program and other federal food assistance programs at such charitable feeding sites.

### RECYCLING AND RESIDUALS

Recycling in the food system refers to the activities and processes in which discarded food waste is collected, sorted and converted into other useful material. In 2004, food residuals accounted for 19% of the total waste collected in San Francisco and destined for nearby landfills. Among restaurants, compostable material averaged two-thirds of the total waste generated. San Francisco has one of the most developed recycling and composting systems in the country. Of 346,527 total households in San Francisco, 58% currently have compost pick up services. About 1,500 of San Francisco's 3,809 total restaurants currently operate under the commercial compost collection program. An additional 500 other institutions and commercial sites participate in the city's compost collection program as well.

### CLOSING

This executive summary illustrates only part of the story that is told in the *2005 San Francisco Collaborative Food System Assessment*. For additional data, information, and spatial maps please review the various chapters that follow. To read about trends and priorities identified by the San Francisco community during the San Francisco Food Alliance Round Table, see chapter six. With the combined data and information in this report and the feedback from the community Round Table, San Franciscans can formulate and set in motion the actions that will improve the overall health and sustainability of the local food system.







# I. The Food System Model

## INTRODUCTION

Creating and sustaining a healthy, living and vibrant food system is important because it means that everyone has access to affordable, nutritious, and culturally appropriate food. It means that people have the opportunity to contribute and participate in producing, distributing, consuming and recycling food in a way that respects the principles of social justice, democracy, and environmental sustainability.

In developing this assessment the San Francisco Food Alliance has utilized the food system model created by the former Mid-Atlantic Consortium, now the Food Systems Consortium. As the Food Systems Consortium states:

*“This model is a human centered model involving interactions between people and key components of the system:*

- a) Producing plants and animals for food and related products;*
- b) Processing plants and animals into food products for human consumption;*
- c) Transporting, storing, and marketing food products to consumers;*
- d) Studying the nutritional and health aspects of the foods humans consume;*
- e) The waste products subsystem from production and consumption of food;*
- f) The educational aspects that relate to all of these components in order to have safe food in sufficient quantities for a healthy life.”<sup>1</sup>*

## CORE COMPONENTS OF THE FOOD SYSTEM

### What are the core components of the food system?

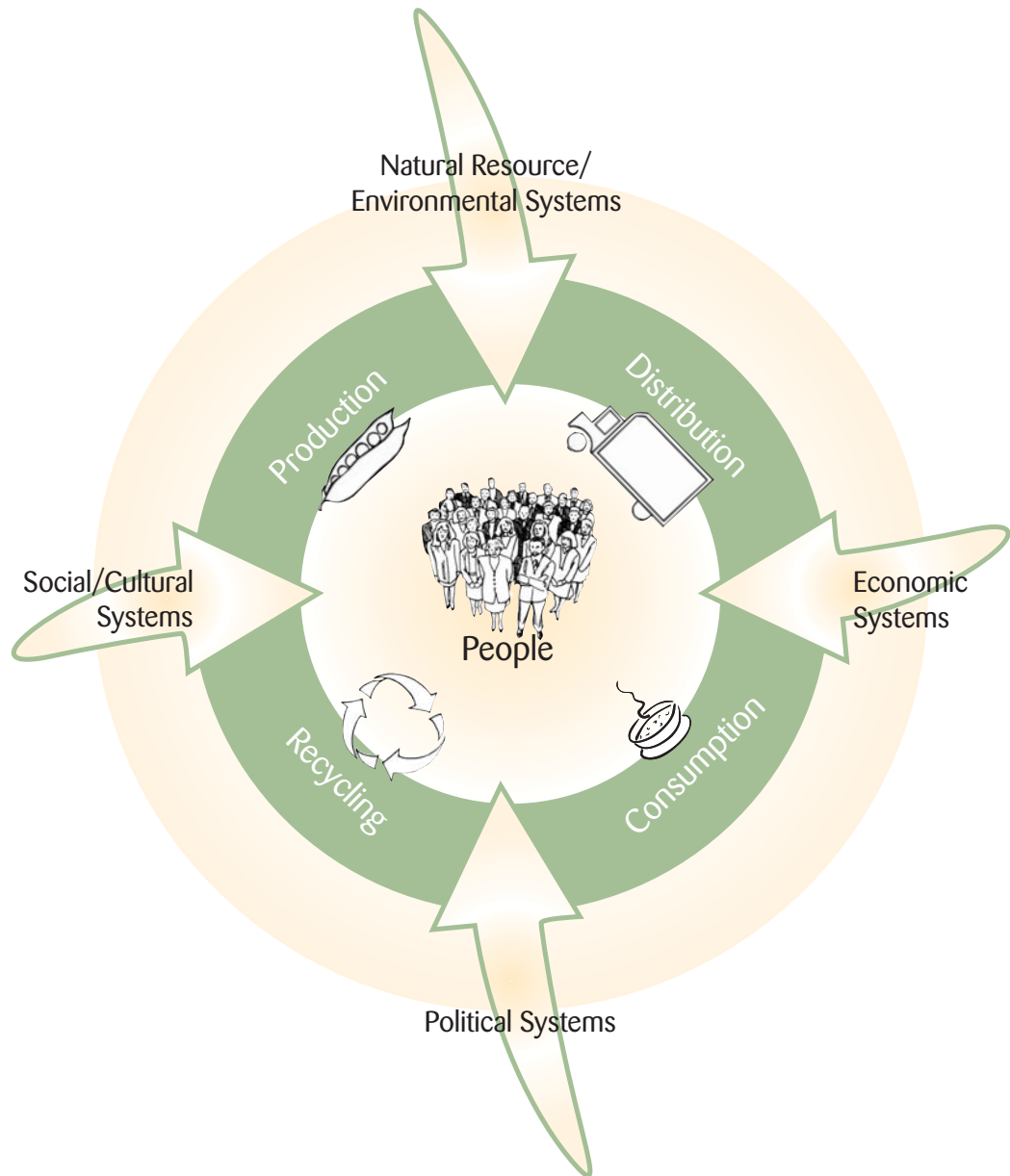
**Food production** activities refer to the cultivation of plants and animal domestication. Also included in food production is how food products are developed through agricultural techniques such as irrigation, crop rotation, propagation and integrated pest management as well as how food is processed into value-added and non-perishable products.

**Food distribution** involves the networks of people, companies and institutions that transport, process, and store food from food production sites, such as farms, factories, or warehouses, before delivering it to stores or other entities that sell it to consumers.

**Food consumption** refers to all activities and processes by which an individual, society and culture acquires (e.g. purchases, strategizes, manages, ingests, digests) and utilizes (e.g. cooks, ritualizes, presents) food material that has been produced and distributed.

**Food recycling** is the series of activities, such as composting, where discarded food materials are collected, sorted, processed and converted into other materials and used in the production of new products.

**FIGURE 1.** The Food System Model



## CIRCUMSTANCES AND CONDITIONS AFFECTING FOOD

### What circumstances and conditions affect food?

Cultural, political, natural, and economic systems shape the way we understand the interrelated core components of the food system.

A **cultural system** is a set of shared values, norms, attitudes, traditions, customs, arts, history, institutions and experiences of a group of people. People may be culturally identified by race, age, ethnicity, language, national origin, religion, or other social categories or groupings.

A **political system** is a system of social relations and authority (power) that directs or governs people toward a common action or activity. Political systems involve the processes by which a culture's decisions are made, rules for group behavior are established, competition for positions of leadership is regulated, and the disruptive effects of disputes are minimized.

A **natural system** involves any type of system found in nature that is not human made. Examples of natural systems include ecosystems, physical, or biological systems.

An **economic system** is a collection of institutions, laws, activities, controlling values and human motivations that collectively provide a framework for decision making of individuals and groups in a society around material goods and services. In particular, global economic structures, including trade agreements and institutions, have a great impact on food systems. This system influences what to produce, for whom to produce, how much to produce, and how to organize resources to produce goods and services.

### Why is it important?

A major challenge for all of us in the 21st century is to understand how we create and maintain sustainable and healthy food systems. All people have a stake in how food is produced, distributed, consumed and recycled since all of our communities are intimately connected to issues of agriculture, food safety/sanitation, hunger and food accessibility, environmental sustainability and stewardship, nutrition and public health. Where our food comes from, how it is grown and consumed and subsequently recycled depends on the many contextual systems that address and meet the many challenges we face in the contemporary food system.

The degree to which community members can participate in and influence decision making around the local food system is determined in part by local governments as well as public and private institutions. Involving a broad span of stakeholders from various sectors of the food system in decision making ensures that related programs and policies are informed by actual experiences of people living and working in local communities. It also promotes more proactive approaches to planning and acknowledges the potential for collaboration between and across sectors of the food system. Finally, incorporating community voices in decision making ensures that the food system is grounded in the principles of social justice, democracy, and sustainability.

## Where is there more information?

Community Food Security Coalition

[www.foodsecurity.org](http://www.foodsecurity.org)

Cornell Cooperative Extension: Agriculture, Food & Communities

[www.cgap.org](http://www.cgap.org)

Food Systems Consortium

[www.foodsystemsconsortium.org](http://www.foodsystemsconsortium.org)

Leopold Center for Sustainable Agriculture

[www.leopold.iastate.edu](http://www.leopold.iastate.edu)

UCSC Center for Agroecology and Sustainable Food Systems

[zzyx.ucsc.edu/casfs](http://zzyx.ucsc.edu/casfs)

United States Department of Agriculture, Economic Research Service

[www.ers.usda.gov](http://www.ers.usda.gov)

World Hunger Year, Food Security Learning Center

[www.worldhungeryear.org/fslc](http://www.worldhungeryear.org/fslc)





# II. Production

## URBAN AGRICULTURE

### What is it?

Urban agriculture is the cultivation of food and other goods within the boundaries of cities. Within San Francisco, the potential for using community gardens, backyard gardens, vacant or underutilized lots, parks, greenhouses, and roof tops for food cultivation is significant. Urban agriculture encourages sustainable environments in urban neighborhoods, promotes health, creates gathering spaces for cultural exchange and recreation, revitalizes and beautifies abandoned areas and provides opportunities for entrepreneurship, active work and innovation.

### Why is it important?

*Producing Food* – Although San Francisco is a dense city, there is potential for food production within community and school gardens, as well as in other open spaces. Residents participating in urban agriculture, community gardening and open space preservation can grow food for their own consumption or can potentially sell produce grown in these areas.

*Neighborhood Beautification* – Open space, community and school gardens provide San Franciscans many opportunities to beautify the city. These spaces transform vacant asphalt, concrete or barren lots with greenery and bring visual beauty to public open space and other areas.

*Sustainable Urban Environments* – Supporting opportunities within San Francisco for urban agriculture improves our city's air and soil quality. Appropriate planting of drought tolerant and native plants reduces water usage for landscaping. Urban agriculture in San Francisco also ensures that parts of our city are preserved for natural environments that support biodiversity in plant life while also providing habitats for insects and birds. Finally, urban agriculture reduces the miles that food travels prior to consumption. Growing locally is more fuel efficient, less polluting, and has a positive impact on our environment.

*Health* – Urban agricultural sites provide San Franciscans with opportunities that promote active lifestyles and outdoor exercise. Additionally, these sites provide opportunities in health education, such as learning how to cook the food grown, tasting new types of produce, and understanding the nutritional benefits of fruits and vegetables. In addition, exposure to green spaces reduces stress, increases a sense of belonging and promotes mental health.

*Developing Social Connections* – Creating and promoting urban agricultural spaces provides opportunities for bringing people together, building community, involving and integrating residents, increasing civic participation, and encouraging trust and friendship. Neighborhood members can get to know each other, increase eyes on the street and residents can become more familiar with what is happening in their communities. Furthermore, open spaces, community and school gardens in San Francisco offer unique opportunities to teach youth not only about where food comes from but also academic skills as well as the importance of community stewardship and issues of environmental sustainability.

*Improving Institutional Practices* – Open spaces, community and school gardens can improve and integrate governmental organizations through cooperation, management and facility operations. These areas can strengthen cooperation between local organizations, government and residents. Residents can also become more involved and ensure better stewardship of public open spaces and urban gardens.

## **OPEN SPACE, COMMUNITY AND SCHOOL GARDENS**

### **How are we doing?**

San Francisco has for many years dedicated resources from the City's General Fund for the operation and capital improvements associated with park land. These funds are referred to as the Open Space Program Funds. Since the General Fund, and hence the Open Space Program funding were subject to the fluctuations of the economy, voters passed legislation in 2000 requiring a minimum annual allocation of \$150,000 for the support and maintenance of community gardens. If this money is not spent in its entirety within a year, the remainder is rolled over to the following year. Additionally, in the past, the creation or improvement of gardens has also been supported by Community Development Block Grant (CDBG) funding through the Mayor's Office of Community Development.

From 1993 to 2004, the San Francisco Recreation and Park Department contracted oversight of San Francisco's community gardens to the San Francisco League of Urban Gardeners (SLUG). Unfortunately, due to financial difficulties, SLUG was not able to continue providing this service. When SLUG's contract expired in June of 2004, the Recreation and Parks Department temporarily resumed the responsibility of overseeing the funding, management and upkeep of the gardens.

In an effort to address the void of services SLUG had once provided, gardeners and other concerned citizens came together to form San Francisco Garden Resource Organization (SFGRO). This is a group of dedicated volunteers seeking to meet the needs of community gardeners and to enhance the experience of gardening as a source of beauty, pleasure, food and community for all San Franciscans.



SFGRO has held a series of public gardening and committee meetings to identify the needs of community gardens and to formalize the common vision shared by these gardeners. In May of 2005, SFGRO acquired fiscal sponsorship from San Francisco Parks Trust (formerly known as Friends of Recreation and Park). SFGRO hopes to ensure a long and vibrant history of community gardening for San Francisco.

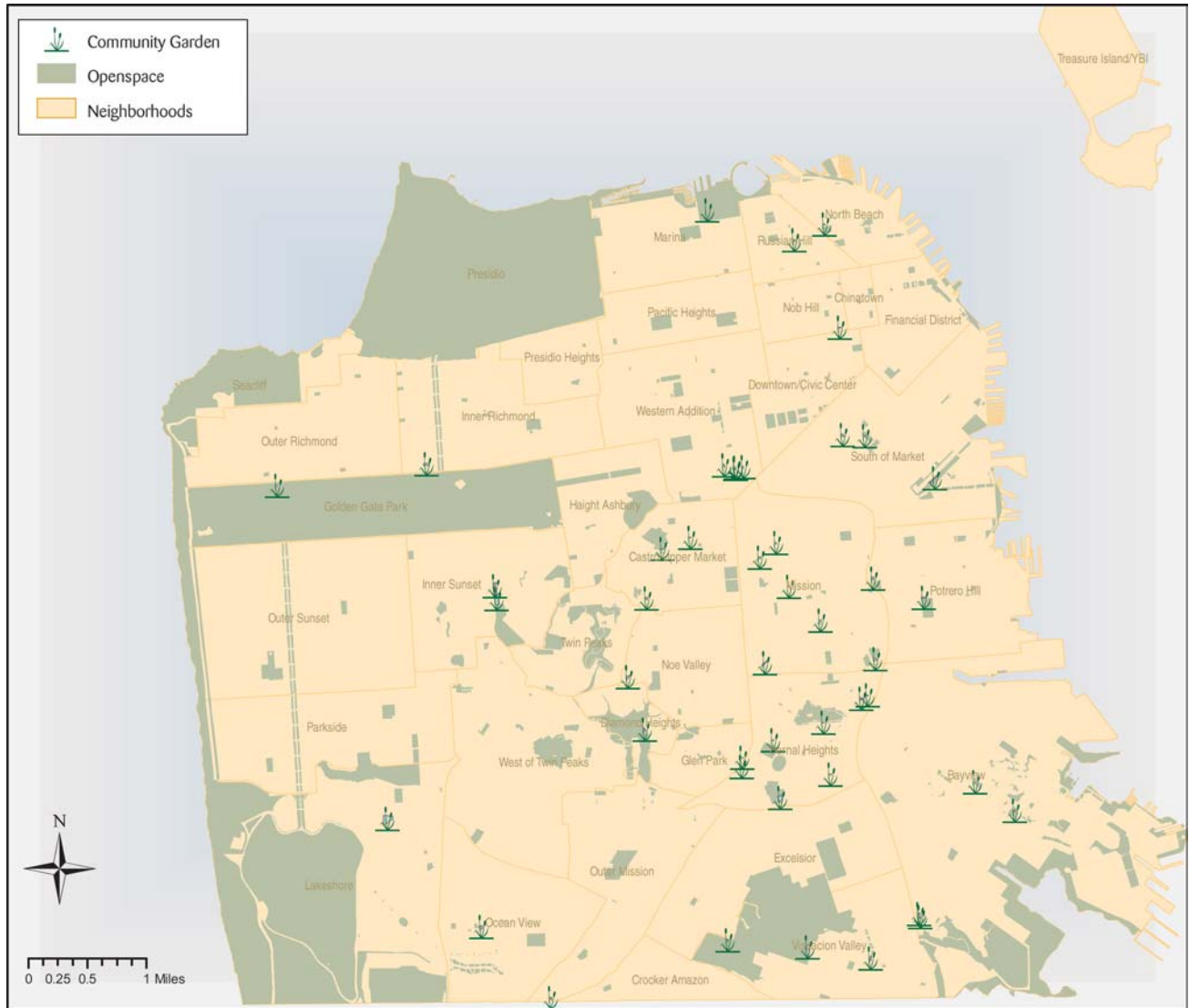
The Garden for the Environment (GFE) is a grassroots, non-profit project under the fiscal sponsorship of the Haight Ashbury Neighborhood Council (HANC), committed to supporting the sustainability of San Francisco's communities through gardening and urban environmental education. Funded by San Francisco Department of the Environment, GFE offers hands-on composting and organic gardening workshops, a three month Gardening and Composting Educator Training Program, school field trips and in-class presentations, informational brochures and volunteer gardening opportunities. The GFE's urban garden demonstrates water conservation, composting, urban beekeeping, container gardening, native plants, mushroom gardening, and urban food production. Staff are on hand two days a week to answer questions and provide tours to drop-in visitors, and are otherwise available for the public's gardening questions via email or telephone. The Garden for the Environment supports community gardeners by maintaining a community gardens contact list and environmental resource list which is posted on their website ([www.gardenfortheenvironment.org](http://www.gardenfortheenvironment.org)).

Although many of the community gardens operate under very similar rules and guidelines, an overall policy for San Francisco's community gardens is lacking. To ensure equal opportunity and public access to all gardens, the San Francisco Recreation and Park Department has formed a Community Gardens Policy Committee. This committee is developing an official policy which is expected to be recommended to the Recreation and Park Commission in March 2006.

### **Community Gardens**

San Francisco has 59 community gardens. While there are now 803 plots of differing sizes tended by 674 community gardeners, some gardens are in high demand while others are underutilized. There are over 178 people currently on waiting lists for plots at some gardens while other gardens have vacant plots.

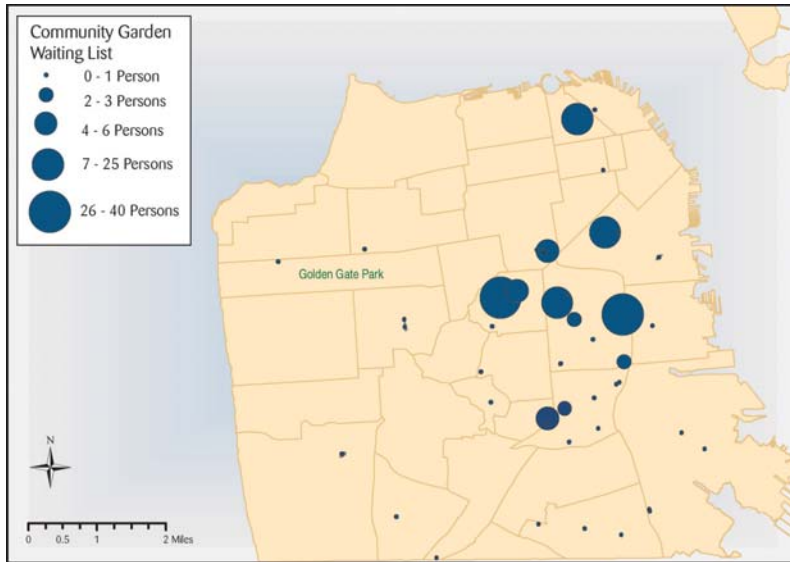
**MAP 1.** Sites of Community Gardens in Relation to Open Space



SOURCE: Garden for the Environment; San Francisco Planning Department; San Francisco Recreation and Park Department

Map 1 displays the spatial distribution of community gardens in relationship to open space areas of the city. It is important to understand not only how much of San Francisco’s open space is dedicated to community gardens but to identify opportunities for gardening. Many community gardens in San Francisco are concentrated in the center of the city in neighborhoods such as Castro/Upper Market, Mission and Bernal Heights. Neighborhoods such as the Outer Sunset do not have community gardens. Large open spaces are concentrated in San Francisco’s western neighborhoods where Lake Merced, Golden Gate Park and the Presidio are located as well as in central southern areas where McLaren Park is situated. Although every community garden is represented the same on the map, the size, management and upkeep differ considerably.

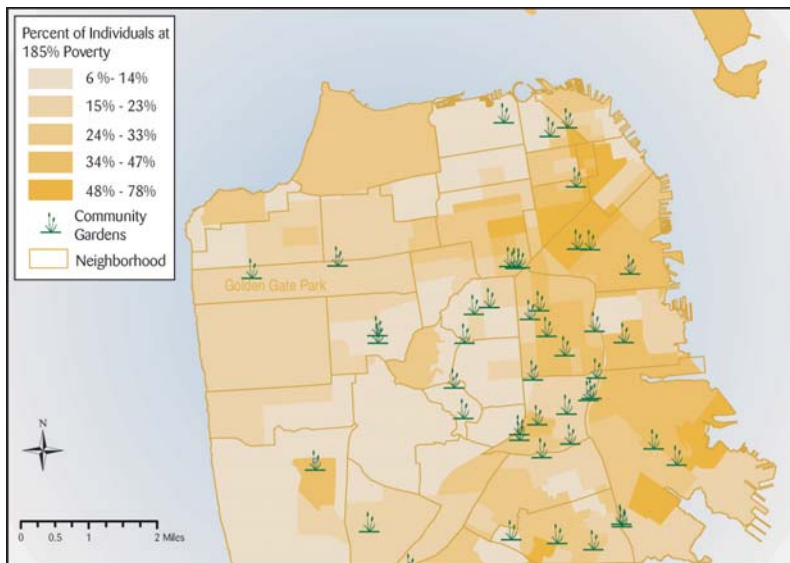
**MAP 2.** Waiting List for Community Gardens



SOURCE: Garden for the Environment; San Francisco Recreation and Park Department

Map 2 shows the number of people on the waiting list for each community garden. Some gardens have no waiting list while others have more than 40 people requesting a plot.

