California State Government Food Procurement Policies and Practices

November 2016

CALIFORNIA STRATEGIC GROWTH COUNCIL

CALIFORNIA HEALTH IN ALL POLICIES TASK FORCE

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California Health in All Policies Task Force

- Air Resources Board
- Office of the Attorney General
- Business, Consumer Services, and Housing Agency
- Department of Community Services and Development
- Department of Corrections and Rehabilitation
- Department of Education
- Environmental Protection Agency
- Department of Finance
- Department of Food and Agriculture
- Department of Forestry and Fire Protection
- Department of General Services
- Government Operations Agency
- Health and Human Services Agency
- Department of Housing and Community Development
- Labor and Workforce Development Agency
- Natural Resources Agency
- Department of Parks and Recreation
- Governor's Office of Planning and Research
- Department of Social Services
- Department of Transportation
- Office of Traffic Safety
- State Transportation Agency

Acronyms

California Correctional Health Care Services	CCHCS
California Department of Aging	CDA
California Department of Corrections and Rehabilitation	CDCR
California Department of Developmental Services	DDS
California Department of Education	CDE
California Department of Forestry and Fire Prevention	CAL FIRE
California Department of General Services	DGS
California Department of Parks and Recreation	DPR
California Department of Public Health	CDPH
California Department of Rehabilitation, Business Enterprises Program	DOR BEP
California Department of State Hospitals	DSH
California Department of Veterans Affairs	CalVet
California Highway Patrol	CHP
California Prison Industries Authority	CALPIA
Centers for Disease Control and Prevention	CDC
Health in All Policies	HiAP
Strategic Growth Council	SGC
United States Department of Agriculture	USDA

Key Terms

Food Procurement. The processes used by state and local government agencies to purchase food that they will provide or sell to employees, custodial populations, visitors, and people housed by state or local entities.

Food Procurement Policies. Informal and formal practices, regulations, guidelines, and laws adopted by federal, state, and local governments or institutions, to require or encourage food purchased and served to meet a set of standards.

State Food Environment. The types of food and beverages that are sold or served in cafeterias, vending machines, and concession stands on State property, including, but not limited to, state buildings, prisons, hospitals, veterans homes, parks, and beaches.

Sustainable Food Procurement. Considers the social and environmental impact of a purchase, and is aimed at mitigating the deleterious impacts of purchasing on the environment, human health, animal welfare, and labor.

Executive Summary

Food procurement policies can support a range of benefits for organizations, individuals, and communities. California's state food procurement policies are just one piece of the larger procurement landscape, but an important one given the large annual fiscal expenditures and potential impact on health and the environment. This report makes a case for the importance of food procurement policies, describes current California State food contracting pathways, provides information about how specific departments procure food, and describes challenges and opportunities within the state food system.

With rates of chronic conditions such as diabetes, heart disease, high blood pressure and other diet-related diseases on the rise, growing attention has been paid to the food served and sold on state property and in state institutions. The State of California spends hundreds of millions of dollars directly on food and spends more each year on health care costs of diet-related diseases through employee medical benefits, direct medical services to those housed in state facilities, and through state supported Medi-Cal and Medicaid.

State government food service and procurement policies can specify the use of government funds to create a healthful food environment which can be applied anywhere food is served, sold, or consumed, including work-site cafeterias, vending machines, educational institutions, correctional institutions, group homes, childcare facilities, schools, park concession stands, meetings or conferences, and hospitals.

In addition to supporting health, there are a number of co-benefits resulting from healthy food procurement policies that strengthen the case for supporting these policies. These include reducing costs to California's economy; modeling practices for other public and private organizations; promoting environmental sustainability; increasing marketplace demand for healthy and sustainable food products; protecting workers in food and agriculture; and supporting local economies.

California State food procurement occurs in many ways, depending on the final use or customer, but generally follows one of two distinct pathways:

1) Negotiated food purchasing contracts, under the purview of the Department of General Services (DGS). The largest utilizer of DGS negotiated food contracts is the Department of Corrections and Rehabilitation, which is responsible for feeding the state's 118,000 inmates [1].
2) Contracts with outside vendors to operate food venues on state property. This pathway is primarily exercised through the Department of Rehabilitation, Business Enterprises Program and through the Department of Parks and Recreation, which both manage contracts with food vendors on state property.

Prior to this report, there was no single document that outlined California's state government food procurement policies and practices. This report is a step in that direction, and describes in detail the two food procurement pathways listed above. The report also describes challenges and opportunities within the state food environment.

"California State Government Food Procurement Policies and Practices" is part of a suite of healthy food procurement related materials developed by the Health in All Policies Task Force. The suite includes two other documents:

- More information about recent state and local laws, ordinances, guidelines, and other mandates from California and throughout the country, that aim to influence the food environment in specific settings is available in "A Scan of State and Local Food Procurement Policies."
- Case stories describing different city, county, and state government approaches toward developing and implementing healthy food procurement are available in "Healthy Food Procurement: Case Stories."

Context and Purpose

California's Health in All Policies Task Force (Task Force) works collaboratively across agencies, departments, and offices to improve the health of all people by incorporating health, equity, and sustainability considerations into State decision-making, policies, and practices. The Task Force was created out of recognition that California's greatest challenges, such as climate change and poverty, have profound health implications and yet cannot be solved by the public health department or any one department or agency working in isolation. Solutions to these complex and urgent problems require working collaboratively across many sectors to address the social determinants of health (i.e., transportation, education, access to healthy food, and economic opportunities).

In 2010, the Task Force identified six aspirational goals, one of which is that *[a]ll California residents have access to healthy, affordable foods at school, at work, and in their neighborhoods*. The Task Force subsequently made a recommendation to:

> *Leverage government spending to support healthy eating and sustainable local food systems: adopt a healthy food procurement policy…to ensure that foods purchased for consumption or sale on State property (e.g., vending machines, institutions, cafeterias, concessioner contracts) meet minimum nutrition standards* [2].

This report provides an overview of the current status of the State of California's food purchasing policies and practices and supports the Task Force's aspirational goal and recommendation. The State's food procurement system is extremely complicated and fragmented between a variety of institutions that work independently and are often not aware of each other's operations or food policies. Prior to this report, there has been no single organization, document, or individual with aggregated information on procurement policies and practices across State agencies. This information is essential for those who wish to identify opportunities for systemic improvements related to health and environmental sustainability.

This report takes a step towards aggregating this information, by providing an overview of how food is procured by the State of California, as well as initial ideas about where there may be opportunities for future action to promote health and sustainability. Specifically, this report:

1) Documents the major pathways through which the State of California purchases and serves food; and
2) Highlights challenges to and opportunities for improving the nutritional quality of food and promoting locally purchased food by State of California departments and agencies.

The authors hope that this report will be useful for state agencies and departments, as well as others interested in improving the nutritional quality and local sourcing of food purchased by the State of California. This report can also serve as a resource and model for those supporting healthy government food procurement at the local level and outside of California.

Summary of Methods

Information for this report was collected through interviews with representatives from State agencies involved in food procurement: California Department of Corrections and Rehabilitation, California Department of General Services, California Department of Rehabilitation, California Department of Education, California Department of Veterans Affairs, California Department of Developmental Services, California Department of State Hospitals, California Department of Parks and Recreation, the California Prison Industry Authority, representatives from city, county, and federal governments, local public health departments, and non-governmental organizations inside and outside of California. Additional information was collected from a review of contracts, budgets, menus, department and agency websites, and other pertinent documents.

Limitations and Areas for Further Research

This report provides a high-level overview of the processes used by State agencies and departments directly involved with large-scale food purchasing and distribution. However, some aspects of government purchasing are beyond the scope of this report:

- California schools (K-12) and other child nutrition programs are only briefly discussed in this report. Food purchasing decisions are made at the facility or district level and are largely governed by federal regulations.
- This report does not provide an assessment of the nutritional quality of the foods served or purchased by state agencies.
- This report does not include comprehensive budgetary details for State food purchasing, though information is provided when available. Many stakeholders have expressed interest in knowing how much money the State and individual agencies spend on food. State agencies, individual facilities, and institutions use a variety of contracts and purchasing mechanisms, and procurement recordkeeping is organized in numerous databases and is not standardized across departments. While a worthwhile endeavor, gathering this information will require additional resources.
- This report only peripherally discusses environmental sustainability. While this report does discuss local purchasing, this is only one aspect of sustainability. Sustainable food purchasing includes considerations related to farming practices, packaging, labor practices, etc. In addition, it should be noted that this report does not include a specific geographic definition or recommendation for “local” purchasing.
- Many stakeholders, inside and outside of government, are interested in reducing consumption of sugar-sweetened beverages as a way of reducing chronic disease and improving health. This report does not directly address sugar-sweetened beverages, except in the context of other vending policies.
- While stakeholders have expressed interest in an in-depth look at the challenges and opportunities for smaller State governmental purchasers, local and regional government purchasers, schools, and smaller food service providers, this report focuses almost exclusively on the larger-scale California State government purchasing.

I. Introduction: The Many Benefits of Food Procurement Policies

Procurement Policy is a Strategy with Many Benefits

Increasing the accessibility of healthy food is an important strategy in addressing health, and has been shown to change people's eating behaviors [3, 4]. Diet-related disease is one of the leading causes of death in California [5], and diets high in processed, high calorie, low-nutrient food and low in fruits, vegetables, and whole grains contribute to heart disease, high blood pressure, cancer, and musculoskeletal disorders [6, 7]. Today, California adults consume only about one-fifth of the recommended daily amount of vegetables and fruit [8].While individual preference is an important factor in shaping food choices, individual decisions are made within the context of one's environment, including the availability of healthy, affordable food.

For example, the 2001 *Surgeon General's Call to Action to Prevent and Decrease Overweight and Obesity* notes that "individual behavior change can occur only in a supportive environment with accessible affordable healthy food choices and opportunities for regular physical activity" [9]. In addition, a growing body of literature demonstrates correlations between policies that increase the *accessibility* of healthy food and the increased *consumption* of healthy food [10]. These studies suggest that increasing the accessibility, including affordability, of healthy food improves healthy eating behaviors and reduces many negative health outcomes [3, 4].

It is especially important to note that the food environment has changed significantly in recent decades, with subsequent changes to eating behavior and health outcomes. For example, the average portions offered by fast-food chains are often 2 to 5 times larger than when the food or beverage was first introduced [11]. In 1970 Americans consumed 2,064 calories per person per day, and this has increased by 23 percent to 2,538 calories per person per day in 2010 [12]. These changes parallel a rise in many chronic diseases in both California and the nation. For example, in the last decade the number of people with diabetes has increased 32 percent, with one in seven adults in California having the disease [13].

Different communities face very different food environments. For example, low-income areas are especially impacted by a lack of access to healthy foods. One study found that residents with no supermarkets near their homes were 25 to 46 percent less likely to have a healthy diet [14]. Strategies to increase access to healthy foods need to take into account the built, economic, and service environments which shape access to health foods.

Researchers, food policy advocates, and federal agencies, including the Institute of Medicine, United States Department of Agriculture (USDA), and the White House Task Force on the Prevention of Childhood Obesity, have identified food procurement policies as an important strategy to reduce chronic disease and promote overall health. Purchasing institutions throughout the nation are recognizing the critical role that food procurement plays in promoting sustainability, nutrition, and better health, and some large organizations such as Kaiser Permanente have adopted food procurement policies that provide health-promoting food and support local and sustainable food systems.

California State government has significant spending power and reach, and its agencies have opportunities to pursue food procurement policies that directly improve the food environment and support the health of a large number of people, including:

- 224,000 State employees [15]
- 118,000 incarcerated individuals in State prisons[1] [1]
- 7,900 patients and residents in State hospitals [16] and State developmental centers [17]
- 3,000 veterans in the State Veterans Homes [18]

[1] This number includes all men and women in custody at in-state institutions or camps on July 30, 2014. This number does not include those inmates housed at in-state private facilities, Department of State Hospitals facilities, or out-of-state facilities.

- 68,700,000 visitors to State parks each year [19]

Healthy food procurement policies provide a number of additional benefits to society, such as:

1) **Reduce healthcare costs.** In California, lost productivity and medical care costs associated with obesity, overweight, and physical inactivity are estimated to be somewhere between $2 billion and $5 billion annually [20]. In 2008, the California Public Employees' Retirement System (CalPERS) alone spent approximately $362 million on health care services to treat preventable chronic diseases. This represents 22 percent of the money spent on health care services for the whole system [21].

2) **Model nutritional and purchasing practices for local agencies and other institutions.** By embracing healthy and sustainable policies and practices, the State of California serves as a model that can be followed by local governments and institutions. The State's far reach can also change norms by increasing consumer demand for healthful food products at government-run cafeterias, vending machines, or concession stands, making it easier for local entities to secure political and community support for similar changes.

3) **Promote environmental sustainability.** Food procurement policies can promote environmental sustainability by encouraging local purchasing. As food transport miles decrease, so do carbon emissions. In addition, other sustainability criteria can be incorporated into contracts and guidelines such as encouraging food produced under sustainable certifications like USDA Organic or Fair Trade USA, or recommendations like Monterey Bay Aquarium Seafood Watch; environmentally friendly packaging, cleaning materials, and serving ware; recommendations for energy-efficient machinery and facility-use; and requirements for recycling and composting [10].

4) **Increase marketplace demand for healthy and sustainable food products.** California's State agencies spend hundreds of millions of dollars per year on food, and can influence markets by creating demand for healthier products, supporting regional distribution systems, and influencing manufacturing by driving the formulation of healthier food products [22]. If the State inserts requirements for lower sodium, less packaging, or other healthy or sustainability-promoting specifications, these can influence manufacturers, leading them to create reformulated products that could then be made available to other purchasers, including smaller-scale local entities or schools.

5) **Support local economies.** State and local government can support local agriculture and business economies when they procure locally grown produce and other foods. For example, one study found that local (non-food) purchasing provided three times the economic benefits than using national chains [23]. Local purchasing helps keep money in communities, increases local employment, and can build community resilience.