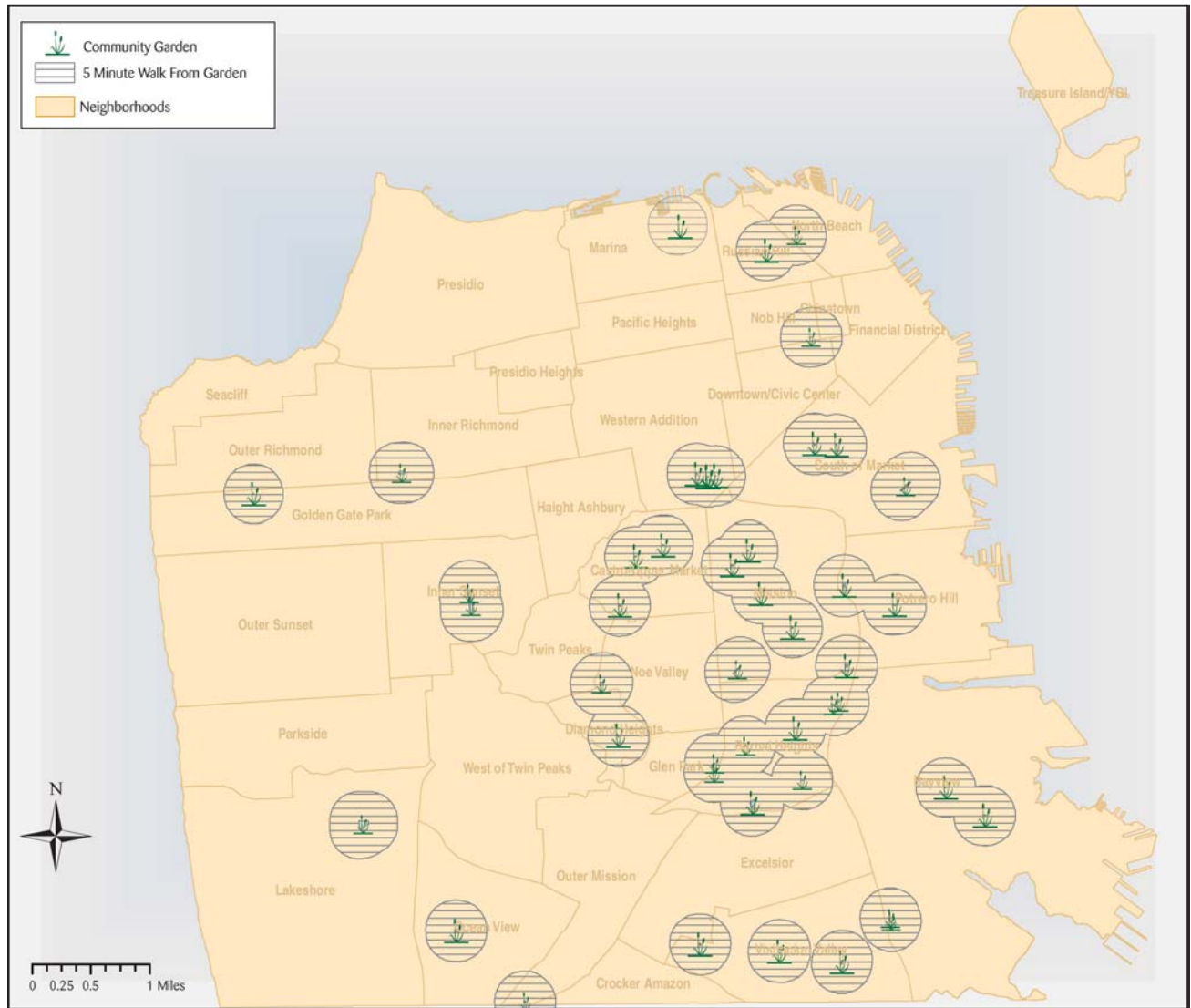
**MAP 3.** Community Gardens Compared to Population in Poverty



SOURCE: Garden for the Environment; San Francisco Recreation and Park Department; United States Census 2000

Map 3 illustrates San Francisco community gardens in relationship to the concentration of populations at or below 185% of the federal poverty level. Since residents living in poverty may be more vulnerable to hunger and food insecurity, cultivating opportunities for urban food production in these areas could improve residents' diet and nutrition.

**MAP 4.** Access to Community Gardens



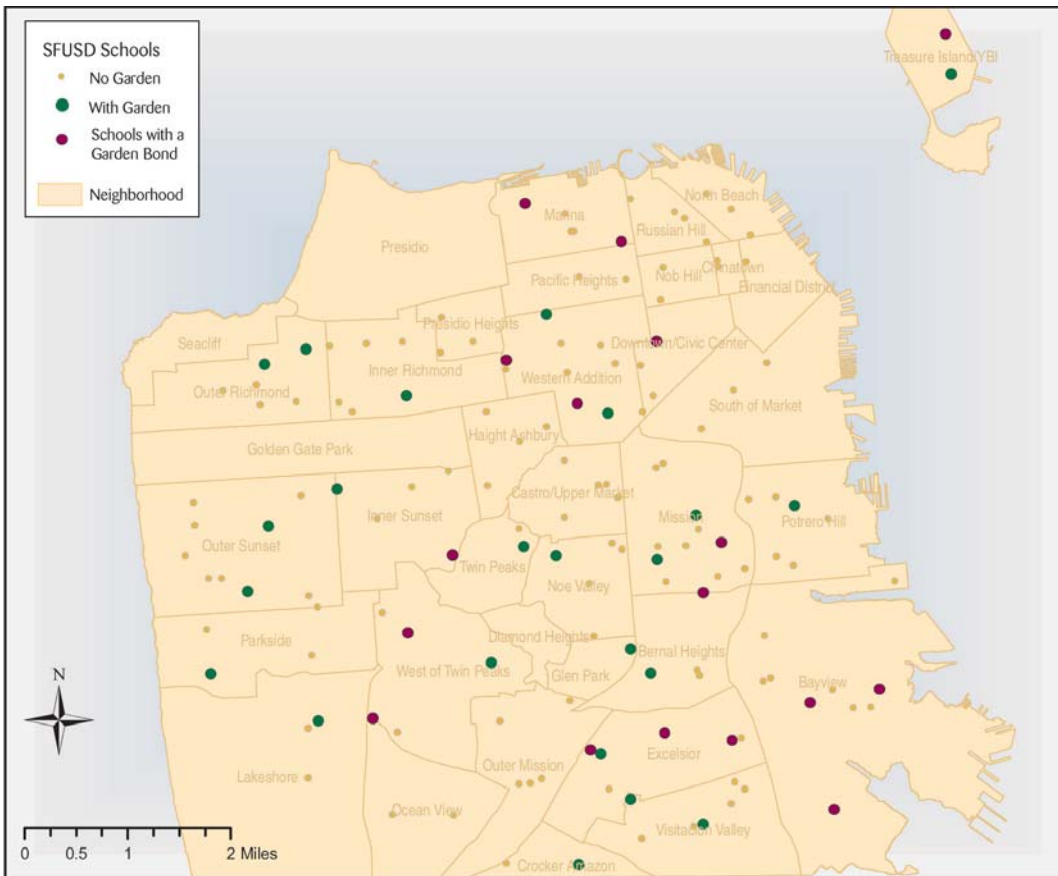
SOURCE: *Garden for the Environment*; San Francisco Recreation and Park Department

Map 4 displays all the community gardens in San Francisco with quarter mile boundaries showing neighborhoods that are in close proximity to a garden. Living close to a community garden affords residents greater access to the benefits of community gardens. Given San Francisco’s topography, it may be difficult or challenging for residents to access a garden if it is farther than a quarter of a mile.

### School Gardens

In 2004-05, a total of 30 schools, or 25% of the San Francisco Unified School District’s 119 schools, have gardens while 75% of the schools do not. In 2003, voters in San Francisco passed a school bond that included \$2 million for the greening of 17 schoolyards. Some of these schools already have beginning school garden programs so their share (\$100,000) of the \$2 million will be used to expand the already existing program. Others (about 10 of the 17) will use their \$100,000 to begin a program. Since 2003, educational school gardens were incorporated into the San Francisco Unified School District's Facilities and Master Plan. More information regarding the school bond and the greening of schoolyards can be found via the San Francisco Green School Yard Alliance ([www.sfgreenschools.org](http://www.sfgreenschools.org)).

**MAP 5.** San Francisco Unified School District – School Gardens



SOURCE: San Francisco Unified School District

Map 5 illustrates the location of school gardens in San Francisco during the 2004-2005 school year. Although every school garden is represented the same on the map, the size, management and upkeep differ.

### Where is there more information?

American Community Gardening Association  
[www.communitygarden.org](http://www.communitygarden.org)

City College Environmental Horticulture and Floristry Program  
[www.ccsf.edu/Departments/Environmental\\_Horticulture\\_and\\_Floristry/env](http://www.ccsf.edu/Departments/Environmental_Horticulture_and_Floristry/env)

City Farmer  
[www.cityfarmer.org](http://www.cityfarmer.org)

Garden for the Environment  
[www.gardenfortheenvironment.org](http://www.gardenfortheenvironment.org)

Neighborhood Parks Council  
[www.sfneighborhoodparks.org](http://www.sfneighborhoodparks.org)

San Francisco Green School Yard Alliance  
[www.sfgreenschools.org](http://www.sfgreenschools.org)

San Francisco GRO  
[www.sfgro.org](http://www.sfgro.org)

San Francisco Parks Trust  
[www.frp.org](http://www.frp.org)

San Francisco Recreation and Parks Department  
[www.sfgov.org/site/recpark\\_index.asp](http://www.sfgov.org/site/recpark_index.asp)

## PRODUCTION IN SAN FRANCISCO

### How are we doing?

The San Francisco Department of Public Health's Agriculture Program compiles crop statistics and publishes the annual San Francisco County Agricultural Crop Report. The Department enforces agricultural standards by inspecting wholesale produce at various markets as well as producers in San Francisco.

San Francisco currently has 6.6 acres out of a total of 31,360 acres (0.02 %) within the country dedicated to the production of farm products such as wheat grass, bean sprouts, soybeans and alfalfa, as well as processed products such as tofu. Total sales of local farm products and farm production are valued under \$2 million dollars. In San Francisco, crops are produced in nurseries, greenhouses and hydroponic facilities.

### Where is there more information?

San Francisco Department of Public Health, Agriculture Program  
[www.sfdph.org/eh/Agriculture.shtml](http://www.sfdph.org/eh/Agriculture.shtml)

San Francisco Department of Public Health Crop Report  
[www.sfdph.org/eh/agr/CCSF\\_CropReport04.pdf](http://www.sfdph.org/eh/agr/CCSF_CropReport04.pdf)





# III. Distribution

## FOOD DISTRIBUTION

### What is it?

Food distribution is the process of getting food products from producers to consumers. More specifically, food distribution relies on transportation and storage infrastructures, food safety and handling procedures, and marketing. Therefore, food distribution is comprised of a large network of complex operating and management systems involving coordination, organization, purchasing and delivery of food goods and services from producers to consumers.

### Why is it important?

Distribution is an important part of the food system because it gives producers the opportunity to sell their products to consumers across a larger geographic area, and consumers the opportunity to access a wider variety of foods. A growing number of people are interested in knowing where their food comes from. Did the farmer receive a living wage? Was the environment being polluted? Were pesticides and/or antibiotics used routinely? Was the working condition of people who grew or processed the food safe and just? How were the animals treated? How far did the food travel? Currently, most food labels are silent about all of these questions. Distribution directly from a farm or farmer makes it easier to answer these questions, as does working with a distributor that focuses on sustainable agriculture. Food that is distributed across shorter distances supports people, farms, and businesses closer to San Francisco.

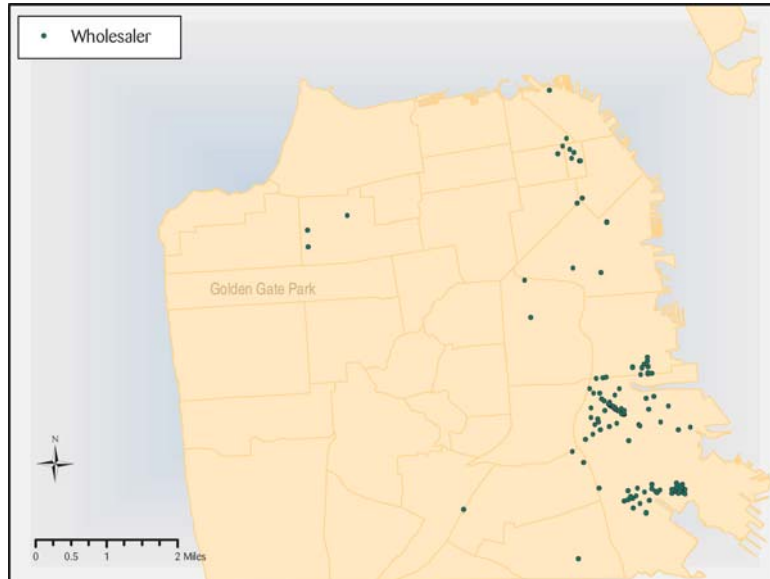
## WHOLESALERS

### Why is it important?

In most metropolitan areas, food distribution is handled by food wholesalers that act as intermediaries between producers and consumers. Food wholesalers sell food products and other goods to businesses in large quantities. Sales to retail businesses, merchants, manufacturers, industrial firms, commercial, and other businesses are done on a large scale, allowing a diverse number of food products to be funneled and distributed in one place, thus bringing efficiency into food distribution. Among food wholesalers, there is an opportunity to support sustainable food producers as well as consumers' and retailers' preferences by sourcing and offering sustainably grown agricultural products.

## How are we doing?

### MAP 6. Wholesalers in San Francisco



Source: ESRI; San Francisco Department of Public Health

Map 6 spatially illustrates the location of all wholesalers in San Francisco. The majority of food wholesalers are located in the southeast sector of the city. Many food wholesalers need large warehouse facilities that can hold or store food, as well as house trucks or other transportation vehicles.

San Francisco is home to a number of organic produce wholesalers, such as Veritable Vegetable, Earl's Organic and Greenleaf Produce, that buy products from farmers and shippers, transport them to a central location, and re-sell them in smaller quantities to retail outlets, restaurants and other regional distributors. Wholesalers such as these are increasing consumers' access to organic produce.

San Francisco serves as a port of entry and exit for food products from and to the U.S. market. The main points of activity for distributing food products are the San Francisco Produce Terminal and the San Francisco International Airport. There are a number of local businesses that ship seeds, plant life and food overseas. These businesses are regulated by the San Francisco Agriculture Program located within the San Francisco Department of Public Health.

### Where is there more information?

Organic Trade Association  
[www.ota.com](http://www.ota.com)

San Francisco Wholesale Produce Market (Produce Terminal)  
[www.sfproduce.org](http://www.sfproduce.org)

## COMMUNITY SUPPORTED AGRICULTURE (CSA)

### What is it?

Community supported agriculture (CSA) is an arrangement where consumer shareholders purchase farm products directly from a local or regional farmer in advance in exchange for a regular delivery (weekly, biweekly, monthly) of in-season crops produced by the farm. Farm products are generally delivered by the farm to drop off sites in one or more neighborhoods.

### Why is it important?

Community supported agriculture plays an important role in the San Francisco food system by providing an innovative way for farmers to market their products.

*Supporting small farms* – CSAs provide a more profitable market for small farmers. Generally farmers receive only \$0.20 for every \$1.00 spent on food sold through conventional distribution channels.<sup>1</sup> However, by selling directly to consumers through CSA arrangements, farmers receive much more money for their products.

*Seasonality/Place-based farming* – CSAs create a direct connection between urban consumers and farms. They provide a deeper understanding among subscribers of how food is produced and what it takes to run a farm. Through participation in a CSA, subscribers become connected to a seasonal food supply and become invested in farming.

*Shared ventures, shared harvests* – As CSA subscribers buy shares in a CSA, they commit to a farm's seasonal harvest. In doing so, they help sustain a family farm by sharing the risk of farming. Harvest allotments in CSA boxes are based on the growing season and environmental conditions, such as weather, insects, and plant diseases.

*A new way of connecting to farms* – Subscribers of CSAs benefit from learning new ways of cooking and using seasonal produce. Often CSA boxes include food recipes and information about products that many subscribers may not be familiar with or have experience using. In addition, many CSA farms provide an opportunity for subscribers to visit their farm and promote agro-tourism.

### How are we doing?

There are approximately 17 farms from our region which deliver CSA shares to San Francisco. Each CSA is unique and has a different system for delivery. Some have several drop-off sites and times throughout the city, while others deliver to subscribers' homes.

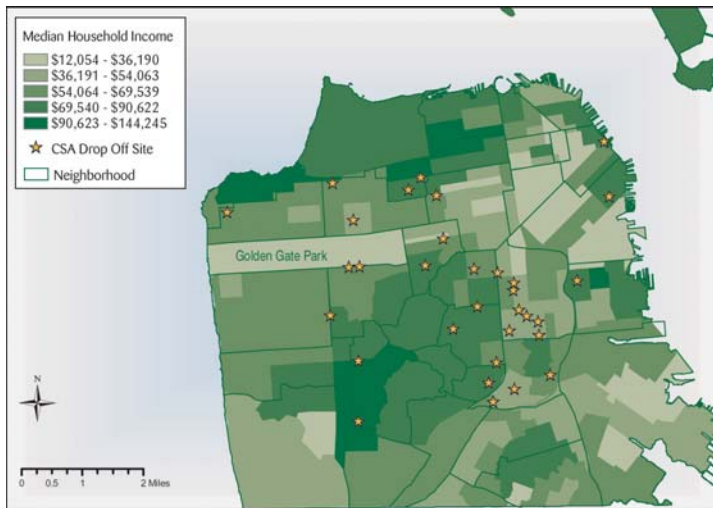
**MAP 7.** CSA Farms that Deliver to San Francisco by Zip Code



SOURCE: Local Harvest; Om Organics; San Francisco Food Alliance

Map 7 identifies where CSA farms that deliver produce to San Francisco are located by zip code. Some zip codes host multiple CSA farms delivering to San Francisco. Many of the CSA farms that come to San Francisco are within 120 miles of the city.

**MAP 8.** CSA Drop Off Sites Compared to Median Income By Census Tract



Source: Local Harvest; Om Organics; San Francisco Food Alliance; United States Census 2000

Map 8 illustrates where CSA farms deliver fresh produce in San Francisco compared to median household income.

### Where is there more information?

Local Harvest

[www.localharvest.org](http://www.localharvest.org)

Om Organics

[www.omorganics.org](http://www.omorganics.org)

Robyn Van En Center Community Supported Agriculture Resources

[www.csacenter.org](http://www.csacenter.org)

## FARM TO SCHOOL

### What is it?

“Farm to school” is a general term that is used to describe efforts that connect schools with local agriculture. Farm to school is a broad concept and can include such activities as taste tests, classroom presentations, and field trips to farms and/or to farmers’ markets. This concept is included in the Distribution chapter because some farm to school programs alter institutional food service by introducing products from local/regional farmers into the school meal programs.

### Why is it important?

Farm to school is important because by adopting such a model, schools can improve the freshness and appeal of cafeteria meals, provide a more hands-on introduction to nutrition and natural sciences, support the surrounding farm economy, and increase communities’ understanding of the importance of local agriculture, environmental protection, and farmland conservation.



### How are we doing?

The San Francisco Unified School District (SFUSD) supported a number of different farm to school activities during the 2004-05 school year. A pilot salad bar project was implemented in one elementary school to increase the amount of fresh fruits and vegetables offered and to feature product from smaller, sustainable farms in California. A nutrition education project housed in the SFUSD School Health Programs Department provided fruit and vegetable taste tests, cooking demonstrations, farmers' market field trips, and family nutrition nights to students and parents at 14 elementary schools. Gardening and composting activities have been supported in some school sites by a variety of individuals and organizations, such as the San Francisco Department of the Environment's *Food to Flowers!* Program.

As far as institutional food service is concerned, several challenges prevent SFUSD from implementing widespread changes in food procurement and preparation at this time. Most kitchens in SFUSD are not equipped for preparing meals from raw ingredients. High labor costs in the district also make this change cost-prohibitive. When it comes to sourcing produce, the school district is required to follow a public bidding process for major purchases, so fresh produce is now sourced through one contracted vendor/distributor. Advocates have worked with the SFUSD to ensure that the annual produce bid include language around sourcing from California farms to the greatest extent possible, however this does not include specifications on farm size or growing methods. The SFUSD Student Nutrition and Physical Fitness Policy gives preference to "products grown, processed and/or packaged in California and to products which are certified organic." This provision specifically targets food and beverages sold via vending machines, à la carte sales and other food fundraisers. San Francisco Food Systems is currently researching ways to incorporate farm fresh produce from regional family farms that could meet the needs of the school district and its school meal programs.

### Where is there more information?

National Farm to School Program

[www.farmtoschool.org](http://www.farmtoschool.org)

San Francisco Food Systems, Farm to School Report

[www.sffoodsystems.org/pages/farm\\_school.html](http://www.sffoodsystems.org/pages/farm_school.html)

San Francisco Department of the Environment *Food to Flowers!* program

[www.sfenvironment.com/aboutus/school](http://www.sfenvironment.com/aboutus/school)

San Francisco Unified School District, School Health Programs

[www.sfusd.k12.ca.us/health/shpd/shpd.html](http://www.sfusd.k12.ca.us/health/shpd/shpd.html)

San Francisco Unified School District, Student Nutrition Services

[portal.sfusd.edu/template/default.cfm](http://portal.sfusd.edu/template/default.cfm)



## FARM TO RESTAURANT

### What is it?

“Farm to restaurant” is a general term that is used to describe a distribution link between restaurants and farms. A significant amount of food in San Francisco is consumed at restaurants, and local chefs are increasingly adding seasonal and locally sourced food to their menus by purchasing directly from local farms. Cooperative groups, comprised of local chefs and other organizations and non-profits, are also forming to facilitate direct sales to restaurants by local farms.