II. California State Food Contracting Pathways

California's State agencies provide hundreds of millions of dollars of food per year to people through a variety of pathways. For example, in recent years, California has spent between $140 (2013) and $160 (2012) million annually on food for the state's incarcerated population,[2] and the Department of Parks and Recreation's concession contracts bring in over $44 million annually in gross receipts from food and beverage sales [24]. This section describes the mechanisms that are used to purchase this food, including how food contracts are negotiated, and which agencies manage those contracts.

People receive or purchase food from California State government institutions in a wide variety of venues, including work-site cafeterias, vending machines, educational institutions, correctional facilities, group homes, childcare facilities, schools, park concession stands, meetings or conferences, and hospitals. For State institutions, the most common pathways for purchasing and contracting are:

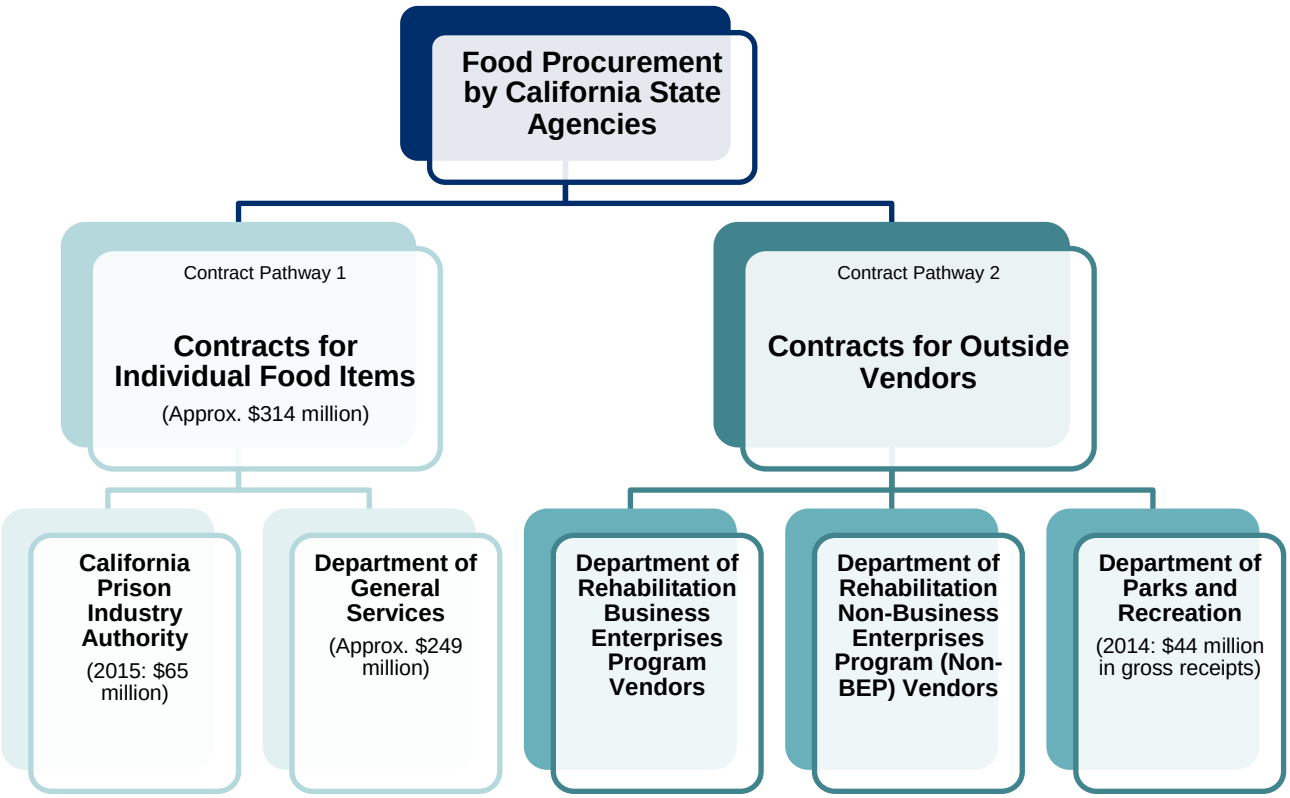
1) **Directly negotiate contracts for food items, through the Department of General Services (DGS) or the California Prison Industry Authority (CALPIA).**[3] This pathway represents the bulk of State agency purchasing.
2) **Administer contracts for outside vendors to operate concessions, vending machines, and restaurants on State property.** The Department of Rehabilitation Business Enterprises Program (DOR BEP) and the Department of Parks and Recreation (DPR) often administer these contracts to make food available for purchase on State property.

Figure 1 (see page 12) depicts the pathways for food purchasing in the state with the most current budget and sales figures when available. The following sections provide an in-depth overview of each step along the pathways.

Do consumers get to choose?
Individuals consume food in a variety of state food environments. In some cases, such as worksite cafeterias, individuals have choice not only about what food they order, but whether they buy their food from the state at all. In other cases, such as prisons, individuals have very little or no choice about what they are served. It is important to think about the structures in which people consume food in order to develop appropriate policies to support healthy eating.

[2] This total depends on the fluctuating inmate population and a budget of $3.14 per day per inmate.
[3] Purchases made through the Department of General Services and the California Prison Industry Authority are administered under California Public Contract Code 10290.

Figure 1: Food Procurement Pathways[4,5,6]



Purchasing Pathway 1: Contracts for individual food items

As illustrated in Figure 1 above, the State spends approximately $314 million a year on food items for use in State agencies or properties, not including food procurement in public schools and childcare facilities.[7] The following sections discuss in detail the roles and responsibilities of participating agencies.

California Prison Industry Authority

The California Prison Industry Authority is a state-operated agency that provides work assignments for approximately 8,000 inmates assigned to 6,800 positions annually in California's adult correctional institutions [25]. CALPIA operates 57 manufacturing, service, and consumable factories in 34 California Department of Corrections and Rehabilitation (CDCR) institutions throughout California.

California Penal Code Section 2807 mandates that state agencies fulfill their purchasing needs through CALPIA before turning to DGS or outside suppliers [26]. If CALPIA produces a given item, departments must apply for a

[4] The Department of Rehabilitation, Business Enterprise Programs vendors (described below) also work with private vending machine operators through the Vending Machine Unit to provide vending services to State and Federal locations where there are no interested Business Enterprise Program vendors. These private contractors pay a commission of sales from the facility to the Department of Rehabilitation which funds retirement, professional services, and life insurance programs.
[5] This report uses the most current data available for contract, sales, and receipts figures. Therefore, the Department of General Services contract total is an approximation based upon data from a variety of years. More information is available in Figure 2 about how this total was developed.
[6] No number is provided for "Contracts for Outside Vendors" in Figure 1 due to insufficient data.
[7] This report uses the most current data available for contract, sales, and receipts figures. Therefore, the sum total for contracts for individual food items is an approximation based upon data from a variety of years.

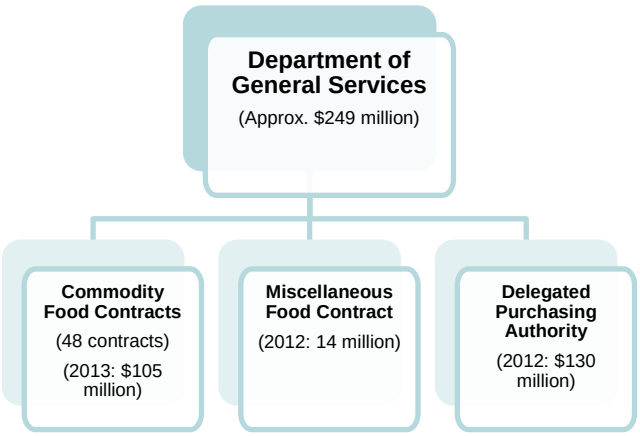
waiver if they want to purchase that item from another producer or distributor. CALPIA is also authorized to sell to federal, county, municipal entities, and sovereign nations.

Each year, CALPIA produces and sells approximately $65 [27] million worth of agricultural and food products including almonds, bread, juice, peanut butter, jelly, milk, meat, eggs, chicken, coffee, and cookies [28]. The largest purchaser of CALPIA *food* is CDCR, and CDCR accounted for 57 percent of *all* sales (including non-food items) in FY 2013-14 [25]. As a result, CALPIA works to produce items that meet CDCR specifications for the standardized CDCR menu (e.g., eliminating trans fats, a requirement that bread be made from 100 percent whole wheat, and a specification that fruit juices must contain 20% real juice and is fortified with Vitamin C, calcium and Vitamin B 12).

Department of General Services

The Department of General Services serves as the business manager for the State of California, including serving as the State's purchasing authority. The DGS Food Acquisitions Unit directly oversees the competitive[8] and non-competitive[9] procurement of statewide food commodity contracts. This does not include contracts for vending machines, concessions, or most fresh produce. DGS procures food in three ways: 1) Commodity Food Contracts, 2) Miscellaneous Food Contract, and 3) Delegated Purchasing Authority.

Figure 2. Department of General Services Procurement



Generally, State agencies are required to purchase items through DGS's Commodity Food Contracts. This helps State government benefit from economies of scale, buy products at negotiated set rates, leverage the state's purchasing power, and ensure that products are standardized across departments. However, as described below, for food items or products not included in CALPIA or DGS commodity contracts, or when agencies purchase less than the required volume for state contracts, there are two additional options: the Miscellaneous Food Contract or Delegated Purchasing Authority.

1. Commodity Food Contracts

In total, the DGS Food Acquisitions Unit handles 48 statewide food contracts. Forty-six of the contracts pertain to a specific type of commodity (see Table 1 for commodities available from October 2013). The 47th contract is the Miscellaneous Food Contract, described below. The number of contracts varies slightly from year to year.[10] In FY 2013, food purchased through Commodity Food Contracts amounted to $105 million [29].

Statewide food contracts are awarded based on a low-price bidding system, in which the winning bid is determined by price, compliance to administrative requirements, and compliance to other specifications (e.g. minimum nutrition standards), with some adjustments (approximately 5 percent) for small businesses and enterprise zones.[11] These statewide contracts set the prices of food for the contract term, typically one year, for a

[8] Competitive procurement refers to the process by which DGS goes out to bid for the good or service and awarded a contract based on competition (e.g., lowest price, best value).
[9] Non-competitive procurement refers to situations where DGS does not go out to bid for a good or service. This usually happens in an emergency situation that precludes the time to conduct a competitive solicitation/award, or when there is simply only one firm offering the product or service.
[10] All DGS contracts are publicly available on the DGS website at: http://www.documents.dgs.ca.gov/pd/contracts/contractindexlisting.htm#RANGE!A188.
[11] More information about the Small Business and Disabled Veteran Business Enterprises (DVBE) programs is available on the Department of Veteran's Affairs website (https://www.calvet.ca.gov/VetServices/Pages/Disabled-Veteran-Business-

specified quantity determined through analysis of the State's needs by DGS. In addition to general terms and conditions, each contract provides detailed product descriptions (e.g. ingredients and weight). While a handful of requirements are common to all DGS bid specifications, such as a ban on artificial trans fats, most requirements are specific to the commodity. Some specifications include detailed nutritional requirements as requested by users. As the primary recipient of DGS commodity contracts, CDCR's demand for food products tend to drive contract specifications.

Table 1. DGS Commodity Food Contracts [30]

1. Beverage Base	**13. Dried Fruits**	**25. Pantry Items (e.g. Cornstarch, Vinegar)**	**37. Spices**
2. Enriched Bread	14. Frozen Fruits and Vegetables	26. Pasta Products	38. Sugar
3. Canned Entrées and Vegetarian Beans	15. Gelatin	27. Pizza	39. Maple Syrup
4. Bulk Cereal	16. Butter Flavored Grill Oil	28. Pretzels, Potato/Corn Chips, and Snacks	40. Tea
5. Dry, Ready-To-Eat Cereal	17. Jam and Jelly	29. Frozen Potato and Onion Products	41. Tortillas and Taco Shells
6. Cheese	18. Frozen Juices	30. Dehydrated Potatoes	42. Canned and Pouched Tuna
7. Condiments (Individual Serving Packets)	19. Dried Legumes	31. Pudding Mix	43. Frozen Turkey
8. Crackers	20. Lunchmeat and Cheese	32. Pudding, Ready-To-Serve	44. Processed Turkey
9. Frozen Dietary Entrees	21. Margarine	33. Milled Rice	45. Waffles, Pancakes, and French Toast
10. Dry Bakery Mixes	22. Mayonnaise, Salad Dressing, and Tartar Sauce	34. Pre-Cooked Roast Beef	46. Emergency Bulk Supply Water
11. Frozen Fish	23. Frozen Mexican Entrees	35. Vegetable Shortening and Salad Oil	47. Individual Bottled Water
12. Flour	24. Powdered Milk	36. Dehydrated Vegetarian Soup Base	48. Kosher Meals

2. Miscellaneous Food Contract

State agencies and departments, as well as 2,000 local government agencies, have the option of using the statewide Miscellaneous Food Contract. Generally, the Miscellaneous Food Contract allows departments to supplement their commodity contracts with low-volume food purchases, and usage for FY 2015 was $14 million [31] divided between US Foods and Performance Foodservice, who currently provide products for the State's Miscellaneous Food Contract [29].

3. Delegated Purchasing Authority

Enterprise-Program.aspx). The purpose of the DVBE program is to help small businesses and California disabled veterans compete more effectively for a portion of the billions of dollars that are competitively awarded through the State's bidding process. For all agencies, the State has established a small business participation goal of at least 25 percent and a DVBE participation goal of at least 3 percent. The goals apply to the overall dollar amount expended each year by an awarding department. However, food contracts are exempt from DVBE participation due to a lack of DVBE businesses in the field.