### Why is it important?

This farm to restaurant model is important because it allows chefs and restaurant owners/managers to add freshness, variety, and seasonality to their menus and to run more sustainable businesses that acknowledge and reward small farmers and food producers. Because farm to restaurant programs support area farmers, they contribute to the economic vitality of our region and state.

### How are we doing?

While it is difficult to track exactly how many individual restaurants are buying directly from farms, this practice is becoming increasingly popular in San Francisco. Many chefs purchase directly from farmers, while other organizations like Om Organics facilitate the marketing of local organic farm products to San Francisco restaurants. As of April 2005, 28-45 restaurants were participating in Om Organics' Farm to Restaurant program supporting 24-36 farmers.

### Where is there more information?

Om Organics

[www.omorganics.org](http://www.omorganics.org)





# IV. Consumption

## Retail

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### RETAIL FOOD STORES

#### What is it?

Retail food stores are businesses where people buy food products that will be used for preparation and consumption at another site. Based on categories established by the United States Department of Labor and the Economic Research Service of the United States Department of Agriculture, the types of food stores discussed in this section are grocery stores, supermarkets, convenience stores, fruit and vegetable markets, cooperative stores, delicatessens, meat and fish stores, bakeries, candy stores and dairy stores. (Definitions found in Methodology section).

#### Why is it important?

*Accessibility* – Achieving an adequate diet depends on one’s ability to physically access a food store. If barriers prevent an individual or household from accessing retail food stores, buying and consuming food becomes more challenging. Research has shown that in many low-income neighborhoods supermarkets are absent, while smaller grocery or convenience stores are more likely to be available.<sup>1</sup>

*Affordability and Availability* – It is important to understand the different types of food stores in a community because the food offered at each differs in terms of price, freshness, quality and variety. Supermarkets typically offer the widest variety of food and have the lowest prices. Smaller stores, such as grocery or convenience stores have been shown to have higher prices, charging an average of 10% more than supermarkets, and some stores a much higher percentage.<sup>2</sup> Additionally, small grocery stores often do not have fresh produce and offer more highly processed foods.<sup>3</sup> Low income households often deal with higher prices charged in small neighborhood stores by purchasing lower cost, less nutritious food, which can lead to health problems.<sup>4</sup> Though small grocery stores are found in both affluent and less affluent areas, in low income areas these are often the only retail food stores available.

People access food stores in several ways, through walking, driving or through public transportation. Research indicates that a reasonable walking distance to a supermarket is within five minutes, or ¼ mile, and for private vehicles two miles.<sup>5</sup> City residents relying on public transportation may face challenges accessing food. Multiple bus lines and transfers may be required in order to reach a retail food store. Also, transit lines are not always reliable, safe, and may not be running during the time when a person may need to go to the store. Furthermore, the difficulty some residents experience with carrying heavy bags of food on buses may limit or determine what kinds of food they purchase.

*Health* – Some food retail stores have become increasingly sensitive to the concept of healthy eating and have promoted healthy foods. Improved sourcing and distribution and the allocation of greater shelf space have all contributed to the increased availability to consumers of a wider range of fruit and vegetables. Retail food stores also have been successful in replacing products with healthier alternatives or increasing shelf space for healthier items. Also, many food retail stores have provided health education with their in-store healthy eating brochures, recipes and signage.

### How are we doing?

San Francisco has approximately 1,488 food stores, ranging from grocery stores, supermarkets and convenience stores to fruit and vegetable markets. Based on Standard Industry Code (SIC) classification data, Figure 2 below indicates that San Francisco has 616 grocery stores and 80 convenience stores. According to SIC classification, food stores that mainly carry snack items and beverages (both alcoholic and non-alcoholic) are categorized as grocery stores. While technically categorized as grocery stores, some of these would not necessarily be considered appropriate food outlets for a community to rely on for overall health and food security.

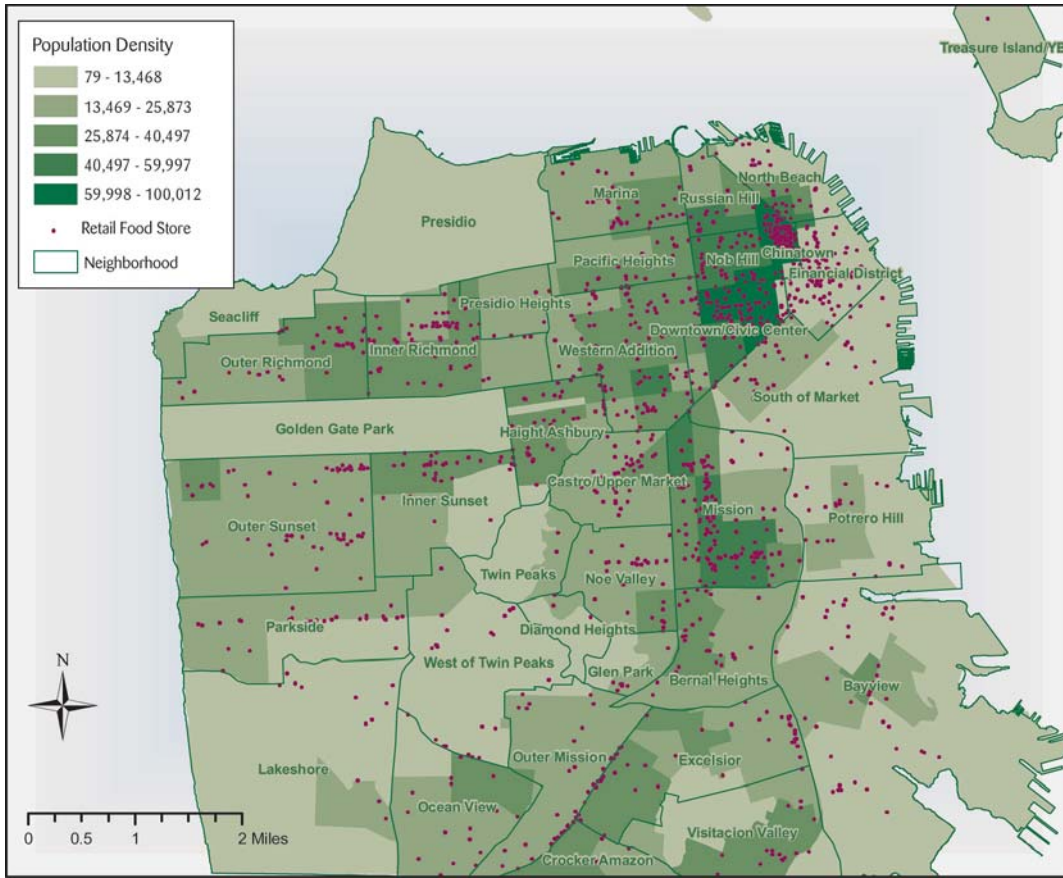
NOTE ON FOOD STORE DATA: Detailed and accurate information is difficult to collect on food stores because the information is owned by private industry. Stores are not required by law to publicly publish their information. However, the federal government established the Standard Industry Code (SIC) classification to assist statistical analysis of industries. SIC directories of food stores are maintained by private research groups. The information for this indicator uses a SIC directory and was obtained from Dun & Bradstreet. While every attempt was made to ensure the accuracy of the data, some establishments may have been incorrectly categorized or mislabeled.

**FIGURE 2.** Number of Food Stores by Type in San Francisco

Type of store	number	Type of store	number
Supermarket	55	Meat Fish Market	71
Grocery stores	616	Bakery	223
Convenience store	80	Dairy	15
Fruit & Vegetable Market	60	Candy Nut Conf	39
Cooperative store	1	Misc.	254
Delicatessen store	74	<b>Total</b>	<b>1488</b>

SOURCE: Dun and Bradstreet

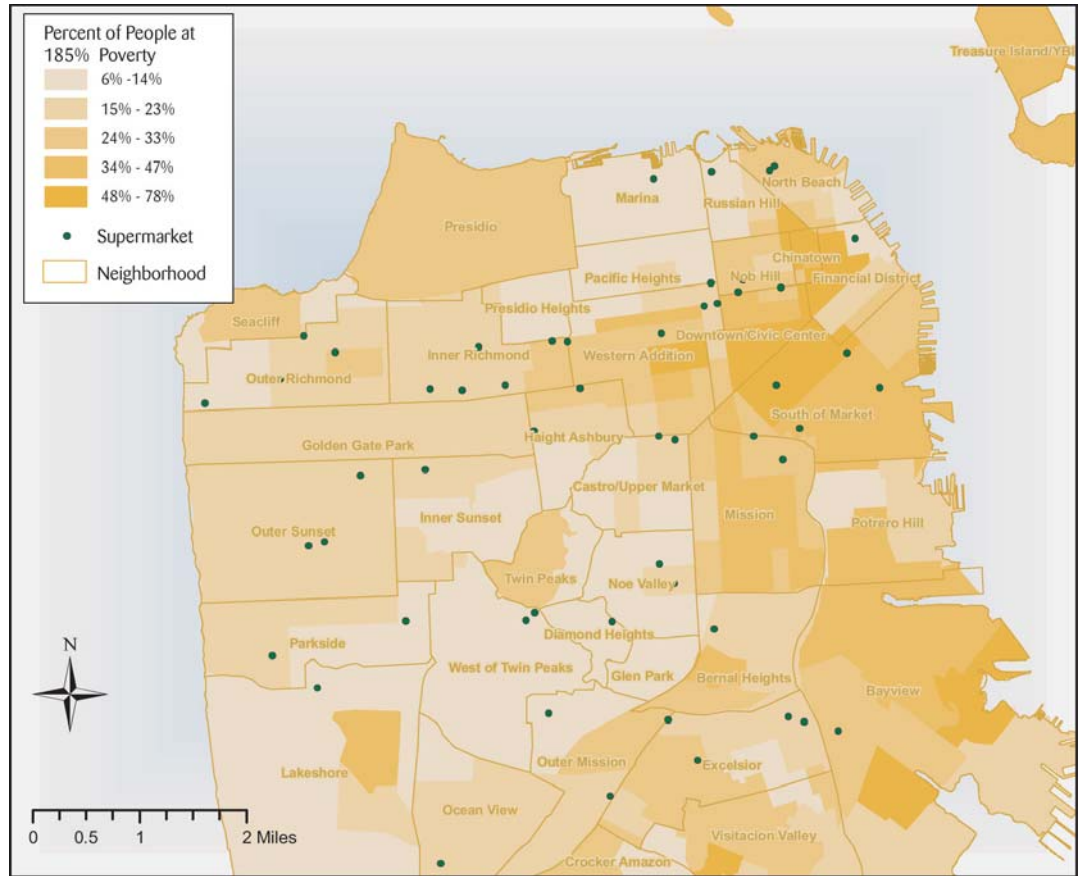
**MAP 9.** Retail Food Stores Compared to Population Density



SOURCE: Dun and Bradstreet; United States Census 2000

Map 9 shows the distribution of supermarkets, grocery stores, convenience stores and fruit and vegetable markets located in San Francisco compared to population density. The map shows a higher number of stores in the areas with higher population densities. The cluster of stores in the financial district represents a significant number of stores that are only open during the weekdays and cater to office workers during business hours.

**MAP 10.** Supermarkets Compared to Population at 185% Poverty

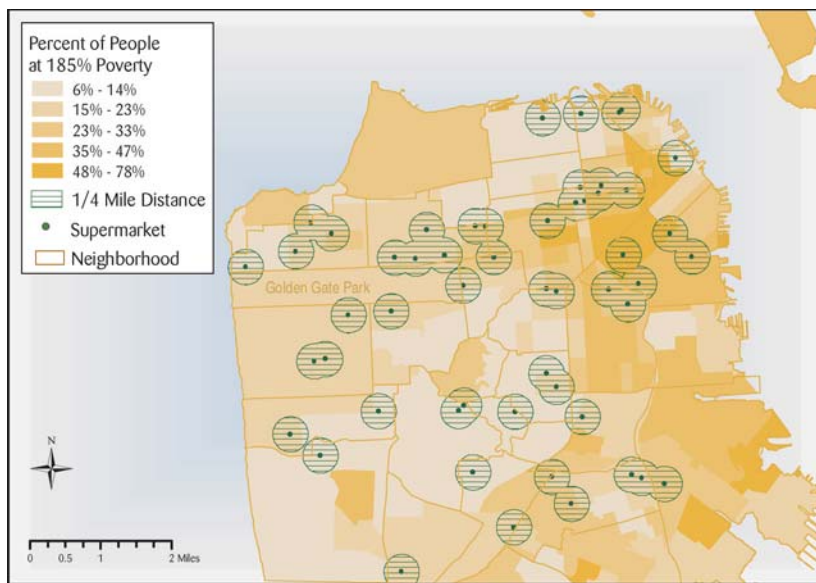


SOURCE: Dun and Bradstreet; United States Census 2000

Map 10 illustrates the distribution of supermarkets and the percentage of people at or below 185% poverty level. San Francisco has a supermarket in or near most neighborhoods, except the southeast quadrant. Treasure Island does not have a supermarket and is lacking in food retail.



**MAP 11.** Pedestrian Accessibility to Supermarkets Compared with Population in Poverty

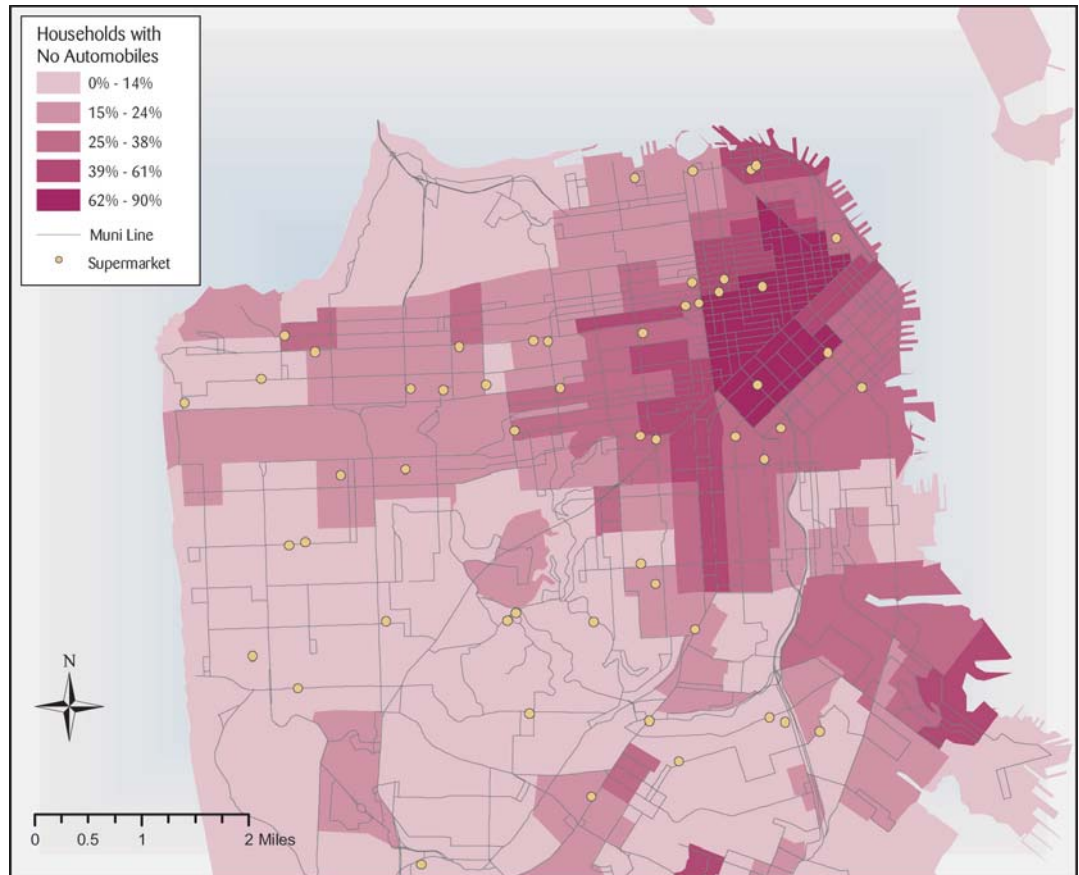


SOURCE: Dun and Bradstreet; United States Census Bureau 2000

Map 11 outlines areas in the city which are within a five minute walking distance from a supermarket and the percentage of people at or below 185% poverty. For pedestrians, the coverage is limited, indicating that residents in certain areas of the city (e.g. areas within southeast quadrant) would have to walk long distances in order to access a supermarket. In addition, the map does not indicate topography and therefore does not take into account areas of the city which may be an access barrier for residents due to steep grades of hills. Furthermore, socio-cultural issues such as violence and gang lines are not captured in this map and are important factors in determining access.

While this map visually illustrates considerable supermarket coverage, a more detailed analysis of accessibility could look into the qualitative differences between supermarkets such as price mix and quality.

**MAP 12.** Accessibility to Supermarkets via Public Transportation for Households with No Vehicle



SOURCE: Dun and Bradstreet; San Francisco Municipal Railway; United States Census Bureau 2000

In Map 12, the lighter color points to areas of the city with higher vehicle ownership and the darker colors show areas with lower vehicle ownership. A large portion of the households in the northeast and southeast quarter of the city does not own vehicles.

Public transportation lines are widely available throughout most areas of San Francisco. Despite an extensive public transportation system in San Francisco, residents may still find challenges to using a bus or a street car in order to access a food retail store. For example, on certain bus lines some people may not feel comfortable or safe riding with bags of groceries. Additionally, schedules, reliability, and station locations may all be barriers to using public transportation.

There are efforts underway to increase access to fresh and nutritious foods. For example, the *Good Neighbor Project* is a partnership between a community based organization, Literacy for Environmental Justice, and city departments that provides economic and other incentives to corner stores in the Bayview Hunters Point neighborhood when these stores agree to replace less nutritious foods with healthier fresh foods while reducing tobacco and alcohol advertising.

### Where is there more information?

Dun and Bradstreet  
[www.dnb.com](http://www.dnb.com)

Food Marketing Institute  
[www.fmi.org/facts\\_figs/resourcelist.html](http://www.fmi.org/facts_figs/resourcelist.html)

Literacy for Environmental Justice  
[www.lejyouth.org](http://www.lejyouth.org)

San Francisco Department of Public Health  
2004 Youth Envision's Good Neighbor Program in Bayview Hunters Point: A Case Study  
[www.sftfc.globalink.org/lej.pdf](http://www.sftfc.globalink.org/lej.pdf)

San Francisco Redevelopment Agency  
[www.sfgov.org/site/sfra\\_index.asp](http://www.sfgov.org/site/sfra_index.asp)

## FARMERS' MARKETS

### What is it?

Farmers' markets are food retail outlets where farmers sell fresh produce to the public. Many times, farmers' markets also feature prepared foods such as breads, jams, honey, oils as well as other food products such as fish and meat.

### Why is it important?

*Social/Cultural* – Farmers' markets serve as gathering places that connect rural areas to urban communities and often serve as opportunities for urban residents to meet farmers who are growing their food. These markets also provide a space for community members to mingle and get to know each other, as they often have music and other informational or community resource booths in addition to food vendors.

*Economy* – Farmers' markets provide a way for consumers to purchase healthy, nutritious food that is often cheaper than in supermarkets. While shoppers at some farmers' markets can purchase higher quality food at more reasonable prices than at grocery stores, farmers receive a much larger percentage of the profit selling at farmers' markets.

*Health* – Farmers' markets are an important source of high quality fresh fruits and vegetables, which are key components of a healthy diet. Consumers are also exposed to different varieties of seasonal produce.

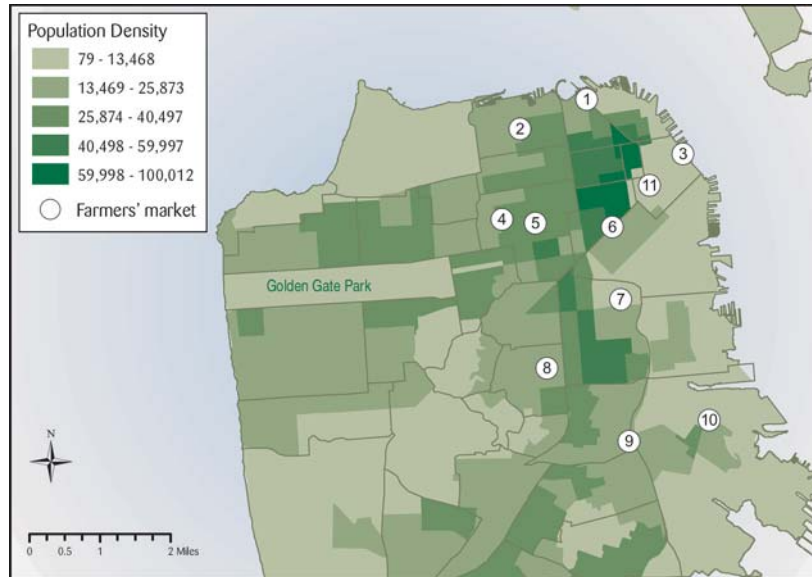
*Accessibility* – Similar to retail stores, access to farmers' markets is affected by the location, prices, days and the hours they are open. Additionally, the proximity of a market affects accessibility.

See also *Distribution* and *Urban Agriculture* Sections for additional discussions on why it is important to support regional farmers.

### How are we doing?

As of April 2005, San Francisco has eleven farmers’ markets, with others in the planning process. Figure 3 shows the days that these markets are open. Currently, there are six markets open on Saturday, and there is at least one market open every day during the week except Monday and Friday. However, not all of the markets are open year round.

**MAP 13.** Farmers’ Markets Compared to Population Density



SOURCE: San Francisco Food Systems; United States Census Bureau 2000

The map above shows the farmers’ markets in San Francisco compared to population density. Markets are mainly in the eastern areas of the city. Seven of the markets accept food stamps as well as WIC and Senior Farmers’ Market Nutrition Program coupons (see the *Food Assistance* section for more information). Numbers in the map correspond to those in Figure 3.