A significant amount of food purchasing happens through Delegated Purchasing Authority, in which departments negotiate their own contracts directly with vendors (approximately $130 million a year [29]). DGS has statutory authority to delegate its purchasing authority to departments that meet specific requirements and adhere to State statutes, regulations, policies, procedures, and cost effectiveness standards. Purchasing authority granted by DGS allows each department to contract directly with businesses, up to a limit set by DGS. Departments must also put out an invitation for bid (IFB), and generally must award the contract to the vendor with the lowest bid. This usually occurs when a department's needs cannot be met by Commodity Food Contracts or Miscellaneous Food Contract. For example, departments or agencies may issue a "best-value contract" in order to seek services or performance beyond what is offered through the commodity contract. DGS also delegates purchasing authority to agencies that only need a small amount of a product, below DGS's minimum purchasing order. Most contracts for fresh produce are conducted through delegated purchases by individual departments, although DGS is exploring opportunities to establish a master produce contract.

Purchasing Pathway 2: Contracts for outside vendors

Individual consumers spend about $125 million a year on food through vending machines, concession stands, cafeterias, and restaurants on state properties [24]. These venues fall under the purview of the Department of Rehabilitation Business Enterprises Program (DOR BEP) or the Department of Parks and Recreation (DPR). Unlike DGS, DOR BEP and DPR do not contract for individual food items themselves. Instead, these departments manage contracts with private vendors who have authority to make their own decisions regarding how they purchase the products they will then sell.

Department of Rehabilitation: State Buildings

With the exception of those in State parks, most vending, concessions, and cafeteria establishments are owned and operated by legally blind individuals who participate in the DOR BEP for the Blind. DOR BEP trains and assists visually impaired individuals to operate vending machines, cafeterias, snack bars, and coffee kiosks on state property. These regulations were established through the federal Randolph Sheppard Act, which mandates that legally impaired individuals be given priority for owning and operating these services. (See the insert on page 15 for more information)

Legally blind persons participating in the program receive training in the form of classroom lessons and hands-on skills development in food service management, customer service, menu planning, sanitation and safety, and merchandising. DOR BEP determines if a site is viable for a blind vendor using several criteria, the most important of which includes if the site can generate an average income of at least $3,550 per month [32]. DOR BEP is responsible for developing site permits and consults with the hosting state agency to outline the type of food that can be served. Although the state agencies have some input into the nature and quality of food sold at a site, individuals participating in the DOR BEP for the Blind are private contractors and can serve what they want unless specified by law or within the contract. The DOR BEP permits are held valid until changed, with some permits dating back to the 1970s. If DOR BEP elects not to provide service for concession stands, cafeterias, or restaurants contracts, DOR will provide a three-year waiver of their priority, and the host agency may then award a contract to a non-DOR BEP entity [33]. For vending machines not operated by a licensed vendor, DOR contracts directly with a private vending company who pays a commission to DOR. This commission is placed into an account for the vendors' retirement and professional services.

Sixty percent of vending machines in state buildings are operated by individuals that participate in DOR BEP for a total of 2,500 machines [34]. The remaining 40 percent of vending machines are contracted to non-DOR BEP vendors. In addition to vending machines, in FY 2014, DOR BEP had 97 full-time vendors operating 114 food service locations that grossed $47.3 million in sales [35]. Despite the goal of reaching an average income of $3,550 a month, the median net income for a DOR BEP vendor in California is $2,760 a month [35].

The Randolph Sheppard Act of 1936

Under the federal Randolph Sheppard Act of 1936, any federal facility with food service, which includes cafeterias, snack bars, and vending machines, must prioritize contracting for service with individuals who are legally blind. The legislation was enacted to "provide blind persons with remunerative employment, enlarging the economic opportunities of the blind, and stimulating the blind to greater efforts in striving to make themselves self-supporting [36]." Under the DOR BEP, the state's licensing agency recruits, trains, licenses, and places individuals who are blind as operators of vending facilities. The act authorizes a licensed blind individual to conduct specified activities in vending facilities through permits or contracts [37]. In fiscal year 2014, the latest year for which national data is available, a total of 2,108 blind vendors operated 2,389 vending facilities located on federal and other property. The program generated $693.6 million, and the average vendor earnings amounted to $59,012 [37].

Most states have passed laws to broaden the program's priorities to include state, county, municipal, and private locations as well. Many county and city governments voluntarily participate in this program and in California federal provisions were extended to all state property in 1945 [38].

Department of Parks and Recreation

State park concession can range from small-scale services such as snack bars, gift shops, and mobile food carts (typically operating seasonally or year-round at beaches, pools, or campgrounds) to large-scale operations such as restaurants at golf courses and marinas. In fiscal year 2013-14, DPR held 206 concession contracts and 64 operating agreements, which generated over $127 million in sales, as well as nearly $20 million in rent paid to the State [24]. Of these total sales, about $41 million (32 percent) came from restaurants and catering, while $2.69 million (2 percent) came from snack bars, beach stands, and mobile food services [24].

State park concessions are private businesses and operate under contract with the state. The California Park and Recreation Commission sets policy for concession contracts and Public Resources Code Section 5080.03 governs these contracts. These policies include guidelines for the request for proposals (RFP) bidding process, contract negotiations, and the legislative review process [39]. Concession contract terms are usually five to ten years, although they can be as long as 30 years for marina operations and up to 50 years for lodging, depending on capital improvement requirements. Any contracts with terms over 20 years require special legislation. DPR has incorporated language into its RFPs that supports the procurement of healthy food and beverage items, as well as California-grown produce through a program called the "Healthy Food Initiative."

Department of Parks and Recreation: Healthy Foods Initiative

The DPR Healthy Food Initiative (HFI) is a good example of how state agencies can facilitate healthy and local food procurement. In 2004, DPR implemented the HFI for its concessions in an effort to provide "affordable, appealing, high-quality, pure, and organic foods from California at all State Park food venues [40]." Through HFI, DPR has incorporated language supporting healthy food and beverage items and the use of ingredients from California in its State Park Concession contracts since 2007. Contract language for concessions introduced with the HFI includes the encouragement of sourcing locally grown foods, offering unsweetened beverage selections, and the provision of foods without synthetic additives, pollutants, or unnecessary packaging and marketing.

Contracting changes due to HFI resulted in a concession contract with Aramark Corporation at the Asilomar State Beach and Conference Grounds that offers locally sourced, organic produce [41]. Concessions currently on site include a retail shop, a dining hall, catering service, and a cafe; these entities bring in an estimated annual revenue of $22 million [42]. Aramark Corporation, a leading food services provider, won the bid for a twenty-year contract and began operating in late 2009. They were selected in part because their RFP demonstrated a strong commitment to providing sustainable, locally-sourced, healthy food and beverages in their dining operations. More than half of the tea and coffee served in the cafe is organic and the retail shop sells tea and Fair Trade, shade-grown coffee for visitors to purchase and enjoy at home. In addition, healthy and organic snacks and drinks make

up over half of the food retail options [42]. In 2010 Aramark Corporation hired an executive chef who was lauded for his long-standing commitment to sustainable and organic cuisine. For Asilomar, the company sources produce and meat from local farms and participates in the Monterey Bay Seafood Watch Program to select sustainable seafood [41]. Other sustainability efforts include the use of compostable to-go packaging and the composting of food waste in partnership with Monterey Regional Waste, which sells the compost to farmers [42].

The HFI also includes the development of educational tools for visitors focused on using sustainably-grown foods to help maintain a healthy diet (including online materials like healthy camping recipes) and a plan to build a demonstration garden. For example, in 2015, the department awarded a contract to create an organic demonstration garden with interpretive exhibit and materials around the history and significance of agriculture and the importance of eating healthy, locally-sourced, and sustainable foods at the California Indian Heritage Center (http://www.parks.ca.gov/?page_id=22628) in Sacramento.

Summary

There are two primary ways in which food is consumed as part of the state food environment: situations where individuals have very little or no choice about what they are served (e.g., prisons) and situations where individuals have choice not only about what food they order, but whether they buy their food from the state at all (e.g., park visitors). Each of these primary ways is associated with a pathway in which food is purchased. The first involves the State directly negotiating contracts for food items while the second allows departments to administer contracts for outside vendors to operate concessions, vending machines, and restaurants on state property. As will be described in further detail in Section III, each of these pathways interacts in specific ways by each state Department and provides unique opportunities to improve the state food environment and increase access to healthy food.

III. California State Food Purchasing: Department-Specific Examples

The following section outlines the food procurement practices and policies of individual state agencies (Contract Pathway 1). The primary focus of this section is on the State's major food service providers, including CDCR, the Department of State Hospitals, and the Department of Developmental Services, but also includes a brief description of smaller purchasers such as the California Department of Veterans Affairs, California Department of Forestry and Fire Protection, California Highway Patrol, and State Special Schools. Unless otherwise noted, these departments purchase food through DGS contracts. This section also contains a brief discussion about the role that the California Department of Education (CDE) has in overseeing the meals provided to K-12 public schools, which follow federal nutritional guidelines and do not use state food contracts.

California Department of Corrections and Rehabilitation

The California Department of Corrections and Rehabilitation is the largest State food purchaser and food service provider. CDCR serves 130 million meals each year at 35 state prisons, two of which are women's facilities and the rest are men's [43]. Twenty-one of the institutions have licensed medical facilities [44] [45].

CDCR purchases approximately $150 million worth of food each year through contracts negotiated by DGS, CALPIA, and directly from distributors. Of all menu items served at CDCR, about 60 percent are purchased through DGS, 30 percent from CALPIA, and 10 percent come from independent procurement contracts under delegated purchasing authority. CDCR receives no donated foods. Because CDCR is the largest state purchaser of food, CDCR's needs often drive how DGS and CALPIA formulate their contracts for food products.

CDCR's *Departmental Food Administrator (DFA)* is a Registered Dietitian who develops a standardized menu to meet adult nutritional requirements, and this standardized menu is then used by site-specific *Correctional Food Managers* at all facilities. While some limited substitutions are allowed, all facilities serve the same standardized menu. All CDCR prisons have a functional main kitchen, which cooks meals for the entire prison. Correctional Food Managers receive delegated purchasing authority to procure items not included in the DGS contracts or produced by CALPIA, such as produce [46]. For purchases that are not from a DGS contract, Food Managers must follow DGS's contract guidelines and bidding process, put out an invitation for bid (IFB) each month, and award the contract to the vendor with the lowest bid. CDCR facilities then place regional produce orders through these contracts.

California Department of Corrections and Rehabilitation Dietary Guidelines

When planning menus, the CDCR Departmental Food Administrator follows a set of federal and state dietary guidelines including the federal 2010 recommended Dietary Reference Intakes (DRIs) [47] and CDCR's Heart Healthy, low salt,[12] low fat, and pork-free menus [48]. A sample menu is shown below in Table 2. The CDCR Heart Healthy diet stipulates a daily diet of 2,800 calories for males, with 35 grams of fiber, less than 300 milligrams of cholesterol, less than 10 percent of daily calories from saturated fat, and as little trans-fat as possible [49]. CDCR also has a goal of following the American Heart Association's Healthy Eating plan, which calls for only 30 percent of calories from fat and no more than 2,300 milligrams of sodium per day [50]. However, due to current budget constraints limiting CDCR to $3.14 per inmate per day, as of 2014 [51], and meal formulation, these goals are not always met (See *Section IV. Opportunities and Challenges within the State Food System* for more information about the challenges and opportunities to improve inmate meals). All inmates are served the same menu, with the exception of those who receive Kosher, Halal, vegetarian, or special medical meals (e.g. gluten-free diets, hepatic diets, or diets for renal patients). Of the nearly 118,000 current inmates, approximately 9,600 currently receive religious meal designation and approximately 4,500 receive vegetarian meals [52].

[12] The FDA defines "low sodium" as less than 140 mg/serving. While CDCR and DGS are working to lower sodium in general (as reasonable) this does not always necessarily mean purchasing products identified as low sodium.

Table 2. California Department of Corrections and Rehabilitation: Example Standardized Menu

BREAKFAST		LUNCH		DINNER	
Juice Beverage	4 oz.	Lunchmeat Sandwich		Green Salad with Dressing	3/4Cup/ 1 Each
Cracked Wheat Cereal	6 oz.	...Lunchmeat	2 oz.	Breaded Fish	4 oz.
Pancakes, 4"	3 Each	...Mustard	2 Package	Baked Potato	1 Each
Peanut Butter or Sausage	2 oz.	...Wheat Bread	4 Slice	Broccoli	4 oz.
Syrup / Diet Syrup	2 oz.	Sunflower Seeds	1 Package	Wheat Bread	2 Slice
Margarine Readies	2 Each	Graham Crackers	2 Package	Cocktail Sauce	1 oz.
Nonfat Milk	8 oz.	Fresh Fruit	1 Each	Margarine Readies	2 Each
Coffee	8 oz.	Sugar Free Beverage	2 Package	Iced Cake	1 Piece
				Sugar Free Beverage	8 oz.
Vegetarian Option		**Vegetarian Option**		**Vegetarian Option**	
Peanut Butter (AE)[13]	2 oz.	Cheese Slice 2/3 oz. (AE)	3 EACH	Vegetarian Beans (AE)	8 oz.

California Department of Corrections and Rehabilitation Prison Canteens

In addition to the three meals per day served by CDCR, inmates can use their own money (often given to them by visiting family and friends) to purchase food and snack items from prison canteens. The canteen contracts are administered by CDCR, and the selection of products sold is determined by inmates who participate in the facility's Women's Advisory Council (WAC) and/or Men's Advisory Council (MAC). No taxpayer monies are used to purchase canteen stock items, and they are not subject to any nutritional guidelines. Items for sale frequently include candy, ice cream, cookies and pastries, instant food like Ramen, and canned or pouched foods like macaroni and cheese and Spam. While contracting practices vary by prison canteen, Valley State Prison in Chowchilla reports that 70 percent of the items sold in the canteen are purchased through standard existing contracts with CDCR, while 30 percent are non-contract.

Under the CDCR canteen policy, inmates are allowed to withdraw a maximum of $220 per month from their trust account to spend at the canteen, though this amount varies [53]. For example, at the Valley State Prison inmates are allowed to shop at the canteen once every thirty days. (See *Section IV. Opportunities and Challenges within the State Food System* for more information about prison canteens.)

California Correctional Health Care Services

California Correctional Health Care Services (CCHCS) manages Correctional Treatment Centers, which obtain food through similar mechanisms to CDCR. Because Correctional Treatment Centers serve the needs of inmates needing therapeutic diets, they use the DGS frozen dietary meals contract as well as their delegated purchasing authority for purchases from the Miscellaneous Food Contract to obtain specialty items. The CCHCS food budget is $8.54/day per inmate and totals over $4 million annually [54].

[13] AE is the abbreviation for "Alternate Entrée" which refers to the vegetarian replacement.

California Department of State Hospitals

The California Department of State Hospitals (DSH), formerly part of the Department of Mental Health, procures food for five state hospitals through DGS contracts, from US Foods and Performance Food Services under the Miscellaneous Food Contract, and through delegated purchasing. Food procurement for the three psychiatric programs is conducted primarily by CDCR. DSH hospitals provide food for approximately 6,000 patients and in FY 2014-15 purchased $15,720,358 in food products [55]. As is the case with CDCR, registered dietitians play a major role in setting parameters for food served on DSH menus.

DSH menu planning follows regulatory requirements and national guidelines including the Institute of Medicine Dietary Reference Intakes [56], the Dietary Guidelines for Americans, and the Academy of Nutrition and Dietetics Nutrition Care Manual. DSH diet guidelines include a daily average of 2,300 to 2,600 calories, greater than 25 grams of fiber, less than 10% of calories from saturated fat, as little trans-fat as possible, and a goal to lower sodium content. Menus must also be in compliance with regulations in California Title 22 which govern food served, as well as menu rotation, time between meals, and the posting of menus a week in advance [57].

In addition to the meals provided, DSH patients may purchase food from a canteen, which is not subject to nutrition guidelines. In 2014-2015 an analysis of canteen food and beverage items was conducted at two state hospitals.[14] As a result of that analysis, a group of registered dietitians initiated a project to establish canteen nutrition guidelines for use in the contract process at the five state hospitals.

California Department of Developmental Services

The California Department of Developmental Services (DDS) currently operates three State developmental centers (formerly hospitals) and one small community facility, which provide 24-hour habilitation (i.e., support to learn, keep, or improve skills and functional abilities necessary for daily living) and treatment services for residents with developmental disabilities. The total population of the centers has been steadily declining and was only 1,078 as of July, 2015 [58].

While DDS centers have historically used statewide contracts, these entities often no longer meet the minimum purchase requirements due to their reduced population. They purchase a number of products through CALPIA (including beef, chicken, hot dogs, certain sausage products, frozen homogenized eggs, coffee, milk, juice, cookies, peanut butter, jelly, maple syrup, and wheat bread) and rely increasingly on the Miscellaneous Food Contract. With a budget of $8 per person per day for food and feeding supplies, DDS annual food expenditures are nearly $4.4 million [58].

California Department of Veterans Affairs

California has eight Veterans Homes providing long-term care and residential services to veterans. The Homes house from 60 to over 1,000 residents [18]. Jointly all eight Homes house and care for approximately 2,500 veterans, with an annual food budget of approximately $7.5 million, or about $8.25 per resident per day [59]. Purchasing decisions are made by the *Director of Dietetics and Food Service* at each home, and increasingly the Homes are examining and standardizing food budgets and menus as a group.

Veterans Homes are subsidized by the federal government and menus are planned according to the federal Dietary Reference Intakes (RDI). Additionally, menus must comply with State regulations in Title 22 [57]. As a

[14] The analysis used the Oxford Nutrient Profiling Model that scores items based on energy, fat, sugar, fiber, protein and percent that is fruit, vegetable, or nut [reference attached as PDF]. Results ranged from 7 percent (7/100) to 18.5 percent (42/227) items in the healthier range (defined by DSH as a score of <6). A survey conducted at six DSH facilities in 2014 with 13 percent of patients responding, reflected 84 percent in favor of healthier food and drink choices and 90 percent more likely to buy them if they cost less.

recipient of federal funding to serve veterans, the Homes are eligible for pricing set by the U.S. Department of Veterans Affairs. They purchase most of their food products through the National Veterans Affairs Contract as an Other Government Agency (OGA) with US Foods and benefit from lower prices resulting from large contracts at a national scale. They purchase other food products, i.e., milk, eggs and bread from DGS Commodity Food Contracts and CALPIA.

California Department of Education

The California Department of Education Nutrition Services Division oversees the schools and other agencies that participate in child nutrition programs. These programs have vast purchasing power and a large impact on children's nutrition through the millions of meals served annually, and as such provide a tremendous opportunity to promote healthy eating and locally sourced food. The Healthy, Hunger-free Kids Act of 2010 mandated new meal standards for schools participating in the National School Lunch Program (NSLP) and School Breakfast Program (SBP), and other child nutrition programs. The California Department of Education Nutrition Services Division estimates that more than 830 million meals were served in fiscal year 2013-2014 including about 3.1 million lunches and 1.5 million breakfasts served per day through the NSLP and SPB [60]. The California Department of Education disburses over $2.4 billion in federal and state funds to support nutritious meal and snacks to schools, child-care centers, family day care homes, adult care centers, park and recreation centers, and other eligible agencies [61]. K-12 schools and other child nutrition programs are required to follow federal, state, and local procurement regulations and do not generally utilize statewide contracts for food. These regulations cover competitive procurement, informal and formal bidding, and contract language.

State laws *can* influence the food available in all child nutrition programs including schools. Since 2001, California has legislated some of the strictest rules in the nation governing foods and beverages sold to students outside of the USDA school meal program (e.g., vending machines, student stores, fundraisers, etc.), commonly referred to as competitive foods. In addition, California has legislated standards that are stricter than the USDA meal program such as ensuring that all schools and child care settings, regardless of whether they participate in the USDA meal program, provide at least one meal a day to pupils whose family income would qualify them for a free or reduced-price meal. Lastly, districts have the authority to implement additional requirements beyond state or federal requirements and can establish local policies that encourage or require healthy school environments through a variety of strategies including access to nutritious foods and beverages.

Other Departmental State Food Procurement

Several other departments purchase smaller quantities of food including the Department of Forestry and Fire Protection (CAL FIRE) Academy, the California Highway Patrol (CHP) Academy, and State Special Schools.

The CAL FIRE Academy, established in 1967, has a training facility located southeast of Sacramento and receives over 2,000 CAL FIRE personnel a year who participate in academic courses and trainings [62]. CAL FIRE is not mandated to purchase under statewide contracts.

In addition, CAL FIRE and CDCR jointly manage 39 adult and juvenile Conservation Camps, where nearly 4,000 inmates a year [63] receive training and provide services for fire suppression and other emergencies like floods and earthquakes. The camps fall under the budget of CDCR. The CALPIA delivery system does not provide delivery to the more rural camps, so CAL FIRE receives a waiver from the CALPIA purchasing obligation. Two warehouses (one in the north, one in the south) are stocked with food staples, and perishables are purchased on a case-by-case basis [64].

The California Highway Patrol Academy, established in 1930, has a primary training facility in Yolo County with a dining facility that can serve 400 persons cafeteria-style, three times daily [65]. The California Highway Patrol mostly utilizes the DGS Miscellaneous Food Contract for their needs, and on occasion utilizes DGS Commodity

Food Contracts when able to meet the minimum order quantities. However, since the number of cadets and classes are inconsistent from year to year, CHP often cannot make long-term purchasing commitments. CHP is not mandated to purchase through CALPIA.

An exception to the policies discussed earlier regarding K-12 schools is a set of three State Special Schools, which each order food for themselves. They purchase food through the USDA Foods program, CALPIA, and other statewide contracts [66]. The California School for the Blind in Fremont California and two California Schools for the Deaf in Fremont and Riverside, California, combined, provide instruction for approximately 1,100 deaf and visually impaired students, and receive administrative oversight and support from CDE [67]. The State Special Schools budget is based on the federal reimbursement rate for school meals, a maximum of $3.16 per lunch [68].

Summary

As described in Section III, a number of California Departments procure food for sale or direct consumption, each in their own specific way with different laws and regulations governing the process. The California Department of Corrections and Rehabilitation is the largest State food purchaser and food service provider and as such, and because CDCR follows a set of federal and state dietary guidelines for menu development, there are a range of opportunities to improve the entire State food environment based on CDCR's need. This section also provided information about how the State's other major food service providers, including the Department of State Hospitals, and the Department of Developmental Services, purchase food. Opportunities for improving the State food environment, and barriers to those improvements will be discussed in more detail in Section IV.

IV. Opportunities and Challenges within the State Food System

Below is a discussion of some of the opportunities and challenges that were identified by Health in All Policies staff and members of the state Food Procurement Working Group. This is not a comprehensive list of challenges and opportunities for State food procurement, but is intended to provide a starting point for discussion.

Cross-Government Opportunities and Challenges

Collaborative Approaches Across Government

The state food environment is complex and change will require collaboration between a wide range of departments. Several California state-level departments are already working together through the State Food Procurement Work Group and the Office of Farm to Fork.

Food Procurement Work Group

In the fall of 2012, California's HiAP Task Force staff convened the first meeting of a State Food Procurement Work Group (Procurement Work Group). Participating departments included DGS, CDCR, the Department of Veterans Affairs (CalVet), DDS, CDE, the Department of Food and Agriculture, the Department of Public Health (CDPH), the Department of Aging (CDA), and DOR BEP. Members of the Procurement Work Group identified the development of nutrition and sustainability guidelines as a high priority, and meet to develop these guidelines and discuss implementation strategies. The Procurement Work Group holds enormous potential to develop collaborative policy and administrative change from the ground up, and HiAP staff continues to help facilitate relationships across departments regarding food service and procurement.

California Office of Farm to Fork

The California Office of Farm to Fork, located within the California Department of Food and Agriculture, is committed to helping all Californians access healthy and nutritious California-grown food. The California Office of Farm to Fork connects individual consumers, school districts, and others directly with California's farmers and ranchers, and provides information and other resources. The Office of Farm to Fork was initially created as a collaboration by the Department of Education, Department of Food and Agriculture, and Department of Public Health. On September 26th, 2014 the Office of Farm to Fork became part of the Food and Agriculture code when Governor Brown signed Assembly Bill (AB) 2413. The Office provides opportunities to increase access to healthy foods for underserved communities and schools in the state of California and may provide opportunities for partnership around healthy food procurement policies. The Office of Farm to Fork recently established the online California Farmer Marketplace (http://www.cafarmermarketplace.com/), an online tool designed to help schools find and source from California farmers and ranchers. The Marketplace is free and open to the public and can be used by individuals and institutions looking to find and purchase directly from California growers.

Budgetary and Cost Constraints

Shrinking budgets and concerns about rising food costs pose challenges to implementing healthy and local food procurement practices. Agencies are not likely to change food service and procurement methods if they do not see clear financial benefits. Any changes that increase costs will likely require a top-down approach such as legislation or an executive order, and these approaches will also require sound economic arguments. While consumption of healthy food is known to reduce poor health and reduce long-term health care costs, it can be difficult to build a financial case for changes in food policies and practices because of siloed budgeting processes and distal or "externalized" impacts. For example, reduced health care costs may not be reflected in the budget of the agency providing the food, or may take decades to be realized.

Consumer Preferences

Consumers may be resistant to menu changes, and agencies that change menus could be criticized for limiting food options. The issue of consumers' food preferences is a complex issue and has been shaped by many forces

over the last several decades. Changes to the state food environment may be impacted by broad societal and economic trends shaping food consumption. Food providers need to weigh various approaches, such as switching unhealthy foods out for healthier options, versus simply expanding the menu. Once available, healthy food choices can be promoted with coupons or workplace wellness incentives [69].

Current Best Practice: Worksite Farmers Markets Programs
Kaiser Permanente, the largest private, nonprofit health care system in the country, launched one of the first hospital-based farmers markets in 2003 and now runs more than 50 markets and farm stands at its facilities and hospitals nation-wide [70]. According to a recent study, 74 percent of patrons surveyed at Kaiser Permanente farmers markets consume more fruits and vegetables as a result of shopping at the market, and 71 percent indicated that they were eating a greater variety of fruits and vegetables [71].

Current Best Practice: Workplace Community Supported Agriculture
In 2013, the California Departments of Health Care Services and Public Health piloted a Community Supported Agriculture (CSA) program at their Sacramento offices. Community Supported Agriculture (CSA) programs typically offer weekly or bi-weekly deliveries of locally grown food as part of a subscription to a "share" of the farm's harvest. In addition to convenient delivery of fresh produce, the CSA also provided a weekly newsletter with recipes and cooking tips tailored to that week's produce. Survey data from the three month pilot survey revealed that over 65 percent of respondents reported eating more fruits and vegetables [72].

Standardized State-Level Nutrition and/or Sustainability Guidelines
While individual departments like the CDCR or the DDS already follow established nutrition guidelines, there are currently no standardized state-level nutrition and/or sustainability guidelines that reach across multiple agencies. Standardized guidelines could increase market demand for healthy, local, and sustainable products which could eventually trigger a reduction in cost for items that now are currently considered specialized and therefore more expensive. Standardized guidelines would need to provide flexibility to meet the needs of certain populations, including those based on age, gender, or health status. As an example of how expansive sustainable food procurement policies can be, the Los Angeles Food Policy Council also includes fair labor practices and animal welfare as part of their Good Food Purchasing Program pledge for institutions [73].

Department-Specific Opportunities and Challenges

Many challenges and opportunities are specific to individual agencies or departments. Following is a discussion of challenges and opportunities that are specific to the State's largest purchasers or providers of food, namely the California Prison Industry Authority (CALPIA), DGS, DOR BEP, DPR, and CDCR.[15]

California Prison Industry Authority

Nutritional Quality, Capacity, & Price
CALPIA provides a significant amount of food and other products to correctional facilities throughout the entire State. State correctional facilities are required to purchase products through CALPIA if available, and then turn to DGS contracts for items not offered through CALPIA. This provides an ideal opportunity to implement increased nutritional standards in food production and for CALPIA and DGS to partner in exploring opportunities to increase the healthfulness of certain food products. CALPIA makes products that meet CDCR specifications for Heart Healthy menus. Products are often produced onsite by inmates, which reduces cost and transportation needs.