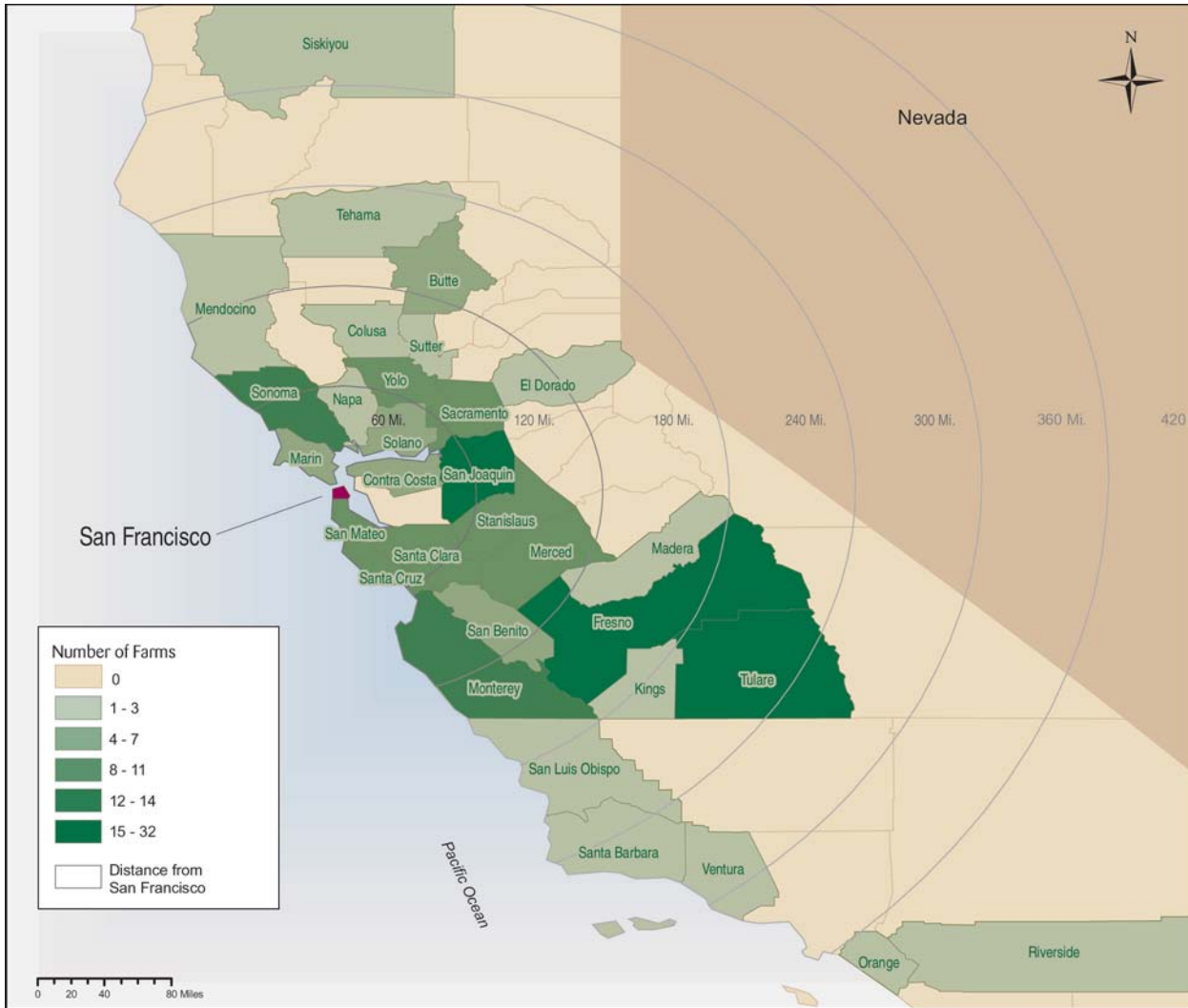
**FIGURE 3.** Farmers’ Markets in San Francisco

Farmers’ Market	# of Farms Attending	Sun	Mon	Tue	Wed	Thu	Fri	Sat
1 Cannery	20-25							X
2 Marina	15-25							X
3 Ferry Plaza	12-60*	X		X		X		X
4 Kaiser Hospital	6				X			
5 Fillmore	25							X
6 Heart of the City	35-65*	X			X			
7 Mission Village	Not Available							X
8 Noe Valley	15							X
9 Alemany	80							X
10 Bayview	3-5							X
11 Galleria	20					X		

\*The number of farms at the market depends on the day.

SOURCE: San Francisco Department of Public Health; San Francisco Food Systems

**MAP 14.** Farms Coming into San Francisco for Farmers' Markets



SOURCE: San Francisco Department of Public Health

Map 14 shows the counties which have farmers coming into the city to sell their product at one or more farmers' markets. The darker colored counties have a higher number of farmers coming to San Francisco and the lighter have fewer farmers.

There are a total of approximately 250 farms coming into the city to sell at farmers' markets. However, some farms participate in multiple markets in San Francisco. The counties with the largest number of farms selling their produce at San Francisco markets are Fresno, San Joaquin, and Tulare.

**FIGURE 4.** Number of Farms Coming to Farmers' Markets Per Day of the Week

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Number of farms	63	0	18	57	26	0	178*

\* Data was unavailable for Saturday at Mission Village farmers' market.

SOURCE: San Francisco Food Systems; San Francisco Department of Public Health

Figure 4 shows the number of farmers coming to San Francisco each day for all farmers' markets. Many farmers come to multiple farmers' markets in San Francisco each week, and some farmers come to multiple markets in San Francisco on a single day.

### Where is there more information?

Alemany Farmers Market

[www.sfgov.org/site/alemany\\_index.asp](http://www.sfgov.org/site/alemany_index.asp)

Cannery Farmers Market at Del Monte Square

[www.delmontesquare.com](http://www.delmontesquare.com)

Center for Urban Education about Sustainable Agriculture (CUESA)

[www.cuesa.org](http://www.cuesa.org)

Galleria Farmers Market

[www.cafarmersmkts.com](http://www.cafarmersmkts.com)

Heart of the City Farmers Market

email: [hocfarmersmarket@aol.com](mailto:hocfarmersmarket@aol.com)

Farmers' Market Resource Kit

[www.sagecenter.org](http://www.sagecenter.org)

Marina Farmers Market

[www.cafarmersmkts.com](http://www.cafarmersmkts.com)

Mission Village Market

[www.cellspace.org/market/](http://www.cellspace.org/market/)

Noe Valley Farmers Market

[www.noevalleyfarmersmarket.com](http://www.noevalleyfarmersmarket.com)

Pacific Coast Farmers Market Association (Bayview, Fillmore, Kaiser)

[www.pcfma.org](http://www.pcfma.org)



# Food Assistance and Charitable Feeding

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## HUNGER AND FOOD INSECURITY

### What is it?

Food assistance and charitable feeding programs exist to protect Americans against hunger and food insecurity. *Hunger* is defined as an uneasy or painful sensation caused by a lack of food.<sup>6</sup> *Food insecurity* refers to limited or uncertain availability of nutritionally adequate and safe foods or limited or uncertain ability to acquire adequate foods in ways that are socially acceptable.<sup>7</sup>

In 1995, a multi-question Food Security Supplement was added to the Current Population Survey administered by the United States Census Bureau in order to gauge households' food security status. Prior to the development of this survey tool and in periods when it is not being administered, the best gauge of hunger and food insecurity in a population is through the use of poverty data, since poverty is the primary reason that a household or individual experiences food insecurity.

The 2003 USDA Household Food Security Survey showed that 11.2% of the population of the United States was food insecure with 3.5% experiencing hunger.<sup>8</sup> Food assistance programs such as those described in this section exist to increase food security and reduce hunger by providing access to food and nutrition for low income people.

### Why is it important?

Because of the growing numbers of Americans in poverty, food insecurity is one of our country's most serious and complex problems. Chronic hunger and persistent food insecurity bear a heavy burden on individuals and households. For example, hunger and food insecurity among children can result in days missed from school, low participation in class, stunted growth, and frequent illness. In addition, adults who experience hunger and food insecurity are at higher risk of food-related diseases, lost days at work, increased mental illness or stress and increased sense of social isolation. Overall, these problems have a negative impact on a community's health, productivity and sociocultural development.

## FOOD ASSISTANCE

### What is it?

Food assistance encompasses federal nutrition assistance, commodity distribution, charitable food and food recovery programs.

*Federal System* — The United States Department of Agriculture and the United States Department of Health and Human Services are the primary agencies responsible for nutrition assistance and food distribution programs. The United States Department of Agriculture (USDA) administers programs on food, agriculture, natural resources and related issues. There are 15 federal nutrition programs funded through the USDA.

Within the budget for the USDA, programs are classified as entitlement, mandatory or discretionary. Programs classified as entitlement are required to provide funding to all individuals, qualified agencies and organizations requesting funding. In mandatory programs, Congress must by law annually appropriate funding to the program. Discretionary programs are appropriated funding at the discretion of Congress.<sup>9</sup>

Entitlement programs include the Food Stamp Program and child nutrition programs including the National School Lunch Program, School Breakfast Program, Summer Food Service Program, and Child and Adult Care Food Program. Discretionary programs include the Special Supplemental Program for Women, Infants and Children (WIC), Commodity Supplemental Food Program (CSFP) and WIC Farmers' Market Nutrition Program (FMNP). Mandatory programs include The Emergency Food Assistance Program (TEFAP) and the Senior Farmers' Market Nutrition Program.<sup>10</sup>

Within the 2005 USDA budget of almost \$95 billion,<sup>11</sup> programs are classified as mandatory (including entitlement programs) and discretionary. In 2005 approximately 22% of USDA spending is categorized as discretionary and 78% as mandatory.<sup>12</sup> Nutrition programs fall under both categories. From 2004-2005, the amount of discretionary spending fell by \$720 million while the amount of mandatory spending increased by about 10% or \$5 billion. During 2005 an estimated 55% of USDA budget outlays are expected to be for food and nutrition.<sup>13</sup>

The United States Department of Health and Human Services' (DHHS) Administration on Aging (AoA) administers the Elderly Nutrition Program (ENP). This program provides grants to support nutrition services for the elderly through the country including congregate and home-delivered meals to seniors, and the Nutrition Services Incentive Program (NSIP) which can be either cash or commodities. The total budget for 2005 for nutrition programs through DHHS is \$719 million.<sup>14</sup>

Operation of these federal food programs relies on networks of local and state agencies, community based organizations, churches, schools, businesses, funders and residents. Additionally, because of the underutilization and inadequacy of federal food programs, the immediate food needs of residents vulnerable to food insecurity and hunger are addressed by a local and national network of organizations providing charitable food donations and distributions.

### Why is it important?

Food assistance programs are designed to serve multiple purposes including hunger prevention, health promotion, distribution of agricultural surpluses, nutrition and cognitive development, and economic support.

*Hunger prevention* — Food assistance programs provide food to people who might otherwise go hungry. Many individuals and families rely on food assistance to support or supplement their ability to buy or acquire food. Participation rates in food assistance programs are an important indicator in the food system because they indicate the population in a community that is unable to meet their basic food needs with household income alone. They also show the number of residents accessing federal resources and the number who potentially could access these resources.

*Health promotion* – Food assistance programs promote the health and well being of individuals and families that may not be getting adequate nutrition or enough food for energy to participate in school or work. Ensuring that people do not go hungry promotes health, cognitive development and reduces diet related illnesses. Further, the prevention of nutrient deficiencies in critical stages of development can have a greater health impact across a lifetime.

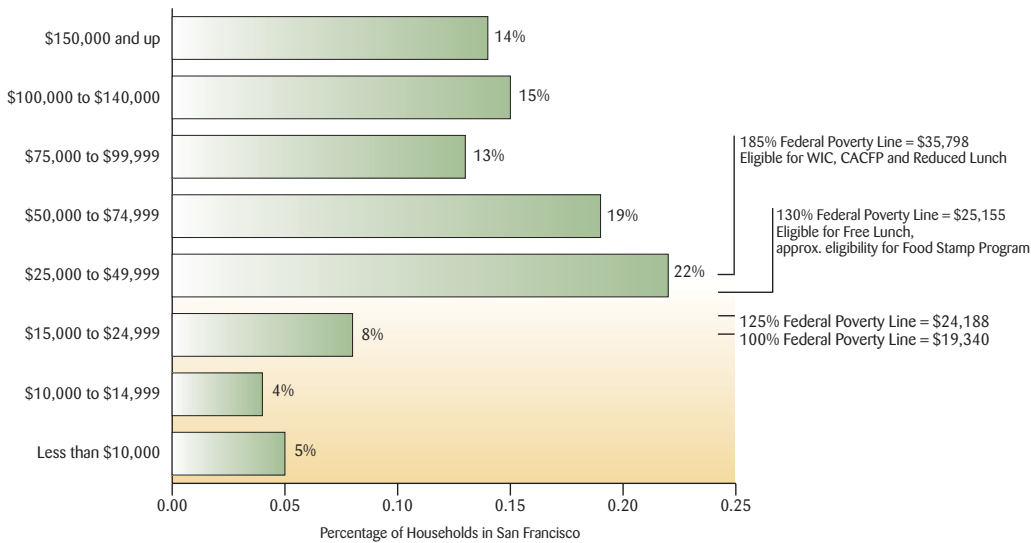
*Economic supports* – Federal dollars invested in food assistance programs provide economic supports not only to participating individuals and families, but to the local economy as well. Stores, restaurants and farmers can benefit from funds earmarked for food purchases.

Data around eligibility for and participation in food assistance programs are used in a number of non-food related areas. These numbers can determine an institution or community’s eligibility for public or private grant funding, be used in academic research or in policy and advocacy activities.

**How are we doing?**

Although San Francisco is known for having a high standard of living, hunger and food insecurity still exist across the city’s diverse neighborhoods and populations. In the 2000 Census, 86,585 of San Francisco’s 776,733 residents (or 11.14%) were at 100% of the federal poverty level. The 2005 Federal Poverty Guidelines for a family of four is \$19,350 in the 48 contiguous states. However, this federally-set guideline is not an appropriate gauge for measuring poverty in a city like San Francisco where the cost of living is so high. According to the California Budget Project, a family of four with two working parents would have to make \$53,728 in order to achieve a modest standard of living in San Francisco.<sup>15</sup> Figure 5 shows the level of income a family of four would need in order to be eligible for federal food programs.

**FIGURE 5.** San Francisco Family Income\* Distribution Compared to Food Programs



\*Assumes a family of four

SOURCE: Northern California Council for the Community; United States Census 2000; United States Department of Health and Human Services.

Because the cost of living is so high compared to the rest of the United States, a significant number of households in San Francisco have incomes above the federal poverty lines but are still unable to meet their basic food needs. San Franciscans who cannot afford to buy food at retail sites may supplement their diets with food from government subsidized food assistance programs or with food from charitable feeding sites. According to the San Francisco Food Bank, nearly 150,000 San Franciscans are at risk for hunger (i.e. live at or below 150% of the federal poverty line). This translates to one in every four children and one in every five adults. Results from the most recent California Health Interview Survey (CHIS 2003) indicate that 43,000 or 26.3% of the 165,000 low income adults in San Francisco (ages 18+, at or below 200% federal poverty line) are food insecure.<sup>16</sup> In the 2001 CHIS, 29.7% were food insecure and 9.9% experienced episodes of involuntary hunger due to lack of economic resources. This survey relied not only on household income information, but also asked interviewees specific questions around the food available in the home over the past 12 months.

## FEDERAL ASSISTANCE PROGRAMS: THE FOOD STAMP PROGRAM

### What is it?

The Food Stamp Program has been called the "first line of defense" against hunger. It represents the largest amount of federal funds earmarked for the nutrition of low income people. All individuals eligible for the program are entitled to participate in the program. In 2005, the Food Stamp Program is budgeted at over \$34 billion, and is estimated to serve 24.9 million people nationally.<sup>17</sup> This program has the broadest eligibility and the most outlets for redeeming benefits, allowing recipients a choice in the type of food they purchase. Since 2002, California began converting food stamp benefits from paper coupons to electronic benefit transfer (EBT). The State's EBT card is called the "Golden State Advantage" card.

In a high cost of living area like San Francisco where over 16% of renters (or 35,000 households) are spending more than 50% of their income for housing,<sup>18</sup> the Food Stamp Program is important since it provides additional resources for low income people to buy food. Food Stamp funds also contribute to the overall economy of a community. According to USDA Economic Research Service, \$1 in food stamps spent at local businesses results in \$1.84 in local economic opportunities for the community.

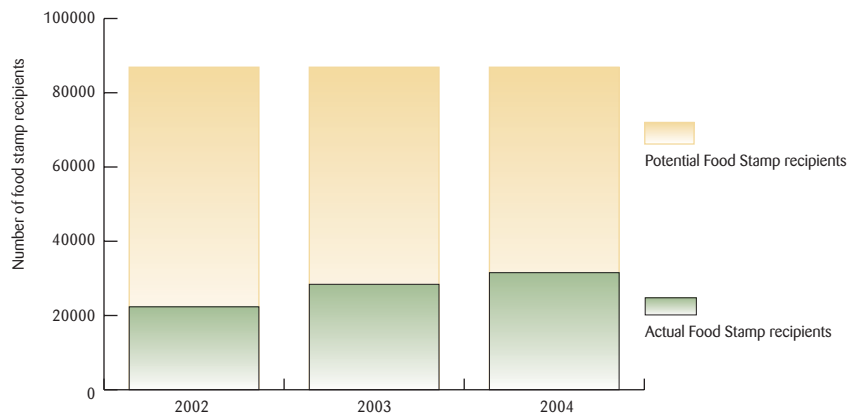
### How are we doing?

Measuring the number of food stamp eligible households in a community with Census data can be difficult. The food stamp eligibility guidelines are determined by several factors, including income, type and number of residents residing in the household, resources, employment, and immigrant status. Furthermore, in California, low income seniors and disabled are ineligible for the Food Stamp Program if they receive cash assistance from Supplemental Security Income/State Supplementary Payment (SSI/SSP) program. Households which do choose the SSI/SSP option are not included in the food stamp participation rates.

Unfortunately, California is ranked last in terms of food stamp participation nationally.<sup>19</sup> Food stamp eligible individuals may experience many types of barriers to accessing the program. For example, in California there are a large number of immigrants. Immigrant populations may not be accessing food stamps due to fears around deportation or other repercussions, and a lack of access to correct information. Additionally, another barrier in California is the requirement for fingerprint and photo imaging.

The Food Stamp Program uses a sliding scale in the dollar allotments individuals receive. In 2004, the average monthly value of food stamps issued to food stamp recipients in San Francisco was \$94, higher than the national average of \$85.78.<sup>20</sup> However, some individuals, such as those with incomes between 100% and 130% of the poverty line, are often eligible to receive allotments of less than \$20 per month. This low allotment discourages individuals from completing the application process, and therefore increases the number of residents that are eligible but not participating.

**FIGURE 6.** Food Stamp Participation in San Francisco versus Potential Food Stamp Participation

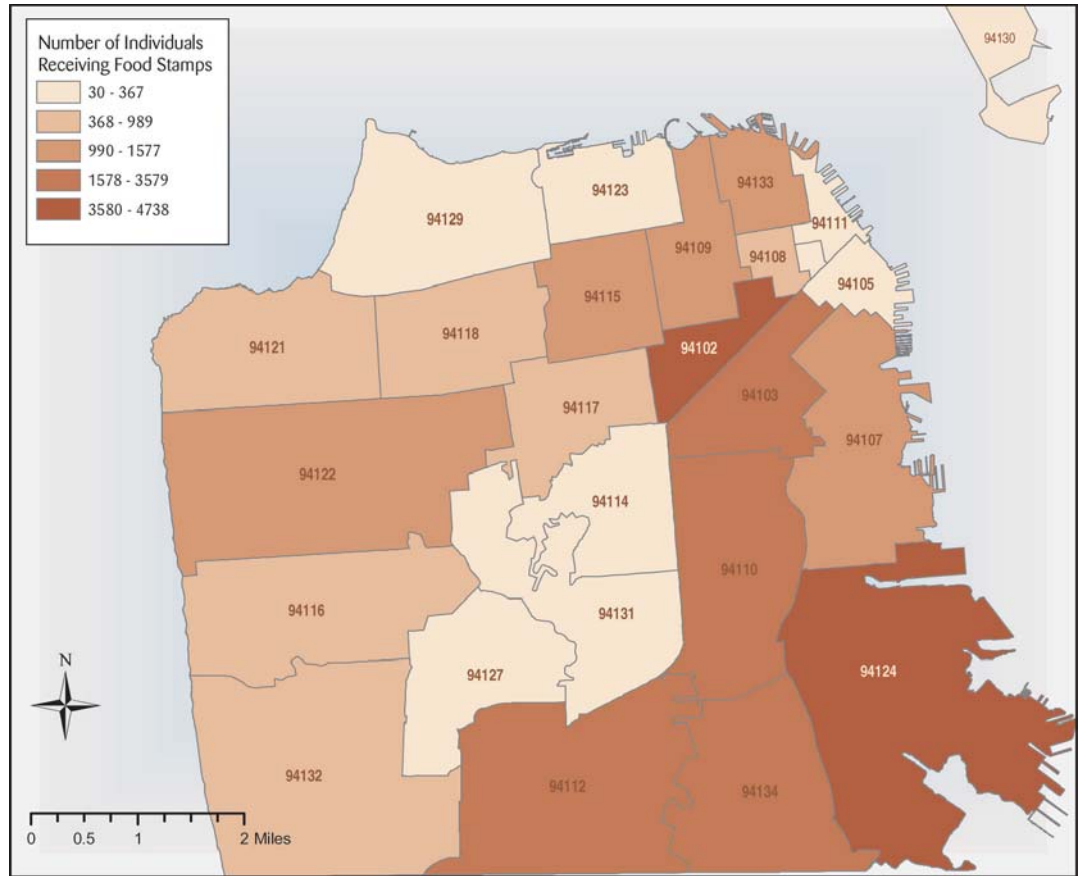


\*NOTE: Actual Food Stamp Recipients figured by using May figures of each year; Potential Food Stamp Recipients figured by looking at residents living at 100% of poverty or less. According to the United States Census, 86,585 San Franciscans are at 100% of poverty. Following California Food Policy Advocates methodology, using the 100% FPL rather than 130% FPL helps to adjust for other eligibility factors.<sup>21</sup>

SOURCE: United States Census 2000; San Francisco Department of Human Services.