Fresh Produce for Correctional Facilities

[15] Smaller purchasers do not often meet the volume required to utilize statewide contracts. Discussion in greater detail of challenges and opportunities for these departments are outside the scope of this report.

CALPIA produces and/or processes a range of food items and could expand its reach to include more fresh vegetables and fruit. CALPIA may be able to grow some of the produce that prison facilities use most often. This may require additional infrastructure, funding, and staff oversight. The State of Washington implemented a farm-to-prison program in 2009, which could serve as a model for California. Washington utilizes inmate labor to process the produce for consumption in prisons, which reduced costs. Additional information about the Washington State Farm-to-Prison program is available in the supplemental document *Healthy Food Procurement: Best Practices Outside of California.*

Department of General Services

Market Influence

Because DGS purchases products in large amounts, it can influence the market to produce healthier products at lower prices by embedding nutritional or other criteria into bid specifications. However, despite its size, DGS contracts may not always provide a large enough economic incentive to encourage distributors to supply healthier and locally sourced items. For this reason, DGS could consider a regional approach and engage other states in adopting similar practices, which could create sufficient economic incentive for distributors to change their production and sourcing practices.

Lowest Bidder Requirements and Nutritional Content

By law, DGS must award contracts to the lowest priced, responsible (i.e., meets performance needs) bidder that meets specifications. The Department of General Services has some nutritional requirements for food procurement contracts, including one prohibiting trans fats (in accordance with state law). While many distributors do offer healthier food products, they often do not result in contracts with DGS because the prices tend to be higher.

In addition, when DGS does include additional nutritional requirements for bids (e.g. low sodium) staff has had a number of successes. However, on occasion they are unable to source the item within the requesting agency's budget. For example, this occurred when CDCR requested that DGS purchase low-sodium cheese. DGS did not receive any bids for low-sodium cheese that fell within CDCR's budget.

Local Food Sourcing

DGS food contracts do not include specifications for local sourcing. While many of DGS' contracted distributors do supply locally sourced or more nutritious options, distributors often do not include them in bids to DGS because they tend to be more expensive. In addition, purchasing locally sourced food requires the distributor to have information about the origins of its products. The ability of DGS to purchase more sustainably grown or locally sourced food is limited because tracking is not consistent across contracted commodities and distributors. While many commodities like beans, sugar, wheat, frozen fruits, vegetables, and fish are traceable and have strong USDA or Food and Drug Administration (FDA) pedigrees, processed products or entrees, which are commonly served in large residential institutions, have a more complex supply chain.

Current Best Practice: Purchasing Local Products for Schools

The 2008 Federal Farm Bill gave school districts that participate in Child Nutrition Programs permission to include preferences for unprocessed, locally grown or raised agricultural products in their bids and contracts. States can further refine their own definition of "local" as long as their laws are at least as restrictive as federal law. For example, Washington State law (RCW 28A.335.190) only allows districts to indicate a geographic preference for *Washington*-grown food (as opposed to food within a mileage radius, which could include Oregon or Montana). In addition to using geographic preference, school districts can target locally grown foods through their normal solicitation process by using a number of strategies when crafting product specifications. Districts can include language that requires a minimal amount of time between harvest and delivery, the ability to go visit the farm, specific crop varieties that are unique to their region, and more.

Environmentally Preferable Purchasing

DGS contracts and guidelines offer several potential opportunities to promote healthy and local food purchasing. One example is the Environmentally Preferable Purchasing Program (EPP), which provides specifications for the procurement of equipment, paper and toner, vehicles, and other products in order to "have a reduced impact on human health and the environment as compared to other goods and services serving the same purpose" [74]. In simple terms, EPP means "Buying Green" [75]. By California's Public Contract Code, which defines EPP for the state, DGS is required to provide state agencies with information and assistance regarding EPP [74]. In response, DGS developed a best practices manual, the *Buying Green Guide*, which provides information, tools, and tips for buyers and provides insight for suppliers on how the State views "green" products and businesses [75]. At the time of this writing, EPP did not apply to food purchases. However, this is a potential avenue to consider.

Department of Rehabilitation, Business Enterprises Program

As momentum grows around the country to improve the nutritional quality of the food offered in vending machines, concession stands, and cafeterias on government property, more vendors have to meet nutrition and sustainability standards that are mandated by law or other policy processes. These vendors are independent small business owners, who are legally blind and employed through the Department of Rehabilitations' Business Enterprises Program (DOR BEP). With few exceptions, BEP vendors purchase their food individually, often from bulk warehouses, and do not have the advantage of pooled or group purchasing nor access to DGS contracts. While DOR BEP is an important venue for promoting nutrition and sustainability, it also poses financial risk to the vendors. See below for a discussion of financial impact on the BEP vendors.

Nutrition and/or Local Purchasing Requirements

State building managers have some leeway in developing contracts with DOR BEP vendors for on-site cafeterias and restaurants, and can request that they serve salads or other healthy products, or can require the vendor to utilize compostable materials depending on building certification. In other words, nutritional and/or location purchasing requirements can be built into permits for cafeterias, vending, and concessions, and can also be built into permits for individual sites. State building managers may need support to understand the opportunities they have to influence on-site contracts, and vendors may need technical assistance to ensure that they are able to comply with these requests at a reasonable cost.

Vendors' Financial Limitations

The DOR BEP, which works with California's blind vendors, has identified several financial concerns for the operators of vending machines, concessions, and cafeterias, when offering healthier or locally sourced items. Not only do healthful or sustainable products pose a greater cost to the vendors, but changing the items offered may conflict with customer preferences and thereby threaten revenues. With a median net income in California of $2,760 per month in 2014, vendors do not have much latitude to take financial risks by trying out more expensive food items. Individuals participating in the DOR BEP worry that consumers will purchase items from other sources if they cannot find what they want in vending machines, concessions, and cafeterias on state property. This has led to resistance to mandates for healthy products.

Findings from DOR BEP Program

Several attempts have been made to increase nutritional offerings through the DOR BEP program, and some have been more successful than others.

California's 2008 healthy vending legislation, SB 441,[16] required that by 2011 35 percent of food items and 33 percent of beverages sold in vending machines meet certain nutritional standards [76]. Anecdotal evidence on the implementation of SB 441 suggested that vendors have shifted 35 percent of vending space to required healthier

[16] SB 441, Torlakson. State property: vending machines, now section 11005.4 of the Government Code.

products and that these products do not sell as well as previous products [32]. A proposed 50 percent healthy vending mandate failed in the legislature in 2013 (AB 459) [77].

Evidence from efforts to implement healthy vending in other states and counties shows that some vendors' revenue has been unaffected by implementing healthy vending while others experienced an increase in sales when they increased healthier options [78]. For example, a non-BEP vendor in Baldwin Park, California, experienced an initial 30 percent decrease in sales after switching to healthier products, but sales returned to normal levels within 6 months [79]. In 2008, two DOR BEP vendors pilot tested side-by-side vending machines dedicated to healthy products in an effort to gather more data and evidence on consumer response and the revenue impacts of healthy vending. After three months of data collection, the vendors found that healthy items accounted for 45 percent of space in the machine but only 22 percent of sales [34].

According to the Center for Science in the Public Interest, which collected data on multiple programs nationwide, transition to healthy items is more successful when combined with education, taste tests, promotions, and changes to pricing [78]. Regardless, independent vendors who are hesitant to make changes will need additional support.

Vendor Education and Support

Vendor education and support could substantially help to improve healthy food offerings and sales in state vending machines. Because vendors are independent operators, DOR BEP can only make recommendations on food items to sell. However, DOR BEP does provide mandatory vendor training, and could include nutrition education as well as resources to support offering healthier options in vending machines, concessions, and cafeterias. This could include inviting a public health expert to speak at the vendor training and providing handouts, such as information on product lines that meet SB 441 requirements [80].These events could frame healthy vending as an opportunity, rather than a restriction, and focus on how it can be more successful and profitable, in addition to how to minimize losses [80].

Best Practices Dissemination

Many blind vendors have made healthy food a priority and can serve as models for others. By 2011, when SB 441 required that at least 35 percent of foods sold in vending machines on State property meet accepted nutritional guidelines, many DOR BEP vendors were already meeting that target [34, 76]. Given the number of programs already successfully expanding healthy food options, more work could be done to disseminate lessons learned and best practices.

Department of Parks and Recreation

Vendor Processes

Aramark Corporation has indicated that providing sustainable, local, or organic menu options takes significant resources, including time to train the workforce to use fresh ingredients and change food preparation processes, as well as meeting the low price point set by the State Park system for meal service while sourcing high quality, regional, and organic products [42].

Contract Language to Support Healthy Foods Initiatives

DPR has expanded their own concession contract language to support healthy foods initiatives, and serves as a model to other agencies in this regard.

Current Best Practices: Nutrition Standards in Delaware Parks

In 2010, Delaware's Department of Natural Resources and Environmental Control launched a Healthy Eating Initiative called "Munch Better at Delaware State Parks," which includes offering healthy food for sale in vending machines, campground stores, and food concessions. Nutrition guidelines were developed in partnership with

Nemours Health and Prevention Services and the Delaware Health and Social Services' Division of Public Health, which monitors the program [81]. More information about nutrition standards in Delaware parks is available in the supplemental document *Healthy Food Procurement: Best Practices Outside of California*. More information about initiatives to improve nutritional quality of food in California parks is available on page 15.

Department of Corrections and Rehabilitation

Budget Constraints

While all departments face budgetary constraints, CDCR faces particular challenges due to its daily food budget of $3.14 per day per inmate. CDCR Food Managers face continual tension between their obligation to meet Heart Healthy menu requirements and ongoing pressure to reduce costs. While this allotment represents a moderate increase from the previous $2.90 per inmate per day. Without increasing the per inmate per day allocation, it will be very difficult for CDCR to improve the nutritional content of its offerings.

Product Specifications

CDCR must purchase food through state contracts, which limits the options they have for food products. Since 2012, CDCR has been partnering with DGS to embed nutritional criteria into purchasing bid specifications in order to increase the availability of food products that meet CDCR's nutritional needs. See *Health in All Policies in Action: Improving Nutritional Content of Food in Correctional Facilities by Modifying Contract Bid Specifications* for more details.

Safety and Security Concerns

Sometimes the types of fruit served are limited due to security concerns. For example, while apples are served daily, oranges and other fruits are not served due to concerns that inmates will make "pruno," a fruit-based fermented alcohol, which is prohibited. In addition, prisons with level 3 and 4 security are not allowed to serve fruit with pits because the pits can be used as weapons.

Current Best Practices: Nutrition Standards for CDCR

The State Food Procurement Work Group fostered a partnership between DGS and CDCR to apply nutrition standards to state contract specifications, in order to make it easier for CDCR to purchase healthier food products for inmate meals. For example, as a result of their partnership, DGS has reduced the sodium in single-serving, individually wrapped lunch meat products from 620 to 350 mg/2oz serving. More information about DGS and CDCR efforts to improve nutrition for inmate populations is available in *Health in All Policies in Action: Improving Nutritional Content of Food in Correctional Facilities by Modifying Contract Bid Specifications*.

Healthy Options at Prison Canteens

The prison canteen is an extremely popular source of food for inmates. The foods available in the canteen vary by facility, but are typically low-quality processed items, high in fat, salt, and sugar. Some inmates rely almost exclusively on the canteen for their food intake. Inmates select the products sold at the canteen, and canteen profits are used to support educational and other programming. Purchases at canteens are one of the only places where inmates can exercise autonomy, making it an extremely sensitive topic for both inmates and prison staff. While the canteen could be a potential place in which to introduce healthier snack items, concerns about inmate resistance and potential loss of revenue for highly valued educational and other programing, has limited or prevented these attempts.

Prison Garden Programs

Some prisons have gardens that produce fruits and vegetables either for consumption on the premises or for delivery elsewhere. The Rio Cosumnes Correctional Center in Sacramento has a one-third acre vegetable garden, and harvested more than 12,000 pounds of zucchini, bell peppers, red leaf lettuce, large tomatoes, cabbage, pumpkins, bok choy, broccoli, and yellow squash in its first year. Working directly with the prison Food

Manager to plant appropriate vegetables for inmate meals, this harvest translated into a cost savings of about $5,300. In addition to financial and nutritional benefits, the program has supported inmates' connections with their families: in 2013 they grew pumpkins to share with inmates' children and grandchildren for Halloween [82].

However, some facilities with prison gardens do not use their produce to feed inmates as they cannot produce the quantities necessary to offer uniform meals to all inmates. For example, in the past Folsom Prison grew food and gave it to local senior services organizations. The North County Detention Facility has dedicated three acres to growing vegetables that are consumed at the facility, and excess food is donated to local food banks. They also grow fruit trees and berry bushes, and sell that produce to the public or donate it to cities, counties, schools, and public agencies [83].

While prison gardens may not supply enough produce to feed their inmate populations, the programs still provide benefits. For example, the Insight Garden Program (IGP) at San Quentin and Solano State Prisons provides rehabilitation and job training [84]. The IGP's classes include classroom course curricula on landscaping, organic gardening, planning, budgeting and design, irrigation, soil amendment, seasonal garden maintenance, propagation and more. The program also works to develop ecological literacy and understanding of the interconnectedness of human and ecological systems. Since 2009, IGP has collaborated with the non-profit organization Planting Justice, which expanded a flower gardening program to include a vegetable garden inside the medium security unit at San Quentin. All the food grown by inmates will be donated to local Bay Area charities serving low-income families in the San Francisco Bay Area [85] and Planting Justice also offers job opportunities to a select group of men upon release [86].

Looking Ahead

The examples listed above are only a sampling of the challenges and opportunities inherent in the state food environment. State and local governments across the country are tackling these issues, and it is important to share information and lift up lessons-learned and best practices, and explore these for relevance in California.

V. Conclusion

The State of California spends approximately $295 million annually on food purchasing through its departments and agencies, and employees and visitors spend millions more at vending machines, cafeterias, and concession stands on state property. While there is still much to be learned about California's food procurement policies and practices, this report is a first step in understanding California's complex state food environment.