Figure 6 shows food stamp participation in San Francisco as well as estimated potential food stamp participation. The total number of food stamp recipients in San Francisco in May 2002 was 22,334. By May of 2003 this number had increased by 27% to 28,405. In May 2004 there were 11% more food stamp recipients or 31,533. In May 2005, this figure remained stable at 31,445.<sup>22</sup> In spite of this trend, there is still a large opportunity to increase the number of participants. The total value of food stamp benefits issued to residents of San Francisco in 2002 was \$25,578,531. This figure increased by 22% to \$31,448,081 in 2003 and by 13% in 2004 to \$35,798,227.

**MAP 15.** Distribution of Individuals Receiving Federal Food Stamps in San Francisco

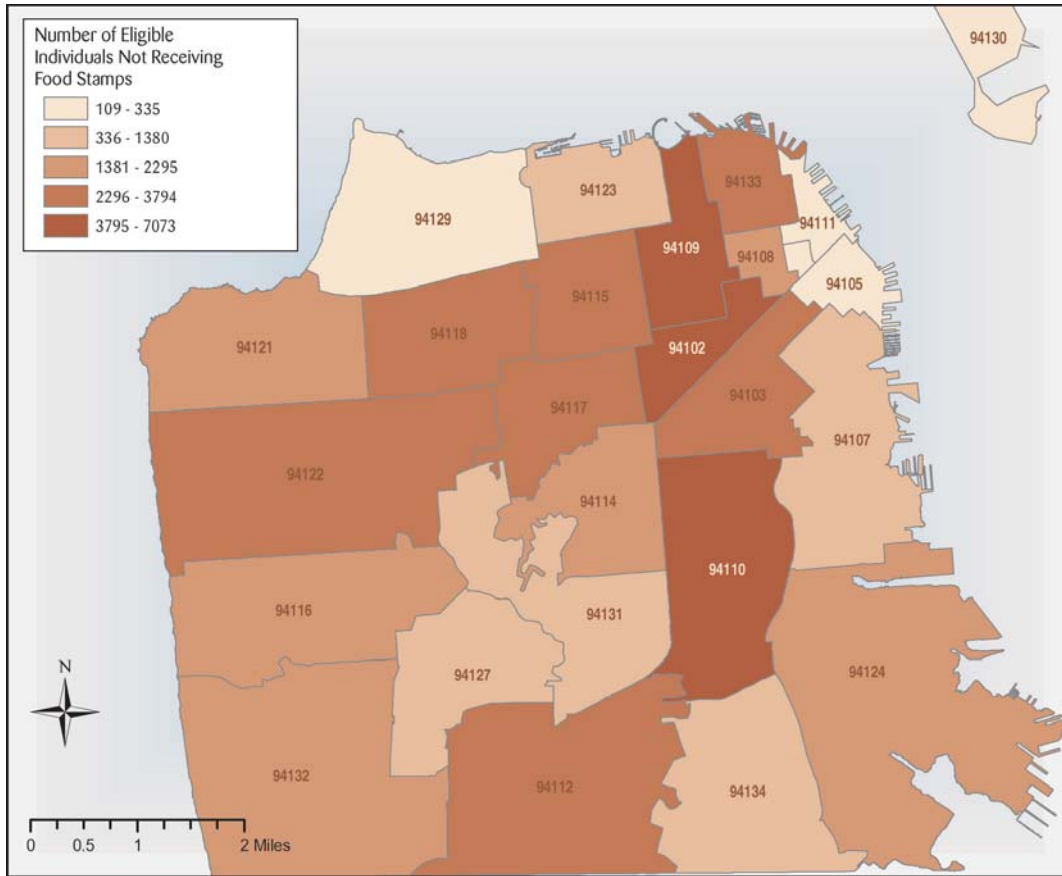


SOURCE: San Francisco Department of Human Services

This map shows the number of San Franciscans receiving food stamps by zip code. The zip codes with the highest concentrations of food stamp recipients are in the Bayview Hunters Point neighborhood, located in the southeast quadrant of the city, and in the Tenderloin, located in the central area of San Francisco. Other areas of San Francisco that show higher numbers of individuals enrolled in the Food Stamp Program are the Excelsior, Visitacion Valley, the Mission, South of Market and Chinatown and parts of the Richmond and Sunset.



**MAP 16.** Estimated Number of Eligible Households Not Receiving Food Stamps



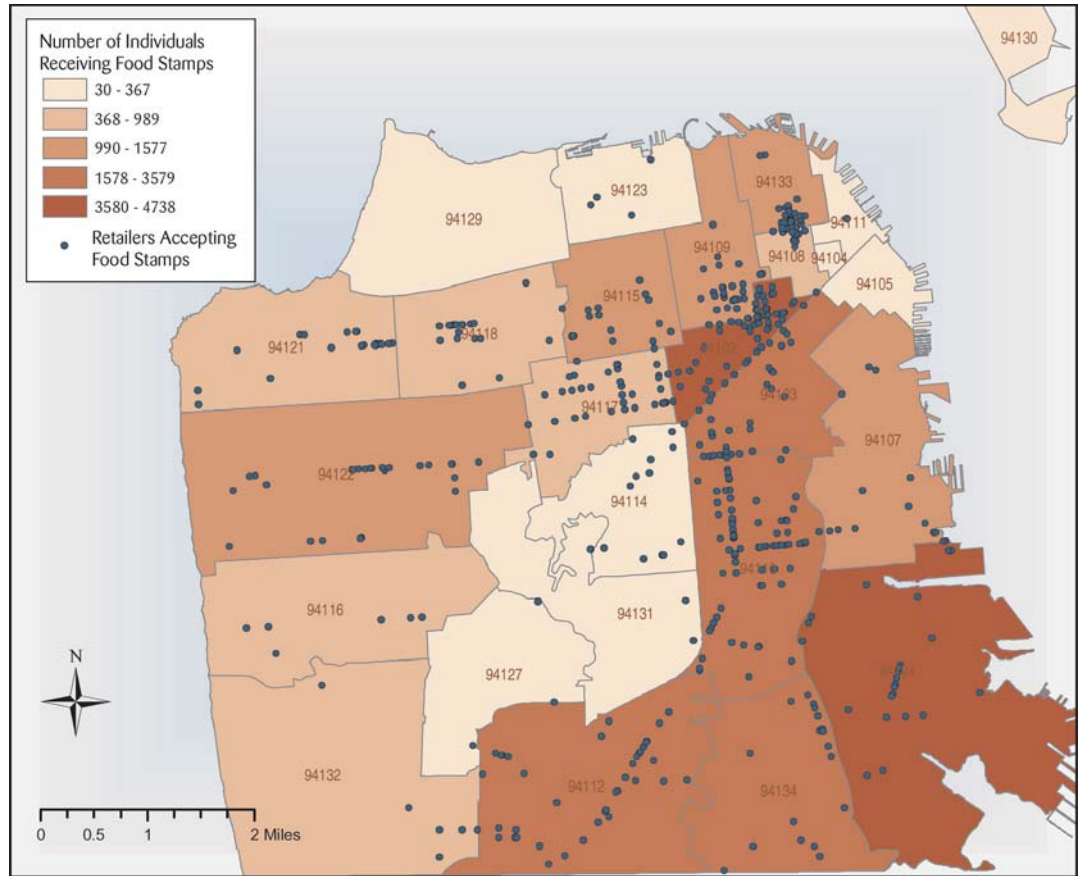
NOTE: See *Methodology* for map calculations.

SOURCE: San Francisco Department of Human Services; United States Census 2000

This map points out the Mission, Tenderloin, parts of the Marina, Chinatown and Polk neighborhoods as having the highest number of eligible households not enrolled in the Food Stamp Program. In addition, the Inner Richmond, Sunset, Western Addition, Oceanview Merced Ingleside (OMI), Excelsior, and South of Market neighborhoods have high numbers of households eligible but not enrolled. Food stamp outreach efforts that target these areas may increase food stamp utilization in San Francisco and provide households with increased resources to buy food. Data for Treasure Island (94130) is not complete and therefore may not show eligible numbers accurately.

The San Francisco Department of Human Services has been actively working with community organizations to conduct food stamp enrollment as well as pilot innovative ways to increase food stamp utilization.

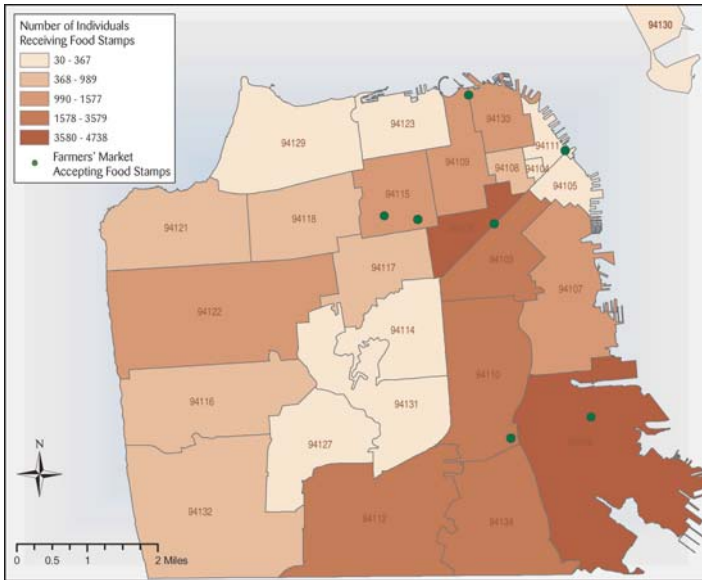
**MAP 17.** Retailers Accepting Food Stamps Compared to Individuals Receiving Food Stamps



SOURCE: San Francisco Department of Human Services

This map illustrates the location of retail food stores that accept food stamps. The highest concentration of food stores accepting food stamps are clustered around the Chinatown and Tenderloin neighborhoods and along Mission Street. The dark area of this map shows where high numbers of food stamp recipients reside. This map indicates there are potential opportunities for retailers in other areas of San Francisco to accept food stamp dollars. The Bayview Hunters Point neighborhood has fewer opportunities for food stamp recipients to utilize their food stamps.

**MAP 18.** Farmers’ Markets that Accept Food Stamps



\* NOTE: The Alemany Farmers’ Market is included in this map. This market is scheduled to begin accepting food stamps in Fall 2005.

SOURCE: San Francisco Food Systems

This map illustrates farmers’ markets that accept food stamps in relation to where food stamp recipients reside. There are a total of seven farmers’ markets in San Francisco that currently accept food stamps. These farmers’ markets offer an opportunity for food stamp recipients to buy a large variety of produce from local farmers that is often fresher and less expensive than what is found in grocery stores.

**Food Stamp Restaurant Program**

San Francisco Department of Human Services piloted a program in 2004 allowing participating restaurants to accept food stamps/EBT from homeless, disabled, and senior residents unable to prepare their own food. Because of the program’s success, all counties in California may now develop similar programs. San Francisco’s program is the largest in the country with over \$500,000 in annual restaurant transactions. The distribution of restaurants accepting food stamp/EBT cards is important because some qualified individuals receiving food assistance do not have access to a kitchen and/or are disabled and cannot cook for themselves. The large majority of restaurants participating in this program are in the Civic Center area.

**FIGURE 7.** Food Stamp Redemption Rates at Restaurants

	2003	2004
Number of Transactions	69,591	91,305
Total Dollar Amount	\$450,000	\$511,000

SOURCE: San Francisco Department of Human Services

## Where is there more information?

California Food Policy Advocates  
[www.cfpa.net](http://www.cfpa.net)

Food Research Action Center  
[www.frac.org/html/federal\\_food\\_programs/programs/fsp.html](http://www.frac.org/html/federal_food_programs/programs/fsp.html)

San Francisco Department of Human Services  
[www.sfgov.org/site/dhs\\_index.asp](http://www.sfgov.org/site/dhs_index.asp)

State of California Health and Human Services Agency  
[www.chhs.ca.gov](http://www.chhs.ca.gov)

United States Census Bureau  
[www.bls.census.gov/cps/foodsecu/2002/usenot02.pdf](http://www.bls.census.gov/cps/foodsecu/2002/usenot02.pdf)

United States Department of Agriculture, Economic Research Service, Briefing Room on Food Security  
[www.ers.usda.gov/Briefing/FoodSecurity](http://www.ers.usda.gov/Briefing/FoodSecurity)

United States Department of Agriculture, Food and Nutrition Program  
[www.fns.usda.gov/fsp](http://www.fns.usda.gov/fsp)

World Hunger Year  
[www.worldhungeryear.org](http://www.worldhungeryear.org)

## FEDERAL ASSISTANCE PROGRAMS: SPECIAL POPULATIONS (SENIORS, MOTHERS, CHILDREN)

### What is it?

The food assistance programs in this section provide seniors, mothers and children access to food and nutrition assistance as well as other supportive services such as nutrition education.

#### Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)

WIC serves low income pregnant, postpartum, and breastfeeding women, and children under five years old at nutritional risk by providing vouchers which are to be used for purchasing specific items (e.g. milk, cheese, eggs, cereal) at grocery stores. This program also provides nutrition education and health care referrals. In 2005, the total amount of WIC funding is estimated to be \$5.5 billion nationally.<sup>23</sup>

In addition to the regular WIC program, the WIC Farmers' Market Nutrition Program provides a limited number of coupons worth \$10-30 that can be used to purchase produce at local farmers' markets between May and November. The WIC Farmers' Market Nutrition Program is also a discretionary USDA program; however, this program requires states to contribute 30% in matching funds. In 2005, federal funding for the WIC Farmers' Market Nutrition Program was approximately \$20 million.<sup>24</sup>

**Senior Programs** (Elderly Nutrition Program, Congregate Feeding, Home-Delivered Meals, Nutritional Services Incentive Program and the Senior Farmers' Market Nutrition Program)  
 The Elderly Nutrition Programs are administered by the Department of Health and Human Services Administration on Aging and provide funding and commodities to states for distribution and delivery to older adults. Congregate Nutrition Services provide meals in a group

setting to adults over 60 years of age. Home-Delivered Meal Services deliver meals to home-bound seniors who are incapacitated due to physical and/or mental conditions. The Nutrition Services Incentive Program provides additional funds or commodities for meals for seniors. Funding for the Elderly Nutrition Programs is allocated each year through the federal budget.

The Senior Farmers' Market Nutrition Program is a mandatory USDA program that provides a limited amount of \$20 coupons annually to low income seniors for the purchase of produce at farmers' markets from May to November. The Senior Farmers' Market Program does not require state match. In 2005, funding for the Senior Farmers' Market Program was \$15 million nationally.<sup>25</sup>

#### **Child and Adult Care Food Program (CACFP)**

The Child and Adult Care Food Program is a USDA entitlement program that provides healthy meals and snacks to children and adults receiving day care. There are two components of the program. The Child Care Component allows children ages 0 -12 years access to healthy, nutritious meals while in the care of licensed family child care homes and child care development centers. The Adult Day Care Component allows adults that are impaired and adults over 60 access to nutritious meals through non-residential day care centers. In California, both components are managed by the California Department of Education. Approved CACFP providers receive reimbursements for meals served. For child day care homes, there are two tiers of reimbursement rates. To qualify for the Tier I reimbursement rate, day care homes must be located in low income areas (i.e. the family child care provider's own income must be at or below 185% poverty or the level of students qualifying for free and reduced price meals at the nearest school must be over 50%). Because the program is focused on low income children, the Tier II reimbursement rate is significantly lower than Tier I. The other components of the program (Adult Day Care and Child Care Centers) receive the same reimbursement rates as those in the National School Lunch Program and School Breakfast Program (see Figure 13 and Figure 14). In 2005, total federal funding for CACFP was approximately \$2 billion.<sup>26</sup>

#### **National School Lunch Program (NSLP) and School Breakfast Program (SBP)**

The NSLP and SBP are USDA entitlement programs that provide nutritionally balanced meals to school age children who choose to participate. Children whose families are at or below 130 percent of poverty qualify for free meals, and those between 130 and 185 percent of poverty qualify for reduced price meals. Any child not falling within these income guidelines can also elect to purchase and eat school meals. A meal application is utilized to collect data on household income and determine eligibility each year for the NSLP and SBP. A federal option called "Provision 2" allows administrators of the NSLP and SBP to provide meals at no cost to all students at a given school for a four year period if it is found to be cost-feasible (i.e. if a high percentage of students qualify for free or reduced price meals). In 2005, the federal funding for the NSLP was almost \$7 billion and for the SBP nearly \$2 billion.<sup>27</sup>

#### **Summer Food Service Program (SFSP)**

The SFSP is a USDA entitlement program providing nutritionally balanced, free meals to school age children during the summer at public or non-profit day camps, recreation centers, housing projects and schools located in neighborhoods where at least half of the children are low income and qualify for free or reduced priced school meals. Sponsors of the SFSP receive both cash subsidies and USDA commodities for meals served. In 2005, federal funding for the SFSP was \$283 million.<sup>28</sup>

## How are we doing?

### Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)

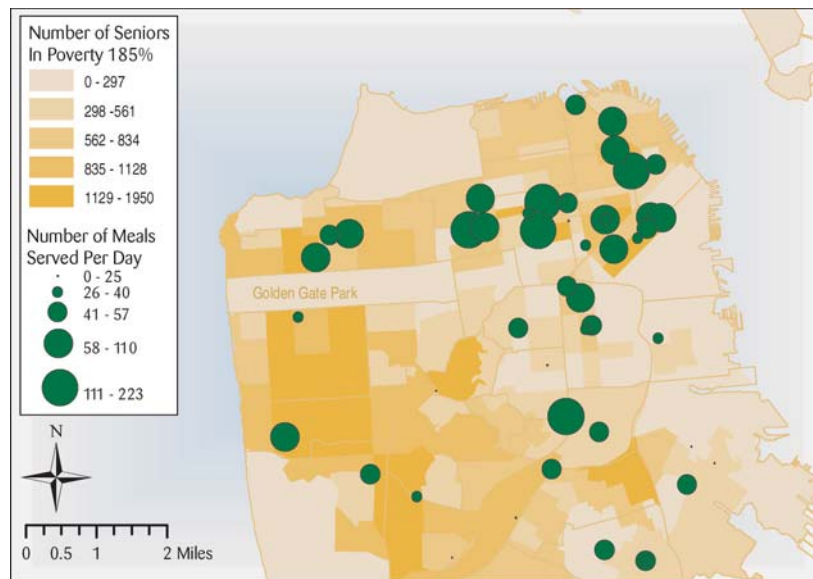
San Francisco has five WIC clinics and as of February 2004, is at 100% capacity serving 16,000 participants per month with a program budget in 2003-04 of \$2 million.<sup>29</sup>

In 2004, the total value of WIC Farmers' Market Coupons was \$80,000 in San Francisco out of a total state coupon value of \$3,097,875. The coupon redemption rate in San Francisco was 61.66% while the statewide redemption rate was 50.82%. Unfortunately funding for the WIC Farmers' Market Nutrition Program was cut by 17% in 2005.

### Elderly Nutrition Programs

For fiscal year 2004-05, San Francisco received a total of \$2,650,322 in federal dollars, and \$722,055 in state dollars for the Elderly Nutrition Programs (congregate and home-delivered meals). Currently there are 50 congregate feeding sites in San Francisco through the San Francisco Department of Aging serving an average of 3,204 onsite meals to seniors per day. In addition, eight different providers deliver about 2,774 meals to seniors' homes per day.<sup>30</sup>

## MAP 19. Senior Congregate Feeding Sites



SOURCE: San Francisco Department of Aging; United States Census 2000

This map above illustrates the number of meals served per day at each congregate feeding site compared to the location of seniors at 185% of poverty. Although all seniors are eligible for these meals, it is important to examine food resources for low income seniors. Although a significant number of seniors in poverty live in the Sunset, OMI (Oceanview, Merced, Ingelside), Marina and Southeast, there are few congregate feeding sites in these areas of the city.

California's allocation of federal funds for the Seniors Farmers' Market Nutrition Program has continued to decline since the program's inception in 2001. In 2004, the total value of Seniors Farmers' Market coupons appropriated to San Francisco was only \$30,000 out of a total State coupon value of \$673,430. Although this program was small, it was extremely well utilized by the seniors that received coupons; 82.3% of the coupons that were issued were redeemed.



**Child and Adult Care Food Program (CACFP)**

*Adult Day Care Component*

In order to understand how well San Francisco is utilizing the CACFP we must examine each component separately. Information specific to San Francisco for the Child Care Component of the CACFP was easily accessible online. However, the information on the Adult Day Care Component was more difficult to access. California Food Policy Advocates has written that the Adult Care Food program has been underutilized in California for reasons including difficult paperwork and compliance regulations.<sup>31</sup> This may be due to the fact that the CACFP is managed by the California Department of Education, which focuses on children. The figure below shows participation and reimbursements from the Adult Day Care program. There was a 37.7% increase in meals served between 2002 and 2004, and a 63% increase in reimbursements received through this program. In 2004, almost 100% of meals served were reimbursed at the free rate indicating that the program is almost exclusively utilized by low income adults and seniors.

**FIGURE 8.** San Francisco Adult Day Care Program Statistics

	<b>2002/2003</b>	<b>2003/2004</b>
Total Meals	307,812	423,973
Number of Sponsors	7	8
Number of Sites Approved	NA	11
Total Enrollment	NA	1,563
Average Daily Participation	195	816
<b>Reimbursement Received</b>	<b>\$421,009</b>	<b>\$686,281</b>

SOURCE: California Department of Education, Nutrition Services Division

According to the 2000 Census, the number of seniors at 185% of poverty in San Francisco was 19,633. In 2004, the average number of seniors being served per day by congregate feeding sites and through the Adult Care Component of the Child and Adult Care Food Program was 4,020. Although some seniors may be served by home delivered meals and through food distribution from the Commodity Supplemental Food Program, the Senior Brown Bag and NSIP, this discrepancy shows that there may be a large number of low income seniors in San Francisco not being served by federal food programs. In order to fully understand food resources available to seniors, it would be necessary to examine the location, value and number of seniors served through each of the programs mentioned. Although attempts were made to gather data for each of these programs, these data were not accessible.

*Child Day Care Component*

The Child Day Care Component of the CACFP is divided into two categories: Child Care Centers and Day Care Homes. In San Francisco, the total number of children enrolled in both was 11,221 in 2002-2003. The total enrollment increased by 3% to 11,570 in 2003-2004. California Food Policy Advocates estimates that this program is underutilized in San Francisco by up to 54%.<sup>32</sup> The following tables show the value of these programs to San Francisco since 2002.

**FIGURE 9.** San Francisco Child Care Centers

	<b>2002-2003</b>	<b>2003-2004</b>	<b>% change</b>
Meals served	3,329,098	3,379,930	+1.5
Sponsors	36	34	
Sites	179	186	
Total enrollment	8,820	9,115	+3.3
Average daily meals	7,469	7,645	+2.3
Total reimbursement (includes state reimbursement)	<b>\$3,558,531</b>	<b>\$3,793,574</b>	<b>+6.6</b>

SOURCE: California Department of Education, Nutrition Services

**FIGURE 10.** San Francisco Child Care Homes

	<b>2002-2003</b>	<b>2003-2004</b>	<b>% change</b>
Meals served	1,477,004	1,473,421	-.2
Sponsors	3	2	
Sites	376	374	
Total enrollment	2,401	2,455	+2.2
Average daily meals	1,452	1,574	+8.4
Total reimbursement (includes state reimbursement)	<b>\$2,194,190</b>	<b>\$2,232,595</b>	<b>+1.7</b>

SOURCE: California Department of Education, Nutrition Services

Although only 21% of children participating in the CACFP are in day care homes, 30% of total meals served through this program are served in these homes. This shows that children in day care homes are getting more of their meals while in the care of the day care providers than children in the care of child care centers. Further, 37% of federal reimbursements are from the Day Care component. Reimbursement rates in day care homes are calculated using two categories or tiers depending on the level of students qualified for free and reduced meals at the nearest school to the child care provider. Tier I reimbursement is applied to meals served in child care homes near a school with 50% or more students qualified for free and reduced price lunch. Tier I reimbursements make up about 98% of total reimbursements for the CACFP Day Care Component, showing that the program in San Francisco focuses almost exclusively on children in low income areas.

#### **National School Lunch Program (NSLP) & School Breakfast Program (SBP)**

At the local level, the NSLP and SBP are primarily administered by the San Francisco Unified School District (SFUSD). A small number of sites in San Francisco County but outside of SFUSD offer the NSLP and SBP as well, but the number of students enrolled and meals served at these sites are comparatively small. In 2004-05, a total of 57,144 students were enrolled in SFUSD, 52.6% of whom qualified for free or reduced price school meals. A total of 119 SFUSD school sites offered the NSLP and SBP. No schools operated under the "Provision 2" administrative option in 2004-05, wherein meals are provided to all students at no cost. Program administrators in SFUSD consider schools in which 85% or more of the students qualify for free/reduced price meals to be possible candidates for Provision 2. However, in the 2004-05 school year, there were only eight schools that met this 85% threshold.

Eligibility for free and reduced price meals is determined through the school meal application process. This process takes place at the beginning of each school year (though applications are technically accepted throughout the entire year). It is critically important that all students return these application forms in order to determine their eligibility for free or reduced price school meals. The percentage of students qualifying for free or reduced price school meals is used in decisions outside of the school meal programs such as the determination of schools' similar school ranking on test scores as well as their eligibility for other sources of public and private funding. According to SFUSD Student Nutrition Services, by the end of the 2004-05 school year, 20,163 (or 35%) of students in SFUSD had not returned a meal application form and were therefore not qualified for reimbursable meals. It should be noted that 14,479 (or 25%) of SFUSD students were directly certified for free school meals in 2004-05, because they also received benefits under the Food Stamp Program or under Temporary Assistance to Needy Families (TANF), or California Work Opportunity and Responsibility for Kids (CalWORKs). This kind of streamlining eliminates the need for a complete meal application from some families, reducing paperwork and facilitating the work of the NSLP and SBP administrators. Overall, there is still a gap in the number of meal application forms completed and returned in SFUSD. In order to obtain the most accurate count of the students eligible for free and reduced price meals, these forms must be completed and returned.

**FIGURE 11.** Total Meals Served and Total Reimbursement in San Francisco County through National School Lunch Program and School Breakfast Program

	1999-00	2000-01	2001-02	2002-03	2003-04
Total Breakfasts	1,967,939	1,748,079	1,454,781	1,193,762	1,161,412
Change in Breakfasts		-11.2%	-16.8%	-17.9%	-2.7%
Total Lunches	5,712,276	5,379,371	4,926,083	4,451,237	4,459,836
Change in Lunches		-5.8%	-8.4%	-9.6%	0.2%
Total Federal Reimbursement	\$11,634,956	\$11,018,920	\$10,467,031	\$9,298,185	\$9,701,689
Total State Reimbursement	\$753,486	\$739,803	\$696,701	\$610,992	\$592,766

NOTE: Meals served are cumulative meals reimbursed July through June throughout the County (including San Francisco Unified School District and other program sponsors).

SOURCE: California Department of Education, County Profile for California School Nutrition Programs

**FIGURE 12.** Total Student Enrollment in San Francisco County and in San Francisco Unified School District (SFUSD)

	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05
Total County Enrollment	62,041	61,766	60,894	59,991	59,414	58,735
Change in Enrollment		-0.44%	-1.41%	-1.48%	-0.96%	-1.14%
SFUSD Enrollment	60,896	59,979	58,566	58,216	57,805	57,144
Change in Enrollment		-1.5%	-2.4%	-0.6%	-0.7%	-1.1%

SOURCE: California Department of Education, Educational Demographics Unit

The total number of meals served through the school nutrition programs has decreased significantly in San Francisco over the last five years. The total number of breakfasts served decreased by as much as 17.9% in a single year. While these drops could be partially attributable to a declining student enrollment, the percent change in the number of meals served over the years shows a bigger decrease than the percent change in enrollment. This trend could suggest that fewer children are choosing to participate in these school meal programs for one or more reasons. As participation and reimbursement revenue decreases, the ability to sustain and improve the NSLP and SBP in San Francisco weakens as well. It is notable from Figure 11 that in 2003-04, there appears to be a shift in participation trends and a very slight increase in the number of lunches served. Complete figures from the 2004-05 school year were not available at the time of this writing.

Since 2003, a SFUSD Student Nutrition and Physical Activity Committee (including parents, teachers, students and staff) has been working on efforts to increase the return of school meal application forms, improve the nutritional quality of food served and sold in SFUSD schools, and increase overall participation in the meal programs. During the past year, a number of changes have been made in the school meal application process, in outreach materials, as well as in the school district nutrition policy and the school lunch menus. More specifically, meal application forms and frequently asked questions were distributed widely and posted on a website for families and providers to access, healthier à la carte items were introduced, and new entrées were incorporated into the school lunch menu with more vegetables and less processed ingredients. A pilot salad bar program was implemented in one elementary school, increasing the amount of fresh fruits and vegetables offered through the NSLP. A pilot “Grab and Go” breakfast program was planned for implementation in one high school to make it easier for students to get a nutritious morning meal.

**FIGURE 13.** Reimbursement Rates and Student Payments for the National School Lunch Program, 2004-05

	Federal Reimbursement*	State Reimbursement	Student Payment**	Total Revenue**
Free	\$2.24	\$0.1356	\$0.00	\$2.38
Reduced	\$1.84	\$0.1356	\$0.00	\$1.98
Paid	\$0.21	\$0.00	\$1.50***	\$1.71

\* Schools where 60% or more students qualify for free or reduced price meals (“severe need”) receive an additional \$0.02 in Federal Reimbursement per meal.

\*\* These columns are only applicable to the NSLP as it operates in the San Francisco Unified School District.

\*\*\* Student payment for lunch in middle and high schools is \$1.75.

SOURCE: San Francisco Unified School District; California Department of Education, Nutrition Services

**FIGURE 14.** Reimbursement Rates and Student Payments for the School Breakfast Program, 2004-05

	Federal Reimbursement*	State Reimbursement	Student Payment**	Total Revenue**
Free	\$1.23	\$0.1356	\$0.00	\$1.37
Reduced	\$0.93	\$0.1356	\$0.00	\$1.07
Paid	\$0.23	\$0.00	\$0.80	\$1.03

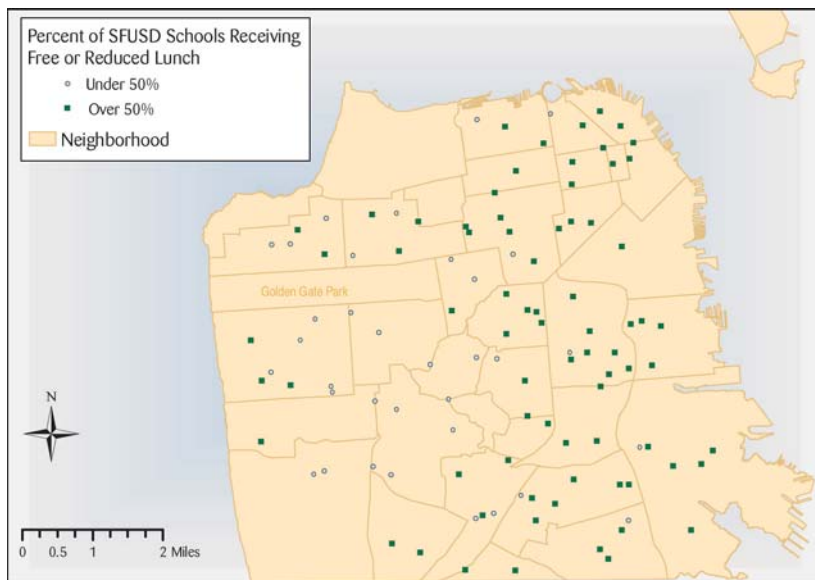
\* Schools where at least 40% of the lunches served two years prior were free or reduced price and where operating costs exceed the standard federal reimbursement for breakfast (“severe need”) receive an additional \$0.24 in Federal Reimbursement per free and reduced meal served.

\*\* These columns are only applicable to the SBP as it operates in the San Francisco Unified School District.

SOURCE: San Francisco Unified School District; California Department of Education, Nutrition Services

In addition to federal and state reimbursement revenue, SFUSD generates some revenue through the payments of students who do not qualify for free or reduced meals. In the 2005-06 school year, SFUSD is raising the price of paid lunches from \$1.50 to \$1.75 in elementary schools and from \$1.75 to \$2.00 in middle and high schools. The price of breakfast will be increased from \$0.80 to \$1.00 in all schools. Additionally, a co-payment (\$0.30 for breakfast and \$0.40 for lunch) will be collected from students qualifying for reduced price school meals. This price increase is the first in 15 years and begins to bring meal prices in SFUSD more in line with those in other school districts across the Bay Area. These revenue-raising strategies are significant considering the fiscal deficit faced by the school district and the fiscal needs of a department striving to sustain and improve its meal programs. It is estimated that these price increases have the potential to bring an additional \$75,000 to \$125,000 into SFUSD.<sup>33</sup>

**MAP 20.** SFUSD Schools in which 50% or More Students Qualified for Free or Reduced Price Meals



SOURCE: San Francisco Unified School District; United States Census 2000

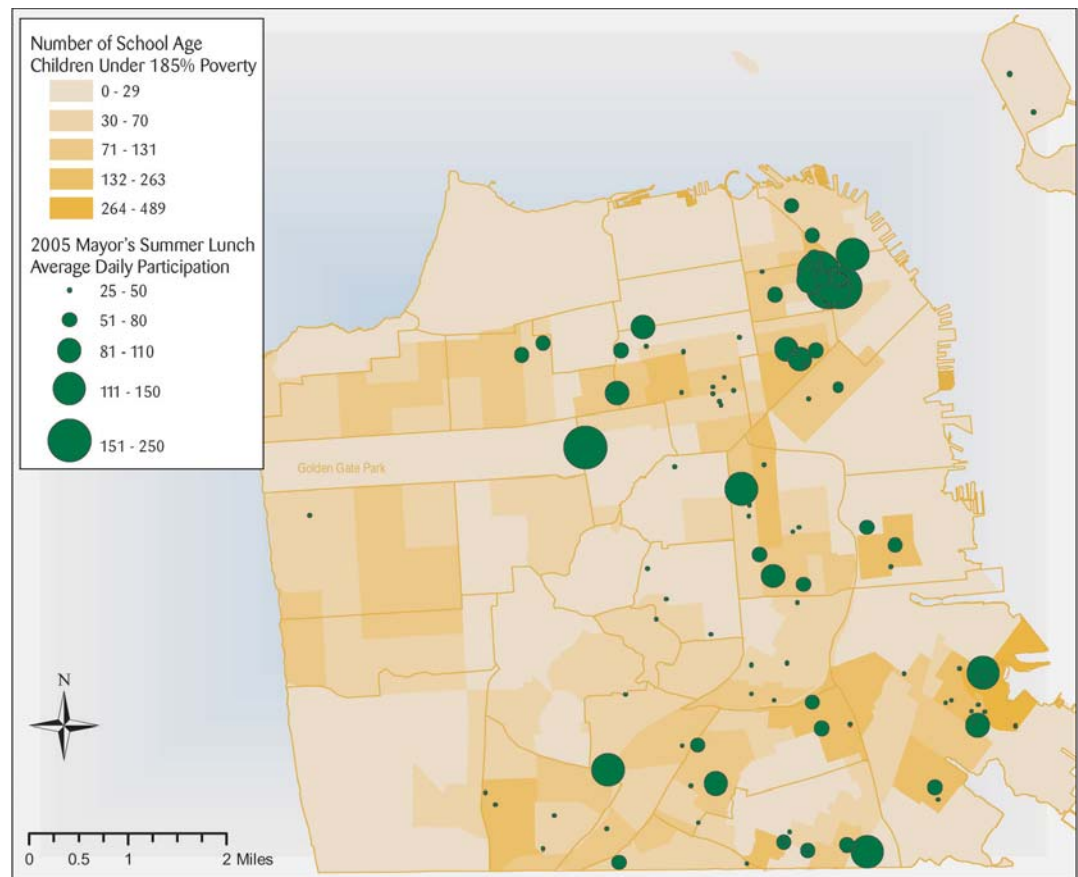
Map 20 shows the location of SFUSD schools in which 50% or more of the students are qualified for free or reduced lunches in 2004-05. This information is important since it is used

to determine eligibility for certain grants, location of other community programs and in research related to student demographics.

**Summer Food Service Program (SFSP)**

The Department of Children, Youth and Their Families (DCYF) manages the Mayor's Summer Lunch Program which receives funding from the SFSP. The Mayor's Summer Lunch Program provides free meals to school age children in San Francisco between June and mid-August. SFUSD is contracted by DCYF to prepare and deliver the meals to approved summer feeding sites. During the summer of 2005, the Mayor's Summer Lunch Program is operating in 110 community sites. The SFUSD also offers meals during June and July at its 26 summer school sites, five county community schools, and three YMCAs, yet these meals fall under the NSLP and SBP rather than the SFSP.

**MAP 21.** Average Daily Participation in SFSP Lunch Sites Compared to Children in Poverty



SOURCE: Department of Youth and Their Families; United States Census 2000

Last year, a working group convened by the San Francisco Food Bank and including San Francisco Unified School District, the Department of Children, Youth and their Families, the California State Department of Education, and the United States Department of Agriculture, worked on a campaign to increase summer lunch program participation. As figure 15 shows, administrators of the SFSP have successfully increased the number of sites and the number of meals served during the past four years. Map 21 indicates that school age children from low



income households in the central, southern, and eastern parts of the city are now better served by the SFSP. However, there remains little access to summer meals in neighborhoods like the Outer Sunset and the Outer Richmond.

**FIGURE 15.** Mayor’s Summer Lunch Program Sites and Meals Served

	2002	2003	2004	2005
Number of Mayor’s Summer Lunch Program Sites	77	82	89	110
Total number of meals served	165,090	187,120	213,514	N/A
Average number of meals served per day	N/A	4,253	4,357	N/A

SOURCE: San Francisco Budget Analyst Memo to the Board of Supervisors’ Finance and Audits Committee, February 24, 2005. Attachment I: Programs Impacting Childhood Nutrition

In order to streamline and improve the operations of the SFSP, San Francisco implemented the Summer Seamless Food Waiver in 2004. Under this option, all children can eat free lunch in communities where at least 50% of children are low income. Summer lunch sites are selected by using NSLP and SBP data and are located in or near those schools where at least 50% of students qualify for free or reduced price meals. Under Seamless Waiver, families do not have to go through the income verification process in order to participate.

Participation in the SFSP has consistently been lower than the number of school age children in SFUSD participating in the NSLP and SBP during the school year. This gap could be due to an inability to access meal sites, a lack of awareness of the program, locations and hours, or other reasons. During the school year, approximately 20,000-25,000 lunches are served per day in SFUSD school sites. About 83-86% of these (or 16,000-21,500 meals) are served for free or a reduced price.<sup>34</sup> In 2005, approximately 5,000-5,500 total lunches were served per day through the SFSP.<sup>35</sup> Assuming that the students eating summer lunch are qualified to eat free and reduced priced lunches during the school year, the Mayor’s Summer Lunch Program is serving 23-34% of these low income students. In addition, approximately 2,500-2,800 lunches were served to students attending SFUSD summer school, though these summer meals are offered across a narrower timeframe. These figures suggest that up to 8,300 children are served by both programs, but there are potentially between 7,700 and 14,000 children and youth in San Francisco eligible for free summer lunches that are not currently being served.

**Where is there more information?**

California Center for Research on Women & Families, Nutrition Primer  
[www.ccrwf.org/publications/NutritionPrimer.pdf](http://www.ccrwf.org/publications/NutritionPrimer.pdf)

California Food Policy Advocates (CFPA)  
[www.cfpa.net/ChildNutrition.htm](http://www.cfpa.net/ChildNutrition.htm)

Food Research and Action Center  
[www.frac.org](http://www.frac.org)

Parents Advocating for School Accountability  
[pasaorg.tripod.com](http://pasaorg.tripod.com)

San Francisco Department of Youth, Children and their Families  
[www.dcyf.org](http://www.dcyf.org)

San Francisco Food Bank  
[www.sffoodbank.org](http://www.sffoodbank.org)

San Francisco Food Systems  
[www.sffoodsystems.org/pages/farm\\_school.html](http://www.sffoodsystems.org/pages/farm_school.html)

SFUSD Student Nutrition and Physical Activity Committee  
[www.sfusdfood.org](http://www.sfusdfood.org)

## COMMODITY DISTRIBUTION PROGRAMS

### What is it?

In the 1930's, the USDA began subsidizing domestic farmers by purchasing agricultural commodities when they could not be sold commercially. This was an important way to offer stability and price supports to farmers during the economic turmoil of the Great Depression. Around the same time, hunger and malnutrition were national concerns as the monthly income for many households was not enough to cover their basic food needs. In order to address these concerns and bring stability into the marketplace, Congress passed P.L. 74-320 on August 24, 1935. Section 32 of this act created a stream of funding to encourage the domestic consumption of certain agricultural commodities and provided the basis for donating surplus commodities (and later funding) for federal domestic food programs. Eligible outlets for these commodities included schools, nonprofit summer camps for children, charitable institutions, and needy families. In the late 1980s, surpluses had been depleted and funds had to be re-appropriated because anti-hunger efforts had become dependent on this commodity food. Therefore, these commodity distribution programs shifted from being more temporary solutions to hunger to more permanent programs.<sup>36</sup>

Currently, commodity distribution programs provide food to local agencies and institutions, such as food banks and school districts, for distribution mainly to low income individuals.

### Commodity Supplemental Food Program (CSFP)

CSFP is a relatively small discretionary USDA program with a total budget of \$110 million in 2005. This program works to improve the health of low income pregnant and breastfeeding women, new mothers up to one year postpartum, children up to age six, and elderly people at least 60 years of age by supplementing their diets with nutritious food boxes once per month. Seniors at or below 130% poverty are eligible for the program. For women and children, income eligibility is at 185% poverty; and although the eligibility is the same as for WIC, women and children cannot participate in WIC and CSFP at the same time. The program is managed by the California Department of Education and commodities distributed through local emergency food providers.

### The Emergency Food Assistance Program (TEFAP)

TEFAP is a relatively small mandatory USDA program with a budget of \$190 million (\$140 million for food and \$50 million for administration) in 2005. This program supplements the diets of low income persons by providing them with food and nutrition assistance. The amount of commodities received by each county depends on the number of low income residents at or below 150% of the federal poverty line. The program is administered by the California Department of Social Services and commodities are distributed through local emergency food providers.

### Commodity Distribution Programs for Special Populations

#### *Brown Bag Program*

The Brown Bag Program is a state sponsored program unique to California that supplies bi-weekly bags of groceries specifically for seniors at pantry sites. For every dollar the state provides, Brown Bag Program providers have been able to leverage \$35 in community support. The program provides seniors a yearly amount of food valued at \$571.<sup>37</sup>

#### *National School Lunch Program Commodities*

Schools operating the National School Lunch Program can receive ‘entitlement’ foods, at a value of \$0.1725 for each meal served (for the period July 1, 2004 through June 30, 2005), as well as ‘bonus’ commodities as they are available from agricultural surpluses. The variety and quantities of foods available depend on market prices and agricultural production each year.

### How are we doing?

#### Commodity Supplemental Food Program (CSFP)

The USDA sponsors the CSFP in six counties throughout California, including San Francisco, Los Angeles, San Diego, Sonoma, Orange County and Modesto. The total value of donated commodities received by the State of California in 2004 was \$3 million.<sup>38</sup> The San Francisco Food Bank is the approved local administrator of CSFP, and distributes commodities to qualifying public service agencies and neighborhood pantries. As of March 30, 2005 the program in San Francisco served 9,534 participants through 20 agencies at 12 different sites. The dollar value of this program was unavailable.

#### The Emergency Food Assistance Program (TEFAP)

The San Francisco Food Bank also manages the distribution of TEFAP commodities in San Francisco. In 2004, low income San Franciscans received a total of 3,512,337 pounds of food through this program.<sup>39</sup> The number of people served and the dollar value of this program was unavailable.

### Commodity Distribution Programs for Special Populations

#### *Brown Bag Program*

San Francisco’s Brown Bag Program is administered by the San Francisco Food Bank and offered at 32 sites throughout the city. The number of seniors served by this program and the dollar value of this program was unavailable.