The nature of government contracting presents significant challenges to pursuing long-term and comprehensive changes to procurement. Perhaps most notably, limited food budgets can restrict procurement of foods with better nutritional content. In addition, consumer demand for healthier products from vending machines, concessionaires, and cafeteria is growing slowly but a significant and pervasive shift in consumers' food preferences is still needed.

Increasing the consumption of nutritious and locally sourced food through the policies and practices of state and local governments is a complicated endeavor and requires a multi-faceted approach, with the engagement of stakeholders responsible for implementing the changes. Comprehensive changes will take time given the size and complexity of California's government agencies and their contracting requirements and fiscal constraints. Momentum is growing around improving the state food environment, and with time, commitment, and collaboration, California can implement procurement policies and practices that support the broad goals of promoting healthy eating, robust local food systems, and environmental sustainability.

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A Scan of State and Local Food Procurement Policies

November 2016

CALIFORNIA
HEALTH
IN ALL POLICIES
TASK FORCE

CALIFORNIA
STRATEGIC
GROWTH
COUNCIL

Procurement Policy: Mechanisms for Change

Food procurement policies provide an important opportunity to create a healthier and more sustainable food environment. Within government, policy can be changed at the state or local level in a number of ways, including legislation, executive order, or administrative regulation. These policies can apply to one or multiple locations, individual or all departments, and can be pilot-tested when appropriate.

- **Executive Order.** In a number of cities and states, governors and mayors have taken action to establish nutrition or other food standards.
- **Legislation and Ordinances.** Legislators may author bills to implement purchasing standards for food.
- **Regulation.** Agencies may create policy and programmatic changes to improve the food environment.

"A Scan of State and Local Food Procurement Policies" is part of a suite of healthy food procurement related materials developed by the Health in All Policies Task Force. The suite includes two other documents:

- "California State Government Food Procurement Policies and Practices" describes current California State food contracting pathways, provides information about how specific departments procure food, and describes challenges and opportunities within the state food system.
- Case stories describing different city, county, and state government approaches toward developing and implementing healthy food procurement are available in "Healthy Food Procurement: Case Stories."

The following is a sample of recent state and local laws, ordinances, guidelines, and other mandates from California and throughout the country, that aim to influence the food environment in specific settings. While basic information is provided about these policies, the authors cannot address the extent to which the policies have been implemented or to their effectiveness. In addition, this is not meant to be a comprehensive list of all food procurement policies throughout the State. Finally, inclusion here does not mean that the authors endorse these policies and are meant only to provide examples of the types of policies governments might wish to consider.[1]

Specific details of the nutritional guidelines required or promoted by the policies below are provided only for the California State policies. When possible the authors have shared links to places where the nutritional guidelines can be found.

[1] Additional information is available via the Centers for Disease Control and Prevention via *Improving the Food Environment through Nutrition Standards: A Guide for Government Procurement*. (www.cdc.gov/salt/pdfs/dhdsp_procurement_guide.pdf)

California State and Local Policies Related to Food Procurement

State, County, City	Description
California	**SB 19 (Escutia 2001)**, also known as the Pupil Nutrition, Health, and Achievement Act of 2001 amended the Education Code to provide increased reimbursement rates for free, reduced, and full priced meals and nutrition standards for food sales in elementary and middle schools. Under this law, nutritional standards for foods sold in elementary schools were set so that any snacks sold outside the federal meal program must: • have no more than 35 percent of its calories from fat • have no more than 10 percent of its calories from saturated fat • be no more than 35 percent sugar by weight In addition, the only beverages that may be sold to students are milk, water or juice that is at least 50 percent fruit juice with no added sweeteners. Additional changes for middle and high schools included: • In middle schools carbonated beverages could be sold only after the end of the last lunch period. • High schools and middle schools could elect to take part in a pilot program that implements the nutritional standards for all foods and beverages sold outside the federal meal program. • Pilot schools were eligible for increased reimbursement and planning grant. SB 19: http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200120020SB19

California	**SB 12 (Escutia, 2005)** amended Sections 49430, 49431, 49433.9, and 49434 of, and added Section 49431.2 to the Education Code to strengthened food standards for all public K-12 schools previously required by SB19 (Escutia, 2001), the Pupil Nutrition, Health, and Achievement Act.
	
	Under this law, the following nutrition standards were required to be met by July 1, 2007 by all K-12 schools:
	• An individually sold snack (i.e., foods sold outside of the federal school lunch program) may have no more than:
	  ○ 35 percent of its calories from fat (excluding legumes, nuts, nut butters, seeds, eggs, non-fried vegetables, and cheese packaged for individual sale)
	  ○ 10 percent of its calories from saturated fat (excluding eggs and cheese packaged for individual sale)
	  ○ 35 percent sugar by weight (excluding fruits and vegetables)
	  ○ 175 calories (elementary schools); 250 calories (middle and high schools)
	• An individually sold entree may have no more than:
	  ○ 4 grams of fat per 100 calories
	  ○ 400 calories

State, County, City	Description
	○ Must qualify under the federal meal program SB 12: http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200520060SB12
California	**SB 965 (Escutia, 2005)** amended Section 49431.5 of the Education Code to establish nutrition standards that were phased in for beverages sold in high schools over two years. Since July 1, 2009, nutrition standards have applied to all beverages sold to high school students from one-half hour before the start of the school day until one-half hour after the end of the school day. Beverages must be one of the following: • Fruit-based drinks that are composed of no less than 50 percent fruit juice and have no added sweetener • Vegetable-based drinks that are composed of no less than 50 percent vegetable juice and have no added sweetener • Drinking water with no added sweetener • Two-percent-fat milk, one-percent-fat milk, nonfat milk, soy milk, rice milk, and other similar nondairy milk • An electrolyte replacement beverage that contains no more than 42 grams of added sweetener per 20-ounce serving SB 965: http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200520060SB965
California	**SB 441 (Torlakson, 2008) and SB 912 (Mitchell, 2014)** **SB 441** added to and repealed Section 11005.4 of the Government Code to mandate a set of "acceptable nutrition guidelines" for a portion of the food and beverages offered in vending machines on State property until January 1, 2015 (Government Code §11005.4). These nutrition standards are based off the Fit Pick program, designed by the National Automatic Merchandising Association (NAMA) to help schools and workplaces identify healthier products. At least 35 percent of *foods* offered in vending machines on state property must meet the following nutrition standards: • Not more than 35 percent of its total calories are from fat, with an exception made for nut, seed, or whole grain products • Not more than 10 percent of its total calories are from saturated fat • Not more than 35 percent of its total weight is from sugar, with an exception made for fruits and vegetables At least 33 percent of *beverages* offered must be comprised of any combination of the following: • Water • Milk, including, but not limited to, soy milk, rice milk, and other similar dairy or nondairy milk • Electrolyte replacement beverages that do not contain more than 42 grams of added sweetener per 20-ounce serving • One hundred percent fruit juice • Fruit-based drinks that are composed of no less than 50 percent fruit juice and have no added sweeteners

State, County, City	Description
	A separate 33 percent of *beverages* offered in vending machines must either also meet the above beverage guidelines or be comprised of any combination of the following: • Flavored milk • Beverages containing less than 20 calories per 12 ounce serving • Beverages composed of at least 50 percent fruit juice that may contain noncaloric sweetener The remaining 65 percent of food and 33 percent of beverages offered in vending machines may be any food or beverage allowed by law. If a vendor operates or maintains two or more vending machines next to each other, the provisions of the law may also be satisfied by the calculated percentage of the total food and beverages offered in all of the adjacent machines. In February 2013, Assemblywoman Mitchell introduced AB 459 in the California Legislature, which would have required that 50 percent of food and 100 percent of beverages in vending machines on state property meet accepted nutritional guidelines.[2] The bill would also require that any food or beverages sold in state-owned or state-leased buildings meet the standard criteria for food and nutrition guidelines for concessions as determined under the U.S. General Services Administration's Health and Sustainability Guidelines for Federal Concessions and Vending Operations. AB 459 did not make it out of committee and was never voted on by the Legislature. **SB 12** was introduced in the California Legislature in January, 2014 by Senator Mitchell. This bill, unlike AB 459 makes no changes to existing law. Rather it would preserve current law by repealing the expiration date, and extending the current provisions indefinitely. The bill was passed by the Assembly and the Senate and sent to the Governor for signature on August 20th and signed on September 25th 2014. SB 411: http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200720080SB441 SB 912: http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201320140SB912
California	**AB 2413 (Pérez, 2014)** adds Chapter 12 to Division 17 of the Food and Agricultural Code, establishing the Office of Farm to Fork within the California Department of Food and Agriculture. The office, to the extent that resources are available, is required to increase the amount of agricultural products available to underserved communities and schools in the state. AB 2413 creates the Farm to Fork Account in the Department of Food and Agriculture Fund consisting of money to carry out the purposes of the Office of Farm to Fork. By creating a continuously appropriated fund, the bill would make an appropriation. Until January 1, 2020, in any year in which funds are received into or expended from the Farm to Fork Account, CDFA will be required to submit to the Legislature an overview of the account's income and expenditures. AB 2413: http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201320140AB2413
Contra Costa County	The Contra Costa County Board of Supervisors adopted a healthy vending machine policy in December 2004 requiring that 50 percent of food and beverages offered in vending machines in County owned, operated, or leased properties meet specific nutritional standards.

[2] California Legislative Assembly, *Assembly Bill No. 459*. 2013.

State, County, City	Description
	Policy: http://www.co.contra-costa.ca.us/DocumentView.aspx?DID=2089 Policy Overview: http://www.banpac.org/pdfs/healthy_vending/contra_costa.pdf
City of Chula Vista	In 2006, the Chula Vista City Council adopted a policy mandating that all food and beverages offered at public vending machines located in City of Chula Vista facilities including parks, community centers, gymnasiums and libraries meet specific nutrition standards. These nutrition standards are modeled after those established for California schools under SB 12 and SB 19. The policy requires that: • 100 percent of food and beverages sold in vending machines on County property meet specific nutrition standards. • Beverages are limited to a portion size no greater than 12 ounces (no limit on water or sports drinks). Policy: http://eatbettermovemore.org/SA/policies/pdftext/ChulaVistaVendingPolicy.pdf
City of Los Angeles	In October 2012, the City of Los Angeles adopted the Good Food Purchasing Program. This program includes purchasing standards in five categories: • Local economies • Environmental sustainability • Valued workforce • Animal welfare • Nutrition Background: http://goodfoodla.org/2012/10/24/mayor-and-city-council-adopt-good-food-purchasing-pledge/ Good Food Purchasing Pledge: http://clkrep.lacity.org/onlinedocs/2011/11-1678_misc_10-19-12.pdf
Los Angeles County	In August 2006, the Los Angeles County Board of Supervisors enacted the County of Los Angeles Vending Machine Nutrition Policy. This policy requires that all vending machines on County facilities and offices, except where exempted by the Board of Supervisors, adhere to the State of California's Nutrition Guidelines developed for schools (SB 12 and 965). See Policy #3.115: http://countypolicy.co.la.ca.us/BOSPolicyFrame.htm
Los Angeles County	In its Request for Proposals (RFP) 2011 Statement of Work for Concession Services, Ordinance Meals, and Vending Machines, Los Angeles County adopted a food policy regarding menus, healthy food choices, and nutritional information. Under the policy: • Contractors are required to plan and implement menus for concession operations that provide healthy food choices. There must be at least one healthy entrée, two healthy side options at each meal served, and fresh seasonal foods. The price of these healthy foods and beverages may not exceed that of other menu items. In addition, when possible, locally grown foods, should be purchased • Food and beverages must meet nutrition standards identified in the RFP • Menus must include nutritional information • Contractors must implement a gradual sodium reduction plan Policy 3.2, see page 29: http://file.lacounty.gov/dhs/cms1_210620.pdf
Marin County	In July 2004, the Marin County Department of Public Health developed a Memorandum of Understanding (MOU) for use with vendors who stock vending machines in the facilities of the Marin County Department of Health and Human Services. The MOU requires that:

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	• At least 50 percent of the products sold in vending machines meet specific nutrition standards • Vendors price items that meet the standards at lower prices than other items • Vendors utilize a color coding system based on the Marin County Department of Health and Human Services (DHSS) "Better for You" vending guidelines and provide signage to educate consumers about the healthy choices • Vendors provide quarterly feedback to DHSS on pricing and sales of all items and an analysis of the most and least popular items Policy Overview: http://www.banpac.org/pdfs/healthy_vending/marin_county.pdf
Monterey County	In March 2009, the Monterey County Board of Supervisors adopted a policy mandating that all food and beverages offered at vending machines on County property meet specific nutrition standards. The policy requires that: • 100 percent of food and beverages sold in vending machines on County property meet specific nutrition standards. Policy Overview: http://www.banpac.org/pdfs/sfs/2010/monterey_co_vending_machine_pol_2010_5_14_10.pdf
City of Mountain View	In May 2012, the City Manager signed a Healthy Food and Vending Policy. The policy requires that: • For snack vending, at least 70 percent of food and beverages sold in vending machines in city facilities must meet a set of nutrition standards, including a ban on trans fat. • For beverage vending, at least 70 of beverages sold may not have added caloric sweeteners and must meet other nutrition standards. • 100 percent of beverages and at least one food option served at city-sponsored meetings and celebrations must meet nutrition standards. • At least two of the four snack components served at youth programs must be grain/bread; milk; protein/meat or meat alternative; fruit, vegetable or 100% juice or a serving of dried fruit. Additional nutrition standards are specified. • Employee potlucks are recommended to be healthy and provide alternatives to high-sugar, high-fat foods. Policy: http://healnation.com/files/documents/Mountain%20View%20Nutrition%20Policy.pdf
City of Pasadena	In October 2011, the City of Pasadena passed the Healthy Food and Beverage Vending and Procurement Policy. The policy requires that: • 100 percent of snacks sold in vending machines on City property meet nutrition standards. • 100 percent of beverages sold in vending machines on City property meet nutrition standards. • 100 percent of beverages and snacks served at all meetings/programs/events led, or coordinated, by City staff or programs, using City funds, meet nutrition standards. Policy: http://www.ci.pasadena.ca.us/WorkArea/DownloadAsset.aspx?id=6442461881
City of Redding	In March 2010, the City of Redding Community Services Department adopted the Nutritional Standards for Vending and Concessions at Parks and Recreational Facilities Policy. The policy requires that:

State, County, City	Description
	• 100 percent of the foods and beverages sold in vending machines at facilities that primarily serve youth must meet nutrition standards. • 50 percent of the foods and beverages sold in vending machines at all other facilities must meet nutrition standards. • A minimum of 50 percent of the products offered in concession stands must meet nutrition standards. The policy also requires that beverages, snacks, and other food products that meet the nutritional standards must be comparatively priced to products that do not meet the nutritional standards. In addition, products advertised within City parks may only be beverages, snacks, or foods that meet the nutritional standards, with the exception of diet soda and sports drinks. Policy: http://healthyshasta.org/downloads/communities/CityofReddingVending-ConcessionNutritionStandards.pdf
San Diego County	In March 2006, the San Diego County Department of Parks and Recreation adopted a nutrition policy for vending machines under their jurisdiction. The policy requires that: • 100 percent of food and beverages sold in vending machines in recreation centers and sports facilities and 50 percent of food and beverages sold in vending machines in parks and open space meet specific nutrition standards. These nutrition standards are modeled after those established for California schools under SB 12 and SB 19. • At least one item in each vending machine meet the FDA definition of “low sodium” (less than 140 mg per serving) • Advertising on vending machines appear only food and beverage items that fulfill the nutrition standards • Items that meet the nutrition standards are not be priced higher than items that do not meet the nutrition standards. • The policy also recommends offering items that include at least two grams of fiber. Policy Overview: http://www.banpac.org/pdfs/healthy_vending/parks_and_rec.pdf
San Francisco County and City	In 2006, the Health Commission of the San Francisco Department of Public Health (SFDPH) passed Resolution No. 11-06 directing the Department to adopt a healthy and sustainable food policy for food served at SFDPH events, programs, and institutions. This policy: • Requires SFDPH to offer as least one nutritious and fresh food option at 90 percent of its events • Encourages SFDPH to purchase foods that are produced locally from family farms; organic; free of pesticides, genetically modified organisms, unnecessary antibiotics; fair trade products; minimally processed; sold by San Francisco green businesses; and produced, processed, and distributed sustainably and in a manner that meets animal welfare standards. • Requires that healthy and sustainable food guidelines be integrated into SFDPH contracts • Requires SFDPH institutional food services to develop two to five year Sustainable Food Procurement and Processing plans and report on implementation of the plans annually Resolution: http://www.sfdph.org/dph/files/hc/HCRes/Resolutions/2006Res/HCRes112006.pdf Healthy and Sustainable Food Policy:

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	http://www.sfdph.org/dph/files/PoliciesProcedures/GAD2_FoodSystems.pdf
San Francisco County and City	In July 2009, the San Francisco Mayor issued Executive Directive 09-03 on *Healthy and Sustainable Food* to all departments of the City and County of San Francisco. • The Directive required the development of nutrition standards for vending machines on publicly owned property and recommendations for implementing the standards. These efforts culminated with the issuance of Executive Directive 10-01. • Departments that lease property to food business were asked to issue requirements for the sale of healthy and sustainably produced food, or give preferences to businesses who sell such food. The San Francisco Real Estate Department, Recreation and Parks Department, San Francisco General Hospital Foundation, and San Francisco International Airport have incorporated standards into their lease opportunities. • The Directive required that food and food programs funded by the city meet specific nutritional guidelines and that these guidelines be incorporated into city contracts for programs which serve food. • The Directive required that permits for mobile food vendors give preference to vendors that offer healthy and sustainably produced food The Directive also included other recommendations and requirements encouraging improved school nutrition and the expansion of urban agriculture and healthy food retail. Executive Directive Summary Report: http://www.sfgov3.org/Modules/ShowDocument.aspx?documentid=503
San Francisco County and City	In April 2010, the San Francisco Mayor issued an Executive Directive 10-01 on *Healthy Food & Beverage Options in Vending Machines*. The Directive required departments to inventory their vending machines and conform to nutrition standards previously established under Executive Directive 09-03. It established a set of specific nutrition standards for beverages and 50 percent of food items sold in vending machines located on publicly owned property. Executive Directive 10-01: http://www.sfgov3.org/Modules/ShowDocument.aspx?documentid=68
City of San Jose	In June 2006, the City of San Jose City Council approved new proposed specifications for citywide vending machines Request for Qualifications. The new solicitations were required to include at least 50 percent healthy food and beverage choices for vending machines located throughout the City. Vending machines located in City Libraries are required to include 100 percent healthy food and beverage choices. In September 2013, the City of San Jose, approved a change to the vending machine policy increase the vending machines in City of San Jose community centers to 75 percent healthy food and beverage options. Policy: http://eatbettermovemore.org/sa/policies/pdftext/SJCityvending.pdf Community Centers Policy: http://www.sanjoseca.gov/DocumentCenter/View/21619
San Mateo County	In 2011, San Mateo County enacted a Wellness Policy to establish nutrition standards for on-site food service, vending machines, commissaries, public counters, lobbies, waiting areas, and catering (including meetings, trainings, conferences, and community meetings) that are County sponsored or funded. The policy applies to all beverages and pre-packaged foods/snacks. • Preference for food products purchased by County food service providers is given to those that do not contain high fructose corn syrup.

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	• Food products purchased by County food service providers are not allowed to contain trans fats that were added during processing. Policy: http://www.co.sanmateo.ca.us/Attachments/HR/Files/Employee%20Health%20&%20Fitness/hfWC09_WellnessPolicy_121410.pdf
Santa Clara County	The Santa Clara County Board of Supervisors adopted a healthy vending policy in September 2005. The policy requires at least 50 percent of food and beverages sold in County vending machines meet specific nutrition guidelines. In addition, when food is served at county sponsored events or meetings, considerations should be made for offering reduced fat, salt, and sugar items. When possible, fruit and vegetable options should also be made available. Policy Overview: http://www.banpac.org/pdfs/healthy_vending/santa_clara.pdf
Santa Clara County	In collaboration with the Santa Clara Nutrition Standards Committee, the Santa Clara County Department of Public Health developed a set of comprehensive County food and beverage nutrition standards that became effective July 2012. This policy was planned to be phased-in over the first year and be required for all food and beverages served at County meetings and events and County leased or operated vending machines. • The standards apply to specific County organizations, including the Department of Corrections, Department of Probation, Social Services Agency, and Santa Clara Valley Medical Center. • The standards are recommended for County operated cafeterias and cafes and County-leased properties. • Recommendations encourage the provision of vegetarian options, the use of seasonal and local produce, display of nutritional facts, serving smaller portions, consideration of ethnic/cultural customs, and use of low sodium items when possible. Policy: http://www.sccgov.org/sites/sccphd/en-us/Newsandevents/Documents/Nutrition%20Standards/Nutrition_Standards_NEW_july2012_v3.pdf

State and Local Policies Outside of California Related to Food Procurement

State, County, City	Description
Alabama	In 2009, the Alabama Department of Public Health (ADPH) and Department of Rehabilitation Services collaborated to establish the Alabama Healthy Vending Machine Program (AHVMP), a strategy to increase access to healthy foods for employees. The voluntary program supports organizations in establishing policies to ensure that 25-100 percent of snack/food and beverage products sold in worksite vending machines meet established AHVMP nutrition standards. ADPH also encourages vendors to consult an AHVMP approved snack list. AHVMP website: http://www.adph.org/NUTRITION/index.asp?id=4929 AHVMP Nutrition Standards: http://www.adph.org/NUTRITION/assets/HVMPStandards.pdf AHVMP Approved Snack List: http://www.adph.org/NUTRITION/assets/HVMPSnackList.pdf
Arkansas	In 2005, the Arkansas Department of Public Health initiated efforts to create a template for "Healthy Choices at Official Events." The suggested policy supports: • Creating a healthy environment for employees • Serving healthy choices for at least 50 percent of all foods and beverages during Departmental functions • Serving fresh fruits and/or vegetables every time food is offered • Offering a variety grains—especially whole-grain foods • Providing fat-free, low-fat, or low-calories foods and beverages • Offering foods and beverages low in added sugars • Serving foods that are low in salt and sodium • Offering smaller portions Policy: http://www.healthy.arkansas.gov/programsServices/chronicDisease/Documents/WorksiteWellness/AHELPDirectorPacket.pdf
Delaware	In 2010, using federal stimulus funds, the Delaware Division of Parks and Recreation partnered with Nemours Health and Prevention Services to start a Healthy Eating Initiative. They developed food and nutrition guidelines for Delaware's State Parks, including food and beverage vending machines, campground stores, and the food concession at Killens Pond Water Park. Implementation of the guidelines is overseen by the Delaware Health and Social Services Division of Public Health. (see the supplemental document *Healthy Food Procurement: Best Practices Outside of California* for more information) Healthy Vending Guide: http://www.nemours.org/content/dam/nemours/www/filebox/service/preventive/nhps/resource/healthyvending.pdf Article: http://www.destateparks.com/general_info/healthy-eating.asp

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District of Columbia	In July 2014, through a workplace wellness initiative, the District of Columbia Council enacted a law setting standards for healthy food and beverage standards on District government property, including at meetings, events, in vending machines, and through on-site vendors (with exceptions for the Departments of Corrections and Behavioral Health). These standards requires that at least 50 percent of foods and beverages must meet the U.S. General Services Administration/U.S. Health and Human Services Health and Sustainability Guidelines nutrition standards. Policy: http://lims.dccouncil.us/_layouts/15/uploader/Download.aspx?legislationid=32650&filename=B20-0956-SignedAct.pdf
District of Columbia	In December 2012 the District of Columbia passed a law that requires all foods sold through vending machines, concessions, stores, and other food venues in D.C. libraries, parks, and recreation facilities to meet nutrition standards. The law also states that food or beverages may only be advertised or marketed on Department property (e.g., scoreboards, banners and signs, sponsorship of teams) if they meet nutrition standards. Policy: http://dcclims1.dccouncil.us/images/00001/20121210182547.pdf
City of Chicago, IL	Beginning in 2013, the City of Chicago implemented a policy requiring nutrition standards for vending machines. The standards include: • Only 25 percent of cold beverage options in a machine can be "high calorie" beverages, and the remaining 75 percent of the beverage options must contain 25 calories or less per eight ounces. • All hot beverage options must contain 25 calories or less. • All beverage selections, with the exception of water and seltzer, are limited to 12 ounces. • At least 75 percent of the food options in a machine must contain 250 calories or less, at least five food items must contain 250mg or less of sodium per serving, and at least one food item in a machine must be both gluten- and nut-free. Press release: http://www.cityofchicago.org/content/dam/city/depts/mayor/Press%20Room/Press%20Releases/2012/December/VendingMachine.pdf
Palm Beach County, FL	In 2011, the Palm Beach County Health Department Nutrition Evaluation Committee developed recommended nutrition standards for snacks and beverages offered in vending machines. Vending Protocols: http://www.pbchd.com/pdfs/nutrition/2011/vending_protocols.pdf
Woodbury County, IA	In 2006, Woodbury County, Iowa passed a resolution that mandates county food service programs to purchase local organic foods when available. Resolution: http://eatbettermovemore.org/sa/policies/pdftext/WoodburyIALocalFood.htm.pdf
City of New Orleans, LA	In December 2012, the mayor issued Executive Order 12-04, to develop and implement a standard for healthier foods and beverages in vending machines in city-owned parks and facilities. In February 2016, an updated set of guidelines for healthier foods and beverages in vending machines and food services was released through Policy Memorandum No. 128 Executive Order 12-04: http://www.nola.gov/getattachment/222e574b-e56e-46cf-8f2f-4cc1211c50f5/MJL-12-04-Fit-Nola/

State, County, City	Description
	Policy Memorandum No. 128: http://www.nola.gov/chief-administrative-office/policies/policies/policy-memo-no-128-healthy-vending-guidelines/
Massachusetts	In 2009, Massachusetts Governor Deval Patrick issued Executive Order 509, requiring all state agencies to purchase food that meets healthier nutrition standards set by the Massachusetts Department of Public Health. Executive Order 509 exempts employee food service, vending machines, and concessions. Nutrition standards are mandated for nine state agencies under the Executive Branch: • Department of Children and Families • Department of Corrections • Department of Developmental Services • Department of Mental Health • Department of Youth Services • Executive Office of Elder Affairs • Public Health Hospitals • Sheriff's Department • Department of Veteran Affairs Executive Order: http://www.mass.gov/governor/legislationeexecorder/executiveorder/executive-order-no-509.html Nutrition Standards: http://www.mass.gov/eohhs/docs/dph/com-health/nutrition-phys-activity/eo509-state-agency-food-standards.pdf FAQ Sheet: http://www.mass.gov/eohhs/docs/dph/com-health/nutrition-phys-activity/eo509-qa.pdf
Massachusetts	Developed in 2012, Massachusetts has a Healthy Meeting & Event Guide that outlines tips for healthy eating, foods to avoid, suggested meal items and menus for meetings and events, and nutritional information for common healthy food choices. Guidelines: http://www.mass.gov/eohhs/docs/dph/com-health/nutrition-phys-activity/healthy-meeting-event-guide.doc
Montana	In January 2014, the Department of Public Health and Human Services (DPHHS) began implementing a policy which established nutrition guidelines for vending machines located within DPHHS building. At least 40 percent of the contents of vending machines must meet nutrition standards. Department Wide Policy: http://www.astho.org/Programs/Prevention/Obesity-and-Wellness/Sodium-Reduction/State-Stories/Montana/Vending-Machine-Guidelines/
New York City, NY	In 2008, Mayor Michael Bloomberg issued Executive Order No. 122 to establish food standards and to create a City Food Policy Coordinator who is responsible for developing and coordinating initiatives that promote access to healthier foods. Pursuant to Executive Order No. 122, New York City Department of Health and Mental Hygiene developed and issued: • Standards for Meals/Snacks Purchased and Served: Apply to approximately 260 million meals and snacks served annually at schools, senior centers, homeless shelters, child care centers, after school programs, correctional facilities, public hospitals, and other New York City agency facilities and programs. (Enacted