#### *National School Lunch Program Commodities*

Figure 16 gives the total value of USDA donated commodities received by San Francisco County per school year. The value of donated commodities in San Francisco has been fairly stable in the past three years and is directly tied to the number of meals served in the previous school year. Major commodity orders in the San Francisco Unified School District (SFUSD) included beef, chicken, turkey, pork, cheese, eggs, spaghetti sauce, and canned fruits. Some commodities were used directly in SFUSD kitchens, while other products were routed to USDA approved processors for use in the preparation of entrées featured in the lunch menu. In 2003-04 the dollar value of these commodities represented roughly 15% of SFUSD’s \$5M food budget.

**FIGURE 16.** Total Value Donated Commodities

1999-00	2000-01	2001-02	2002-03	2003-04
\$543,255	\$434,606	\$815,937	\$797,258	\$757,662

SOURCE: California Department of Education, County Profile for California School Nutrition Programs

### Where is there more information?

California Association of Food Banks  
[www.cafoodbanks.org](http://www.cafoodbanks.org)

California Department of Education: Nutrition Services Division  
[www.cde.ca.gov/ls/nu/](http://www.cde.ca.gov/ls/nu/)

San Francisco Food Bank  
[www.sffoodbank.org](http://www.sffoodbank.org)

San Francisco Unified School District  
[www.sfusd.edu](http://www.sfusd.edu)

## CHARITABLE FOOD PROGRAMS

### What is it?

Charitable food programs offer low income residents prepared meals onsite and/or groceries for use at home. Providers of charitable food programs include food pantries and dining rooms and shelters. These programs, though providing a resource for low income community members, do not often check for income eligibility in the way government food assistance programs do.

### Why is it important?

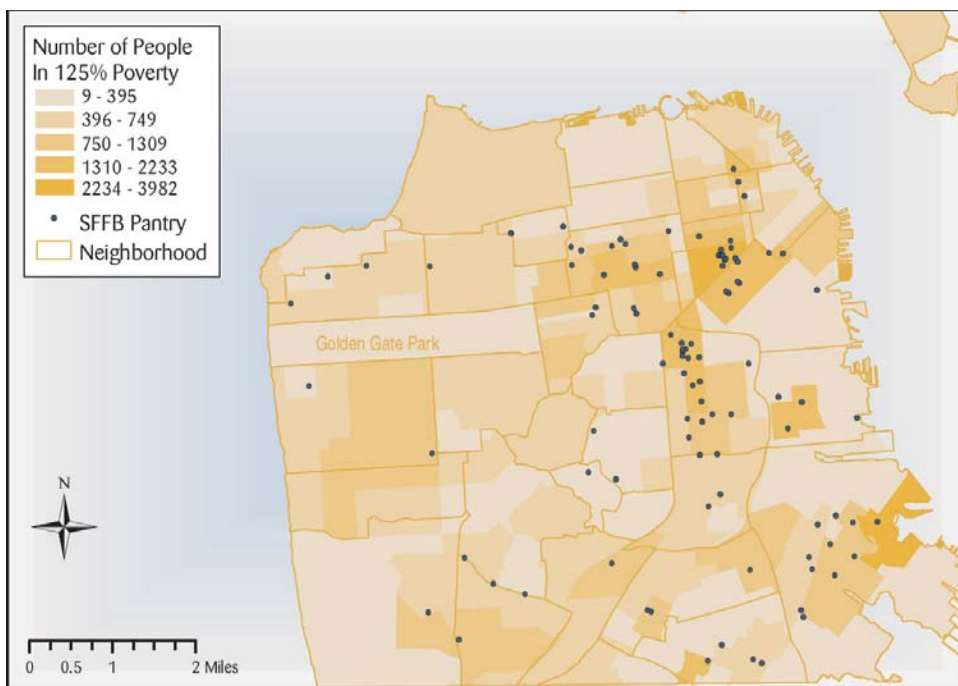
Charitable food programs are important because they help close the gap when personal income and government food assistance are not available or are not enough to meet an individual's or household's basic food needs. These sites provide low income and homeless individuals and families a place where they can share a meal in a group setting and interact with others. Often, these sites are the sole source of food for some members of the community. While they are designed to be used as 'emergency' food sources, many of these programs provide regular support for the community.

These programs operate through support received in the form of food, either donated by private businesses or through federal distribution programs, as well through donations, grants and public funding. The change in number of residents served via charitable feeding programs over a period of time is an important indicator to measure because it can provide insight into the changing needs in the community.

### How are we doing?

San Francisco has a large network of charitable food programs. The San Francisco Food Bank is the main distributor of donated food supplying more than 450 nonprofit anti-hunger programs including pantries, free dining rooms, shelters and after school programs. In 2004, the San Francisco Food Bank distributed over 23 million pounds of donated food. They estimate that this food resulted in an average of 50,000 meals per day and more than 18 million meals annually.<sup>40</sup>

**MAP 22.** San Francisco Food Bank Pantries Compared to Population in Poverty



SOURCE: San Francisco Food Bank; United States Census 2000

Map 22 shows the location of San Francisco Food Bank sponsored pantries in relation to residents of San Francisco living in poverty. This map shows that the central part of San Francisco is well served by pantries while several large areas of San Francisco including the Sunset, and parts of the southern portion may be underserved by pantries.

### Free Meals Programs

While there are many charitable free meal sites in San Francisco, data regarding meal counts is difficult to collect from each program. However, many of the major feeding programs are experiencing significant increases in the number of meals they are serving. For example, from 2002 to 2003, St. Anthony Foundation saw a 5.8% increase in the number of meals served at in their dining room. This increase was 8.5% between 2003 and 2004.

**FIGURE 17.** Number of Meals Served per Year

	2002	% change	2003	% change	2004
St. Anthony Foundation	744,235	5.8	787,670	8.5	854,640

SOURCE: St. Anthony Foundation

**MAP 23.** Location of Free Meal Sites in San Francisco Compared to Population in Poverty

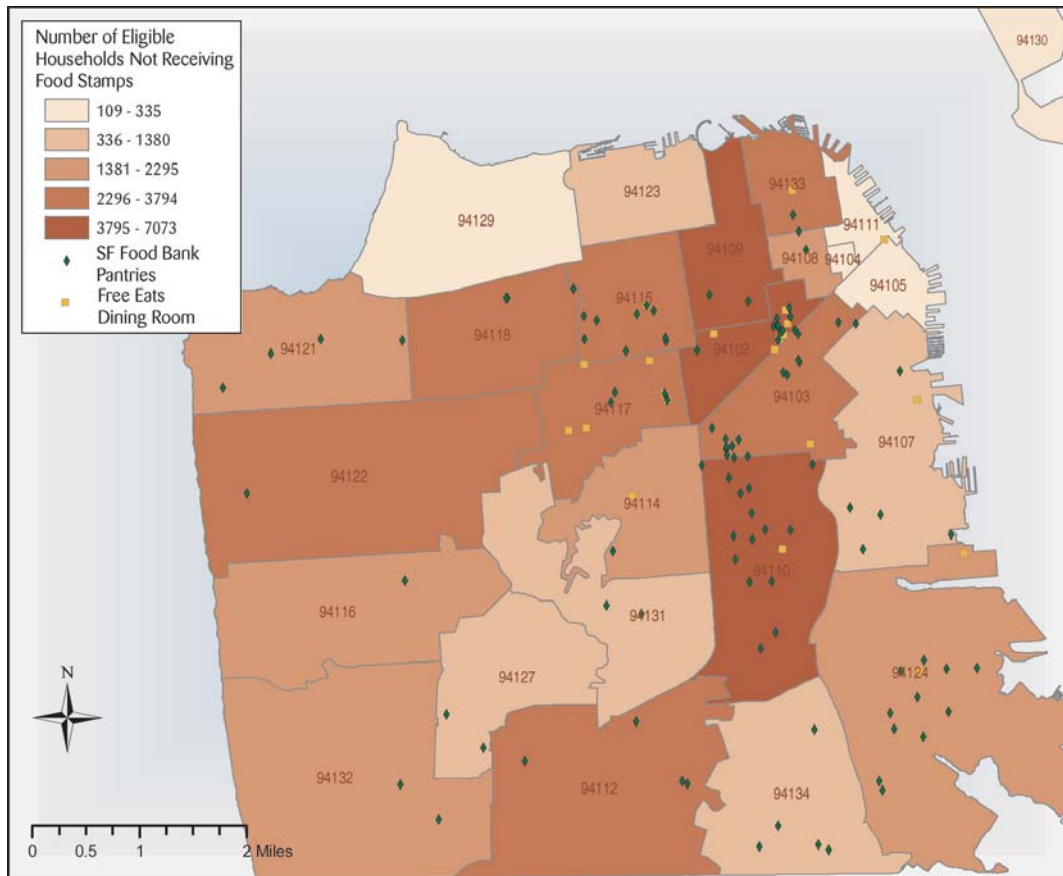


SOURCE: Free Eats Chart; United States Census 2000

Map 23 shows the locations of sites listed on the Free Eats Chart that serve low income San Franciscans in relation to residents at 185% of poverty. These sites provide prepared, often hot meals to eat on site and/or for carry out at least once per week.



**MAP 24.** Location of Charitable Food Programs Compared to Food Stamp Underutilization



SOURCE: San Francisco Food Bank; Free Eats Chart; San Francisco Department of Human Services

Map 24 illustrates the locations of some charitable food programs and the large potential for food stamp enrollment in some locations where charitable feeding programs exist. Residents accessing food at free eats/free pantry sites may be eligible for the food stamp program, but may or may not be currently participating.

**Where is there more information?**

California Association of Food Banks  
[www.cafoodbanks.org](http://www.cafoodbanks.org)

San Francisco Food Bank  
[www.sffoodbank.org](http://www.sffoodbank.org)

San Francisco Free Eats and Free Pantry Charts  
[www.freeprintshop.org](http://www.freeprintshop.org)

## NUTRITION EDUCATION

### What is it?

Nutrition education is an important component of the food system, which involves the provision of information and materials designed to inform and promote positive dietary habits and improve overall health. Nutrition education can be targeted at individuals or groups, and can be carried out in schools, hospitals, clinics, community settings, as well as through the use of media and social marketing. Nutrition education often covers topics such as the selection, purchase and preparation of low-cost nutritious diets for individuals and families.

### Why is it important?

Nutrition education is important because it increases individuals' knowledge and awareness in a way that can influence their decisions around food purchasing, preparation and consumption. Nutrition education can protect and improve the overall health of people in a population.

### How are we doing?

In San Francisco, the Department of Public Health (SFDPH) carries out a variety of nutrition education programs and activities through its Nutrition Services Division. SFDPH Nutrition Services provides nutrition education for groups and individuals participating in the Supplemental Nutrition Program for Women, Infants and Children (WIC) program at five WIC clinics, outpatient nutrition assessment, counseling and follow-up at six health and medical centers, nutrition education materials and provider trainings through the Feeling Good Project, and free/low cost comprehensive health care services for people who are HIV positive in neighborhood clinics through the CARE Program.

The San Francisco Unified School District (SFUSD) conducts nutrition education to students, parents and staff through its School Health Programs Department. This Department's Nutrition Education Project promotes increased consumption of fruits and vegetables, daily physical activity and participation in Federal food assistance programs in 14 elementary schools with a majority of low-income students.

The University of California Cooperative Extension San Mateo/San Francisco Counties office provides nutrition education targeting limited income families and youth through the Food Stamp Nutrition Education Program (FSNEP) and the Expanded Food Nutrition Education Program (EFNEP). The county office's *5-A-Day Power Play!* campaign serves community youth organizations and after school programs. The Nutrition, Family, and Consumer Science program provides consumers and families with science-based information about food and nutrition, food safety, and family resource management. This program offers educational updates and resource materials to professionals including dietitians, teachers, public health educators, community health workers, and child care providers.

### Where is there more information?

San Francisco Department of Public Health, Maternal and Child Health Section  
[www.sfdph.org/php/mch/maternalchildhlth.htm](http://www.sfdph.org/php/mch/maternalchildhlth.htm)

San Francisco Unified School District, School Health Programs Department  
[www.sfusd.k12.ca.us/health/shpd/shpd.html](http://www.sfusd.k12.ca.us/health/shpd/shpd.html)

University of California Cooperative Extension, San Mateo-San Francisco Counties  
[cesanmateo.ucdavis.edu/](http://cesanmateo.ucdavis.edu/)



# V. Recycling

## FOOD RECYCLING AND RESIDUALS

### What is it?

Food recycling is a series of activities in which unused and discarded food materials called food residuals are collected, sorted, processed and converted into raw materials. Food residuals can be converted to raw materials that can be used in the agricultural production of new products. In addition, surplus food can be recovered and donated for use at charitable feeding sites.

### Why is it important?

Food residuals can be converted into useful materials or products through food recycling processes such as composting. For example, leftovers, bread products, outdated/expired foods, fruits and vegetables, meat and fish scraps, plate scrapings, and coffee grounds can all be composted. Major generators of food and organic waste products include farmers, produce centers, food processors, supermarkets, restaurants, hotels, school and business cafeterias, hospitals, prisons, and community events.

*Source Reduction and Encouraging Sustainable Environments* – By doing a careful audit of the waste stream, a business or institution can determine the percentage of food waste present in its trash. Businesses and institutions can reduce food waste by controlling the quantity of food ordered, purchasing pre-cut foods, donating surplus food, and/or exploring the possibility of portion control in their food service operations.

*Avoid Trash Collection and Disposal Fees* – Many food companies can save on fees imposed at the landfill by diverting their food by-products to composting. With a higher proportion of food residuals being composted, food generating businesses and institutions can have their regular trash dumpsters picked up less frequently, or use smaller dumpsters.

*Improve Food Business' Public Image* – Letting customers and colleagues know that a food business is making an effort to recycle and provide for a sustainable future may increase customer satisfaction and confidence in that business. For example, customers of the Green Restaurant Program in San Francisco are proud to support an establishment with a strong recycling and composting program.

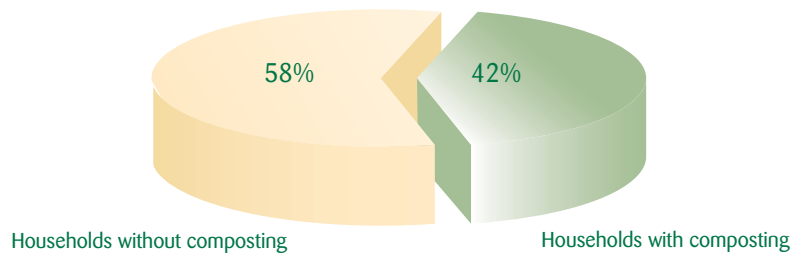
### How are we doing?

A recent study conducted by the University of Arizona documented that more than 40% of food grown in the United States is lost or thrown away, costing approximately \$100 billion annually.<sup>1</sup> A study by NorCal in 2004 found that food residuals accounted for 19% of the total waste collected in San Francisco going to landfills. Among restaurants, compostables averaged two-thirds of the total waste generated by weight.<sup>2</sup>

San Francisco has developed and continues to expand its citywide residential and commercial composting collection program. Participating restaurants and other commercial program participants receive a 25% reduction in their standard garbage rate for their collected compostables.

Golden Gate Disposal and Recycling Company picks up trash and food residuals in the downtown area, the Marina District, and South of Market. Sunset Scavenger picks up for the rest of the city. Food residuals from the green bins are sent to Jepson Prairie Organics in Vacaville, where they are converted into organic compost, then sold for use on regional organic farms and vineyards. The San Francisco Department of the Environment works in partnership with the citywide residential and commercial compost service providers in various ways such as in public outreach campaigns and in providing on-site multi-lingual training, containers and set-up assistance to commercial program participants. The San Francisco Department of the Environment also administers the “Food to Flowers!” program that promotes composting at San Francisco Unified School District.

**FIGURE 18.** Residential and Commercial Composting Statistics



SOURCE: San Francisco Department of Environment, 2004; United States Census 2000

Approximately 2,000 institutional / commercial sites operate under the commercial compost collection programs. (Around 1,500 are restaurants.)
300 tons of food scraps, yard trimmings and other compostable materials are picked up daily.
80,000 tons of compostable materials were collected.

SOURCE: San Francisco Department of the Environment, 2004

In addition to residential and commercial composting programs, the San Francisco Green Business Program, an interagency initiative, has started to work with local restaurants to promote food recycling and composting as part of the Green Restaurant Program. There are approximately 3,809 total restaurants in San Francisco. In 2005, two restaurants, one grocery cooperative, and one catering business were recognized for demonstrating environmental leadership in food recycling and composting as well as engaging in successful pollution prevention activities. This program is actively outreaching to restaurants as future participants.

### Food Recovery

Food Runners is an innovative volunteer organization that picks up and distributes excess food from businesses and events and delivers it to shelters and neighborhood organizations. According to program staff, in 2004 Food Runners recovered approximately 20,000 pounds of perishable and prepared food per month, providing food for hundreds of meals per day in San Francisco. In 2004, there were 86 active donors of food and 280 recipient organizations.<sup>3</sup>

### Where is there more information?

Food Runners

[www.foodrunners.org](http://www.foodrunners.org)

The Garden for the Environment

[www.gardenfortheenvironment.org](http://www.gardenfortheenvironment.org)

Golden Gate Disposal Company

[www.goldengatedisposal.com](http://www.goldengatedisposal.com)

Jepson Prairie Organics

[www.fourcourse.com](http://www.fourcourse.com)

San Francisco Department of the Environment

[www.sfenvironment.com/aboutus/recycling](http://www.sfenvironment.com/aboutus/recycling)

San Francisco Green Business Program

[www.sfgreenbiz.org](http://www.sfgreenbiz.org)

Sunset Scavenger Company

[www.sunsetscavenger.com](http://www.sunsetscavenger.com)







# VI. San Francisco Food Alliance Round Table

## Why was the Round Table event held?

On August 17, 2005 the San Francisco Food Alliance hosted a Round Table event at San Francisco's City Hall, bringing together a broad base of stakeholders to acknowledge the interconnectedness within the San Francisco food system. One of the main objectives of the Round Table was to release and gather feedback on the *Preliminary San Francisco Collaborative Food System Assessment* (which consisted of draft chapters 1-5 of this assessment). While the first five chapters compile quantitative data from various sources at the city, state and federal levels, chapter six documents discussions, priorities, and action steps which came out of the Round Table event.

Another objective of the Round Table event was to increase awareness of a systems approach to food program and policymaking among people working with and/or affected by food issues in San Francisco. The Round Table was designed to facilitate communication across the multiple sectors of the San Francisco food system, and to gather stories and experiences from people and organizations. Finally, it enabled participants to collectively identify changes and trends experienced and propose ways to improve the food system.

## How was the Round Table event organized?

A working group of the San Francisco Food Alliance organized and designed the Round Table event, identifying and recruiting stakeholders from each sector of the food system, designing activities and selecting event facilitators. The recruitment strategy aimed to identify and invite a decision-maker, a provider or producer, and a recipient or customer for each indicator or subject area included in the assessment. In this way, the San Francisco Food Alliance deliberately recruited a balanced and diverse pool of participants, taking into account both horizontal (i.e. food system sector) and vertical (i.e. hierarchical) representation. Five different sectors were utilized during the event to group individuals working in or affected by similar parts of the food system. These sectors included (1) food assistance (government and charitable food assistance programs), (2) urban agriculture (urban farmers and community gardeners), (3) direct marketing (farmers' markets, community supported agriculture), (4) health (nursing, nutrition, medicine), and (5) restaurants, retail and commercial recycling. Nearly 100 individuals were invited and 80 people attended the event, from farmers, community gardeners and food retailers to administrators and recipients of charitable and government food assistance programs.

The Round Table event was designed as a participatory meeting rather than a conventional presentation-style conference. The San Francisco Food Alliance working group, with event facilitators, selected a number of activities that collected attendees' experiences, opinions and priorities around the food system. These activities allowed participants to individually and collectively examine the past, present and future of food in San Francisco, emphasizing a systems perspective. The day included opportunities for written comments, small group conversations, and large group discussions.

The *Preliminary Assessment* was delivered to each participant approximately one week prior to the event for his/her review, and participants were also allowed time for silent reading of the document during the event. To support invitees' active participation, ten conference-style posters were created and displayed throughout the room to visually highlight some of the maps and key findings included in the *Preliminary Assessment*. Feedback on the Preliminary Assessment and on experiences, challenges and opportunities in the San Francisco food system was collected during each exercise via small note cards, large poster boards, feedback forms, video documentation, and through direct transcription of verbal comments.

### What happened at the Round Table event?

#### Past Trends in the San Francisco Food System

At the beginning of the event, participants were invited to contribute to three large sheets of butcher paper spanning the walls in one corner of the room. These sheets were intended to capture historical timelines of food system events and activities from three different perspectives: global, local, and personal. This exercise shared participants' knowledge of and experience with food system events and illustrated each individual's connection to the food system. The timeline exercise successfully engaged participants upon their arrival and provided extensive group-generated data for the subsequent exercise – an analysis of the history of the food system in San Francisco with participants brainstorming in small assigned groups and subsequently reporting out to the full group (synthesized below).

As participants shared their interpretation of the history of San Francisco's food system, the multifaceted nature and depth of food activities in San Francisco became visible. The diverse information placed on the timeline dated from the late 1940's when the City and County of San Francisco started its first farmers' market at Duboce and Market Streets (as a result of the Victory Gardens), to 2005 when the San Francisco Department of Human Services and community organizations piloted the "Food Stamps in a Day" program. Before the 1980's, the global food system was affected by issues like the oil crisis, the production of DDT as well as other pesticides and synthetic fertilizers, and the establishment of world trade policies and institutions. In San Francisco, production activities prior to the 1980's included a State-initiated direct marketing program and the creation of over 40 new community gardens through the nine-year City sponsored Community Garden Program. In addition, sustainable food companies, cooperatives and restaurants emerged, including Zuni Café, Veritable Vegetable, Rainbow Grocery, and Wildwood Natural Foods. The Alemany Farmers' Market was moved from Duboce and Market to a new location on Alemany Boulevard under a City Ordinance. Charitable food programs supporting the hungry were mentioned as early as 1950, when The St. Anthony Foundation opened its free dining room and then in 1970 when the Meals on Wheels program formed after a group of friends cooking for loved ones in Trinity Church identified a need to help their neighbors.

During the 1980s, the San Francisco League of Urban Gardeners was formed to promote and sustain community gardening in the city. Heart of the City Farmers' Market was established at United Nations Plaza. In the late 1980's the Emergency Food Box Program was feeding hungry people out of Dolores Church while there was a three-day waiting period for receiving food stamps.

In the 1990's the San Francisco Food Bank established pantry programs, offering free groceries at multiple sites spread throughout the City. Treasure Island, a former naval base, was established as part of the City and County of San Francisco but had no grocery store for residents there. Similarly, the closure of a popular market in the late 1990's left the upper Western Addition without a grocery store. San Francisco's first Whole Foods grocery store opened in the mid-1990's. The Garden of the Environment started in 1991 as a demonstration and educational garden teaching San Franciscans sustainable urban gardening.

The new century brought the closure of SHARE (a low-cost food buying cooperative program) in Northern California. In addition, the San Francisco League of Urban Gardeners closed its doors, but the community garden movement reestablished itself through a new organization called SFGRO. Projects continued addressing "food deserts" and lack of access to fresh and nutritional foods in SF's low income communities. Students and parents advocated for the passage of policies requiring stricter standards for food and beverages served and sold to students in the San Francisco Unified School District. Nextcourse was formed and started providing nutrition education and cooking courses. Finally, the Ferry Plaza Farmers' Market moved into the renovated Ferry Building at Embarcadero and Market Street.

In addition to events listed on the global and local timelines, participants described births, marriages, geographic moves, dietary changes and major career shifts (e.g. from high tech to organic produce; from corporate world to cooking on a sailboat) on the personal timeline. The illustration of these memorable and life-changing events personalized the event and helped the broad pool of participants connect to the history of the food system in San Francisco.

### **Current Trends in the San Francisco Food System**

In order to transition from the food system of the past into the present, participants engaged as one large group in a "mind map" activity to identify trends currently affecting food in San Francisco. Participants congregated around a large wall chart, and in 'real time', identified trends that were captured on a large graphic display. As participants characterized trends, they were encouraged to also identify linkages; this resulted in a large spider web-like graphic with unique trends emanating from the center-point and related trends branching off of others. Each participant was then given a strip of seven adhesive dots, color-coded by sector group, and was instructed to "vote" on the trends that were most meaningful or of highest priority to him/her by placing dots directly on the wall chart. Participants could place any number of their dots on any one trend or each of seven dots on a different trend.

Of all the trends identified throughout the mind map exercise, the following were ranked as the top ten trends of influence by event participants:

- 1) Decreasing access to food and groceries, and decreasing availability of local food markets (due to boutiques moving in);
- 2) Increasing promotion of junk food by food corporations and increasing advertising targeted to specific groups and populations;

- 3) Increasing recognition of food as “medicine” and having a role in disease prevention;
- 4) Increasing number of people that are less connected to food preparation and cooking and decreasing availability of home economics courses;
- 5) Increasing amounts of sugar in food; Increasing availability of unhealthy food for kids in restaurants; Increasing cases of early-onset diabetes;
- 6) Decreasing amount of free and leisure time; Increasing time spent on commuting;
- 7) Increasing collaboration and connections between government and community groups on food issues such as food stamps;
- 8) Increasing portion sizes in food from stores and restaurants;
- 9) Increasing awareness that food stamps, WIC and Senior Farmers’ Market Nutrition Program coupons need to be accepted at farmers’ markets; and
- 10) Increasing demand for local and regional food among consumers.

### **Reactions and Responses to Trends by Sector Groups**

During the next session, the large group was assigned to tables by sector group. Sectors were asked to consider trends, from both the *Preliminary Assessment* and from the Mind Map exercise, and discuss the following questions: What have you done to respond to these trends? What have you not done that you would like to do? What do you need (e.g. resources, alliances) to accomplish this?

#### *Food Assistance Sector*

Trends discussed among participants from the food assistance sector included the lack of access to a large scale grocery store in areas like the central city, southeast quadrant of the city and on Treasure Island, the low enrollment rate in the Food Stamp Program, the cultural shift moving food assistance’s role from a crisis emergency occurrence to a supplemental ongoing resource, the increased demand for soup kitchens and for supplemental food for special diets, and the high rate of processed food available to pantries. Within this sector, some of the changes that have been happening in response to these trends include efforts to link low income people with better food choices, new programs allowing people to use food stamps in different ways, distribution of more produce through the food bank, nutrition education around what foods are available through the food bank, improved display of ingredients lists on food packages, and sensitivity to specific dietary needs among food assistance recipients (e.g. people with diabetes).

Participants in food assistance voiced that they, as a sector, would like to see more affordable food retailers in food desert areas of the city, mobile markets (similar to a ‘bookmobile’ with help from the Planning Department and the Mayor’s Office), a more user friendly free eats chart, more services like food stamp outreach and application assistance at food pantries and other food distribution sites, recipe cards for produce included with food from pantries and the food bank, increased protein items available via the food bank, and cultural sensitivity in application processes and in the types of food available through these programs. In order to accomplish these goals and changes, the food assistance participants identified the following needs: more volunteers and more funding, surveys to better cater food programs and food donations to the needs of schools and communities, education for food assistance providers on nutrition, sensitivity to special diets, better food choices and the availability of produce, reduced red tape and increased cultural sensitivity around the Food Stamp Program, accountability of Food Stamp Program outreach, expansion of food assistance and charitable food program sites



into new areas of the City, better coordination and cross-training among charitable food program sites, and finally transition planning for residents who might be on a food assistance program waiting list or whose eligibility status changes with age, income, family size, or other factors.

### *Restaurants, Retail and Commercial Recycling Sector*

Trends identified by participants working in or affected by the restaurant, food retail, and/or commercial recycling sector included the consolidation of retail and distribution systems, the increasing use of local and regional produce in restaurants and retail, less access to local food in low-income neighborhoods, an increase in waste recovery within restaurants and food retail sites, and finally the trend in consumer driven change in food restaurant and retail businesses. As far as what this sector has done in the face of trends, Whole Foods currently composts leftover food at its large retail stores, the Hilton Hotel processes a huge volume of compost and the Restaurant Association has been advocating for recycling and composting among restaurant members. Whole Foods has also implemented a practice for reducing shopping bags by 50% and advocating for reusable green bags. Restaurants throughout San Francisco have a long standing tradition of using local and regional produce and wholesalers and retailers are increasingly seeing this as a priority.

Participants in the restaurant, food retail and commercial recycling sector voiced that they would like to see more green construction, more restaurants composting and donating surplus and leftover food, better incentives for recycling and composting, further consumer education (i.e. not only about where the product is coming from but why we should be supporting local products), greater consumer advocacy to change practices and operations in food related businesses, increased outreach and education around waste recovery practices, city and community-based organization sponsored programs to increase access to healthy foods in the retail environment, increased education, partnerships and resource sharing in order to increase access to local food in low-income areas, more online organization in the face of increasing food retail consolidation, increased availability of community supported agriculture (CSAs) and farmers' markets, and greater support for independent retailers.

### *Health Sector*

The main trends discussed by participants working in or affected by the health sector were the lack of access to healthy food in some areas and the existence of confusing and mixed messages around food and nutrition. Participants in the health sector voiced that they would like to see more corporate accountability to ensure access to healthy food, government accountability to ensure access to programs, more consciousness and discussion around water quality issues, more representation and participation from the insurance sector and insurance coverage for preventative and alternative treatment. In order to work towards these changes, participants in the health sector identified the following needs: increased funding to support proactive rather than defensive action of these issues, city incentives and disincentives for healthy choices, a ban on television junk food ads, and a tax or regulatory fee on candy and soda.

### *Urban Agriculture Sector*

Participants working in or affected by the urban agriculture sector discussed the following trends as priorities: the decrease in family size and increase in single and individual households, increased building and development, the decrease in availability of and access to open space, the increase in health and obesity issues, and the increasing interest in leisure time and community. As far as what this sector has accomplished in the face of trends, the Garden for the Environment and the Education Department of SLUG were preserved under a different

fiscal sponsor, community gardeners organized to create SFGRO, the Department of Public Health has worked to mandate better use of open space, education around gardening and urban agriculture has increased in schools, and advocates successfully pushed for the passage of a school bond to include money for the greening of school grounds.

Participants in the urban agriculture sector voiced that they would like to stabilize urban agricultural education in San Francisco, reframe the perspective on food, include gardening in school curriculum and state education standards, raise awareness on the importance and the role of gardening, increase the number of school and community gardens, expand outreach to new and underserved populations, and to manage green space for multiple uses. In order to work towards these changes, this sector identified the need for strong leadership, stable funding, education and educators, interagency collaboration, and better articulation of the social and financial benefits of urban agriculture in order to secure future funding.

#### *Direct Marketing Sector*

Trends identified by participants working in or affected by the direct marketing sector include a decrease in the number of farms and farming as a profession, an increase in food production and distribution costs, and a decrease in access to healthy food in low-income areas. Participants voiced that this sector had increased and diversified the number of direct marketing options, increased attempts to focus on communities in need, conducted educational work in both urban and rural settings, and established “buy local” campaigns. Participants in the direct marketing sector voiced that they would like to cultivate more farmers and more consumers of healthy food, focus on youth leadership development in food and agriculture, address economic impediments to agricultural land access, and create partnerships to merge open space preservation and farmland preservation interests.

#### **Future of the San Francisco Food System**

After working in sector groups to identify possible changes and resources needed, Round Table participants formed a series of small mixed groups to generate visions and ideas of what an ideal future food system in San Francisco would look like. These small group discussions were styled in a “world café” format, with four people per table. Many discussions revolved around a future in which all residents of San Francisco could easily access healthy, organic, and non-chemically processed foods at a low cost. Several ideas emerging from this exercise revolved around urban agriculture, including greater use of and accessibility to city land for food production and more people producing their own food. To support this change, participants envisioned tax incentives for businesses producing and processing food locally, as well as for businesses purchasing local product. They envisioned affordable and accessible community kitchens, a formal internship program for young people to explore farm careers, as well as a link between city and community colleges and farmers/farming resources.

Many comments from the world café revolved around nutrition education and awareness. The ideal future offered schools with home economics, sustainable and staff-supported gardens, and nutritionists, as well as on-site food preparation for school meals. Kids would be more connected to food production because the California State Education Standards would have mandated education on nutrition and food production. Outside of schools, nutrition education would be valuable and consist of clearer guidelines so that, as one participant said, “All mothers know the difference between Kool-Aid and fruit juice.”

In the area of food assistance, participants wrote that there would be no lines at charitable feeding centers and that free food sites would close down due to lack of demand. They



envisioned that participation in the Food Stamp Program would include at least 90% of those eligible and that recipients could use food stamp benefits to access fresh and healthy food as from a farmer or from community supported agriculture. Finally, many comments were around general sustainability throughout all areas of the food system. For example, participants commented that all restaurants and food establishments would recycle fry oil, participate in composting and recycling, and use durable reusable, recyclable, or compostable food packaging materials. Activities in San Francisco would be energy efficient and would not pollute land or water.

Outcomes from the world café sessions, including ideal futures and suggested actions steps, helped Round Table participants and members of the San Francisco Food Alliance identify opportunities for policy and programmatic changes that would improve the San Francisco food system. Before the closing of the event, participants were given an opportunity to present an action or commitment to the group and to engage others in support and collaboration. Two participants identified specific requests for volunteers and for a physical space to support school and community gardening activities. Participants made commitments regarding specific actions, such as increasing outreach and enrollment in food assistance programs, participating in the San Francisco Food Alliance, forming new collaborations and following up with legislators.

The event closed with a round-robin of brief statements that allowed participants to express personal reactions to the work and visions discussed throughout the day. Though not all statements were without reservations and concerns, the overall sentiment suggested an increased inspiration to improve the San Francisco food system, as well as a greater understanding of the interconnections between each food sector. One-word summaries contributed by participants included the following:

*“renewed...committed...inspired...motivated...surprised...enlightened...excited...proud...grateful...hopeful...informed...focused...satisfied...exhausted...composted”*

### **How will the Round Table event influence future food system assessments?**

The first *San Francisco Collaborative Food System Assessment* was written to provide a general overview of issues relevant to the San Francisco food system. Due to limited resources and staff time, the assessment collected primarily quantitative data and information from secondary sources. The San Francisco Food Alliance recognized, however, that important elements and relationships in the food system could only be brought to light through qualitative research. For this reason, participants of the Round Table event were asked to provide feedback on areas of the food system that need further attention and discussion in a future food system assessment. Responses, collected on feedback forms during the event and throughout the week following the event, included the following:

- Loss of regional arable land to development and groups working on this issue
- Inclusion of urban farms as distinct from community gardens
- Assessment of home gardening and fruit trees
- Percentage of San Francisco residents that is growing food and square footage used for gardening space
- Availability of gardening education throughout the city
- Awareness of resources available that help residents learn how to grow food
- Information on degree to which local food producing and exporting businesses are selling locally

- Information on demand, specifically why some low-income neighborhoods support produce markets and other do not
- Information on locally owned versus chain food retail stores
- Food preparation and processing (i.e. who is preparing the food eaten in San Francisco and how)
- Information on how school meals are cooked and how students feed themselves
- More detail on the high immigrant population and how undocumented status affects willingness to apply for food assistance
- Data on recycling/landfills showing where uneaten food from San Francisco goes
- Bios or profiles of organizations that can provide additional information
- More analysis of the data, showing where San Francisco is weak in its food delivery system
- A food story linking all segments of the report (e.g. What percentage of food comes from where, is sold where, consumed by whom, and discarded where)

Several of the issues identified require the collection of primary data (e.g. through surveys, interviews, and focus groups) since information is not currently available. The indicators and issues mentioned above could be addressed in smaller, more focused community research projects and/or in future iterations of the *San Francisco Collaborative Food System Assessment*.

### **How will the Round Table event influence the San Francisco Food Alliance?**

Members of the San Francisco Food Alliance were pleased with the success of the Round Table event. The triumph of the day was seeing invited guests trying on a “systems” approach to food issues in San Francisco, making key contacts that would help them in their future work, and collaborating across sectors in order to promote more upstream and proactive food programming and policymaking in San Francisco. Discussions, priorities, and action steps which came out of the Round Table event were collected in order to inform and drive the future work of the San Francisco Food Alliance and help in the development of concrete recommendations for improving all areas of the food system in San Francisco.

# Endnotes

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## V. Recycling

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# Methodology

The 2005 *San Francisco Collaborative Food System Assessment* integrates San Francisco food system data and information in one comprehensive document. The main approach to data collection was to systematically gather secondary, or already existing, data and practical information about the San Francisco food system.

## Geographic Assessment Area

The geographic area for this assessment primarily encompasses the 49 square miles of the City and County of San Francisco but also includes relevant data from the surrounding San Francisco Bay Area region.

## Overview of Methods

In 2004, the San Francisco Food Alliance initiated this assessment and created a working group to collect secondary data. Each working group member was responsible for data specific to one or more food systems indicators, programs and issues. In addition to the San Francisco Food Alliance working group, San Francisco Food Systems and the San Francisco Department of Public Health's Environmental Health Section dedicated time for the integration of data and information into one document. Data collection was managed by an assessment program coordinator and GIS specialist from San Francisco Food Systems.

Members of the assessment working group utilized a combination of methods, including the following: formal document review, in-depth interviews, searches using private, government and community based organization databases, internet searches and Geographic Information Systems (GIS) techniques.

## Description of Methods

### Formal Document Review

Document review is a method of data collection involving the examination of existing records or documents. Throughout this assessment, a formal examination of food systems data was conducted. Examples of documents reviewed for this assessment include:

Producer's certificates from the San Francisco Department of Public Health's Agriculture Program, "Programs Impacting Child Nutrition" from the San Francisco Budget Analyst Office and "County Profiles for California School Nutrition Programs" from the California Department of Education.

### GIS

A Geographic Information System (GIS) is a computer-based graphics program that allows the efficient capture, storage, analysis, and display of geographically referenced information visually on a map. This food system assessment uses specific spatially referenced data and creates and visualizes relevant information in multiple layers in order to understand relationships, patterns and trends in the San Francisco food system.

### Data Requests and Acquisition

Database searches were performed using a number of search engines and databases such as academic search engines, internet searches, and commercial databases. In addition, data

requests by San Francisco Food Systems staff were made directly to program managers and coordinators at community based organizations and public agencies.

Data sources for all figures, tables, maps and statistics are included in the full assessment text. In spite of several requests, some data were difficult to obtain and are therefore not included in this assessment.

### Retail Food Stores

Categorization of retail food stores throughout the assessment is based on Standard Industrial Classification (SIC) used by the United States Department of Labor. Specific definitions for the types of retail food stores can be found on the following website: [www.osha.gov/pls/imis/sic\\_manual.html](http://www.osha.gov/pls/imis/sic_manual.html)

### Map of Estimated Number of Eligible Individuals Not Receiving Food Stamps

This map was generated by using data on food stamp recipients which came from the Department of Human Services and from the number of people at or under 100% of the federal poverty line. Following California Food Policy Advocates methodology, using the 100% FPL rather than 130% helps to adjust for other eligibility factors. The estimated number of eligible individuals not receiving food stamps was calculated, by subtracting the number of individuals receiving food stamps from the number of individuals at or below 100% the federal poverty line within each zip code.

### Other Methodological Issues

#### Percent Poverty

Each year, the United States Census Bureau establishes the federal poverty guidelines, a set of income thresholds that vary by family size and composition to capture poverty in the United States, as required in the Office of Management and Budget's Directive 14. The annual revision of these thresholds allows for changes in the cost of living as reflected by the Consumer Price Index, but does not take into account regional, state or local variations in cost of living. Since the regional differences are not figured into this equation, national indicators for poverty may not capture the actual number of San Franciscans that are struggling to make ends meet. Therefore, this assessment has utilized 185% of the federal poverty level in maps and in data analysis to more accurately adjust for San Francisco's high cost of living and more precisely capture the number of San Franciscans living in poverty. Other thresholds for percent poverty, such as 125% of the federal poverty level, were used in cases where there were specific programmatic income guidelines or agency requirements.

#### Analysis and Calculations

In addition to using GIS, the assessment team used specific calculations to understand trends or information about the San Francisco food system. Steps utilized in the analysis and with each dataset are described in the assessment.

### Disclaimer

Every attempt has been made to ensure the information contained in this assessment is valid and accurate. San Francisco Food Systems and the San Francisco Food Alliance have made all reasonable efforts to ensure data integrity and quality. Any omissions of food systems indicators and/or data were unintentional.



# Appendix:

## HISTORY OF FOOD POLICY IN SAN FRANCISCO, 1996-2005

### 1996 San Francisco Sustainability Plan

Commission on the Environment charged with drafting and implementing a plan for San Francisco's long-term environmental sustainability and forms working groups to draft the plan.

### July 1997 Board of Supervisors endorses the Sustainability Plan

Goals in the chapter on Food and Agriculture include the following:

- Increase individual, public and private-sector participation in a sustainable food system.
- Establish and coordinate a community-based policy and educational program to achieve a sustainable food system.
- Ensure access by all people at all times to enough nutritious, affordable, safe and culturally diverse food for an active, healthy life.
- Create, support and promote regional sustainable agriculture.
- Maximize food and agricultural production within San Francisco.
- Recycle all organic residuals, eliminate chemical use in agriculture and landscaping and use sustainable practices that enhance natural biological systems throughout the City.

### December 2000 Labeling of Genetically Engineered Food

Board of Supervisors passes resolution urging the United States Department of Agriculture (USDA), Food and Drug Administration (FDA), and the Environmental Protection Agency (EPA) to research, regulate, clearly label, and consider a temporary moratorium on all genetically engineered food.

### November 2002 Precautionary Principle

Mayor and the Board of Supervisors adopt the Precautionary Principle as a city-wide policy.

### January 2003 Healthy School Nutrition and Physical Exercise Policy

Board of education passes resolution calling for the creation of a School Nutrition and Physical Fitness Advisory Committee in San Francisco Unified School District (SFUSD).

### November 2003 Proposition A

San Francisco voters pass school bond proposition through which SFUSD schools will receive \$2 million to create and expand green schoolyards.

### December 2003 Childhood Nutrition and Physical Activity Task Force

Board of Supervisors creates task force charged with creating recommendations.

### January 2004 SFUSD Student Nutrition and Physical Fitness Policy

Food and nutrition related recommendations in the policy include the following:

- Increase the return of Meal Eligibility Applications
- SFUSD Nutrition Standards
- Improved Menu Choices
- Nutrition Education
- Vending Machines
- Explore Profit Sharing
- Food Sales

**April 27, 2004 Food Safety and Food Irradiation**

Board of Education passes resolution prohibiting the use of irradiated food products in SFUSD food service for five years.

**January 2005 Childhood Nutrition and Physical Activity Task Force Recommendations**

Food and nutrition related recommendations include the following:

- Ensure that at least one reasonably large outlet/vendor sells healthy, nutritious foods is easily accessible to all residents.
- Increase the enrollment and retention of eligible clients into the WIC and Food Stamp programs.
- Increase the proportion of mothers who exclusively breastfeed their babies.
- Expand information and resources for understanding healthful nutrition and physical activity to health care providers and community groups.
- Implement city-wide awareness campaign(s) addressing nutrition and physical activity developed by youth.

**June 2005 Urban Environmental Accords**

Mayor signs and endorses Urban Environmental Accords at World Environment Day. Action 17 calls for the promotion of the public health and environmental benefits of supporting locally grown organic foods. It seeks to ensure that 20% of all city facilities serve locally grown and organic food within seven years.

**July 26, 2005 “Taking Action for a Healthier California”**

Board of Supervisors passes a resolution officially endorsing recommendations developed by the Strategic Alliance. Food and nutrition related measures include the following:

- Eliminate the advertising of unhealthy foods and beverages to children and youth.
- Establish grocery stores with produce and other fresh, healthy items in all low-income neighborhoods and communities of color.
- Adopt model worksite policies that include access to healthy food and physical activity and to breastfeeding accommodations.
- Provide health plan benefits that cover prevention and wellness activities.
- Support new mothers in breastfeeding and eliminate in-hospital marketing of artificial baby milk (formula) to new mothers.
- Institute healthy food and beverage standards for all food items available in preschool, school, and after-school programs.
- Implement farm-to-institution programs to make fresh, local, and sustainable grown food available at schools, hospitals, worksites, and other facilities.

**August 2, 2005 Food Security Task Force**

Board of Supervisors calls for the establishment of a Food Security Task Force charged with creating a strategic plan to address hunger, enhance food security, and increase participation in federally funded programs.

**August 16, 2005 Sweatshop Free Ordinance**

Board of Supervisors passes legislation giving preference to organic and fair trade products in city contracts and purchasing.

# List of Data and Sources

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