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	September 2008, revised October 2011) • Standards for Beverage Vending Machines: Apply to all beverage vending machines contracted by City agencies. (Enacted May 2009) • Standards for Food Vending Machines: Apply to all food vending machines on City property. (Enacted December 2011) • Standards for Meetings and Events: Apply to food served at meetings and events sponsored by City agencies. (Enacted March 2013) • Standards for Commissaries: Apply to commissaries in City correctional facilities. (Enacted in March 2013) The City also issues implementation guides for Meals/Snacks Purchased and Served, Beverage Vending Machines, and Food Vending Machines. For Food Vending Machines examples of different food items that meet the standards are provided. (see the supplemental document *Healthy Food Procurement: Case Stories* for more information) Executive Order: http://www.nyc.gov/html/om/pdf/eo/eo_122.pdf NYC Agency Food Standards: http://www.nyc.gov/html/doh/html/living/agency-food-standards.shtml Standards for Meals/Snacks Purchased and Served: http://www.nyc.gov/html/doh/downloads/pdf/cardio/cardio-meals-snacks-standards.pdf Standards for Beverage Vending Machines: http://www.nyc.gov/html/doh/downloads/pdf/cardio/cardio-vending-machines-bev-standards.pdf Standards for Food Vending Machines: http://www.nyc.gov/html/doh/downloads/pdf/cardio/cardio-vending-machines-standards.pdf Standards for Meetings and Events: http://www.nyc.gov/html/doh/downloads/pdf/cardio/nyc-meetings-events-standards.pdf Standards for Commissaries: http://www.nyc.gov/html/doh/downloads/pdf/cardio/nyc-commissaries-standards.pdf
New York	New York State Finance Law, Section 165 give State agencies (i.e., means all state departments, boards, commissions, offices or institutions) the ability to "mandate that all or some…food products be grown, produced, and harvested in New York State." This is supported by Executive Order #39 which directs each State agency to take actions, where feasible and without increased cost or burden, and is consistent with current law, to increase the proportion of their total food purchases comprised for locally grown food. Regulation: http://ogs.ny.gov/purchase/snt/sflxi.asp Executive Order: http://www.governor.ny.gov/archive/paterson/executiveorders/EO39.html
Oregon	In 2012, Oregon Physicians for Social Responsibility developed the Healthy Food in Health Care Project (HFHC), which has coordinated with hospitals across the state to establish "Hospital Green Chef Meal Standards" in health care facilities. These meal standards include: • sustainability guidelines • nutrition standards • beverage guidelines (sustainability and nutrition) In Multnomah County, eight hospitals have committed to HFHC policies for sustainable food procurement and nutrition standards.

State, County, City	Description
	Meal Standards: http://hospitalgreenchefchallenge.files.wordpress.com/2012/01/oregon-hospital-green-chef-meal-standards.pdf
City of Philadelphia, PA	In 2011, the City of Philadelphia passed a healthy vending policy. Standards are set for a minimum of 65 percent of foods and beverages and in addition to nutrition guidelines, the standards have requirements around pricing, labeling, energy efficiency, and data and monitoring. In June 2014, the Mayor issued Executive Order 4-14, requiring the health commissioner, in collaboration with other affected city agencies, to create nutrition guidelines for all foods and beverages contracted by city agencies. In June 2016, the Philadelphia Department of Public Health released revisions to the nutrition standards that were developed through the executive order. 2011 Healthy Vending Policy: http://www.phila.gov/health/pdfs/Healthy%20Vending_Executive%20Summary.pdf Executive Order 4-14: http://www.phila.gov/ExecutiveOrders/Executive%20Orders/eo%204-14.pdf 2016 Nutrition Standards: http://www.phila.gov/health/pdfs/RevisionsNutritionStandardsImplementationProcess2016.pdf
Tennessee	In 2010, Governor Phil Bredesen issued Executive Order 69 requiring state agencies to set minimum nutritional standards for food and beverages sold in vending machines on public property and to develop and publicize pricing and other incentives to purchase the healthier options. The Executive Order directed the Department of Health to make recommendations for the food provided to state employees at breaks, meetings, conferences, and other work-related events on state property. Executive Order: http://www.tn.gov/sos/pub/execorders/exec-orders-bred69.pdf
Washington	In 2011, seven Washington legislators proposed HB 1801. If it had passed, the bill would have required the Washington Department of General Administration to develop a model food purchasing policy with input from the Departments of Health, Social and Health Services, and Corrections. This policy would apply to food served to persons living in the state's custody and would specify the type, nutritional quality, and portion size of food that could be purchased and served. HB 1801: http://apps.leg.wa.gov/documents/billdocs/2011-12/Htm/Bills/House%20Bills/1801.htm
Washington	In 2013, Washington State Governor Jay Inslee signed Executive Order 13-06 *Improving the Health and Productivity of State Employees and Access to Healthy Foods in State Facilities*. The comprehensive approach includes the establishment of a Health and Wellness Steering Committee to set up a worksite wellness program, as well as the adoption of food and beverage guidelines for all vending machines, cafeterias, on-site retail establishments, and at meetings or events. The Executive Order also supports the purchase of Washington-grown products whenever practical. Executive Order: http://www.governor.wa.gov/office/execorders/documents/13-06.pdf
Clarke County,	In May 2006, Clark County issued worksite wellness nutrition policy guidelines for County

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WA	facilities and county funded meetings, trainings, and events. Guidelines also encourage the offering of healthy choices in vending machines. Policy: http://eatbettermovemore.org/sa/policies/pdftext/ClarkCoNutPolicy.pdf
Wisconsin	In 2006, the Wisconsin Nutrition and Physical Activity Program received funds from the Wisconsin Comprehensive Cancer Control Program to conduct worksite wellness projects for cancer prevention. One component of the project involved stocking vending machines at three worksites with healthy foods. Project Overview: http://www.dhs.wisconsin.gov/physical-activity/Worksite/Worksitepdfs/HowToVending.pdf

Healthy Food Procurement: Case Stories

November 2016

CALIFORNIA HEALTH IN ALL POLICIES TASK FORCE

CALIFORNIA STRATEGIC GROWTH COUNCIL

In conducting the research for the report *California State Government Food Procurement Policies and Practices*, the authors came across a number of examples of best practices from across the country. The following document includes food procurement case stories from Washington State, Delaware State, and New York City, Iowa State, and Santa Clara County (CA).[1] The programs and policies described here each represent a different approach toward developing and implementing healthy food procurement. These case stories highlight the variety of ways that city, county, and state governments are using a variety of food procurement policies to improve nutrition and meet other co-benefits.

"Healthy Food Procurement: Case Stories" is part of a suite of healthy food procurement related materials developed by the Health in All Policies Task Force. The suite includes two other documents:

- "California State Government Food Procurement Policies and Practices" describes current California State food contracting pathways, provides information about how specific departments procure food, and describes challenges and opportunities within the state food system.
- More information about recent state and local laws, ordinances, guidelines, and other mandates from California and throughout the country, that aim to influence the food environment in specific settings is available in "A Scan of State and Local Food Procurement Policies."

Washington State's Farm-to-Prison Program

In 2009, the Washington State Department of Corrections (WDOC) partnered with the Washington State Department of Agriculture (WSDA) to conduct a pilot program to serve locally grown foods in two state prisons, the Monroe Correctional Facility in Snohomish County and the Stafford Creek Correctional Center in Grays Harbor County [1]. Many stakeholders, including the prison directors, supported the efforts of this program because it helps to fulfill State Executive Order 05-01, enacted in 2005, which established sustainability and efficiency goals for state operations [2]. The State hoped that this program would have positive effects on the local economy, farmers, fuel consumption, the environment, and community partnerships.

Prior to launching the program, WDOC and WSDA received approval from Washington's Department of Enterprise Services (DES). Enabled by the "best buy clause," which exempts WDOC from the lowest-bid contract provision of the State contract authority, WDOC's Farm-to-Prison procurement contracts are not required to meet the two-year State minimum.

During the implementation of the program WDOC and WSDA needed to address a number of financial concerns and challenges. These included concerns from the food industry about loss of revenue, and some government agency concerns that the program would cut into sales made through state food contracts. However, these concerns were later dismissed because local food purchasing for the program represents such a small proportion of the market. WDOC and WSDA also garnered support from correctional food managers, who were initially resistant to the idea of having to change their menus, but were interested in the opportunity to reduce the cost of meals by purchasing directly from farmers. There were initial efforts to match fair market values for produce as determined by the Seattle Terminal Market Value, but this was found to be too labor intensive. After consulting with wholesalers, retailers, and WSDA, they were able to agree upon a fixed seasonal price structure.

[1] Unless otherwise cited within the text, the information presented is derived from key informant interviews.

After an evaluation of the program with the two pilot facilities, 12 additional State correctional facilities joined the "Farm-to-Prison Program." Participating facilities can develop their own relationships with vendors, and are offered technical assistance from program staff.

Under WDOC's Farm-to-Prison program, local farms sell directly to prisons and are encouraged to sell produce in a field-packed, unprocessed state, which reduces production costs. Originally, WDOC planned to take responsibility for cleaning, sorting, and processing the fresh products within their facilities. However, not all kitchen staff could provide the labor to sort and process field packed produce, and expected a higher quality, more finished product. In some cases facilities stated that they received too much waste or sub-standard produce, which was of particular concern because uniformity of product is important within the WDOC population, especially for items distributed individually (e.g., apples). To address these concerns WDOC changed their contract specifications to receive cleaner, already-grated products. In 2011, nearly $70,000 was spent on procurement of local food. Participation in the WDOC Farm-to-Prison program is voluntary.

The most significant and continual challenge for Washington's Farm-to-Prison program is connecting with local, mid-sized farmers. WDOC and WSDA originally envisioned that facilities would work solely with small local farmers, but this proved to be too expensive. They then expanded their focus to include mid-sized farms, but found there to be a limited number of mid-sized local farms that have the human resources and/or infrastructure to manage product distribution during harvest season. Some farmers experienced difficulties transporting their foods directly to the correctional facilities. Farmers who were able to deliver their foods to correctional facilities and the Correctional Industries, where it was re-packed and cleaned for consumption, have also had to work with WDOC to ensure that food safety criteria were being met [3]. WDOC has discussed a transportation mechanism to address this issue.

WDOC used this program as an opportunity to revamp their menus and serve healthier meals. All WDOC inmates receive three servings of fresh fruit or vegetables daily, providing a great opportunity for local partnerships. Since the end of the pilot program, procurement directly from local farms has tapered off, partly because the program requires dedicated staff time to facilitate the arrangements and planning and additional procurement steps required. However, some steady partnerships continue to endure and the Department remains open to new opportunities to purchase and utilize local farm produce to enhance the inmate meals. Currently, WDOC is also transitioning to more on-site gardens to meet continued demand for fresh produce [4].

Key Outcomes from Washington State's Farm-to-Prison Program

- Food managers had to adjust their menus to accommodate seasonal foods, as there is a lack of year round supply of many fruits and vegetables. However, troubleshooting among food managers has resulted in the use of seasonal vegetables as fresh cut, marinated vegetables – a best practice for mitigating the variability associated with the supply of mid-sized farms.
- By working directly with four mid-sized farmers and cutting out the middleman, correctional facilities were been able to substantially reduce their costs. Washington normally spends $3.90 per day on food for each of its 16,000 inmates. Since implementing the program, they benefit from an average cost savings of 15 to 20 percent on their expenditures for produce compared to what was previously spent when purchasing through contract vendor pricing. In addition, WDOC moved to an average seasonal price to address the severe price fluctuations associated with smaller, local farms.
- The program produced considerable benefits for inmates, including increased job opportunities through Correctional Industries and increased consumption of fresh fruit and vegetables.

New York City Department of Health Services

In 2008, former Mayor Michael Bloomberg issued an Executive Order (Number 122) which created the position of the Food Policy Coordinator and charged that Coordinator with working with the Commissioner of the New York City (NYC) Department of Health and Mental Hygiene to create "City Agency Food Standards" (the Standards). The goal was to elevate the healthfulness of all foods procured and served with City dollars by setting comprehensive, evidence-based nutrition standards. The Standards established nutrient-based criteria that would affect the approximately 250 million meals and snacks served by City agencies and social service providers under contract with the City. As a first step, Health Department staff reviewed leading health authority guidance and relevant published research on diet and nutrition. The Health Department then drafted requirements that would apply to programs serving New Yorkers of all ages, from toddlers to seniors, in an array of settings, such as daycares, homeless shelters, jails, schools, senior centers, and hospitals. Input from agency staff was solicited through a Food Procurement Workgroup (Workgroup) comprised of representatives from more than ten City agencies that purchased and/or served food or hired a contractor to provide food to clients.

The Standards, which were established in the fall of 2008 and updated periodically, are divided into four parts:

1. Standards for Purchased Food. This section provides information on food items purchased (e.g. low fat milk, fruit packed in unsweetened juice or water, sodium limits by product type).
2. Standards for Meals and Snacks Served. This section addresses overall nutrient requirements (e.g. calories, fat, saturated fat, sodium, fiber) for meals served, gives general requirements for healthy meals (e.g. no frying, minimum number of fruit and vegetable servings, require water availability) and provides standards for snacks and special occasions.
3. Agency and Population-Specific Standards and Exceptions. This section addresses specific populations (e.g. children) and agencies.
4. Sustainability Recommendations. This section provides recommendations to support a healthy and ecologically sustainable food system [5].

The Standards are aligned with or more stringent than other nutrition regulations and policies that may apply to City agencies (e.g. National School Lunch Program, Child and Adult Care Food Program), but are the only nutritional guidelines followed for some agency providers [6]. To help agencies implement the Standards, the Health Department hired three full-time registered dietitians dedicated to training agency staff, conducting menu reviews, and developing tools and resources such as an implementation guide for staff and posters for consumers. Health Department staff worked with the Mayor's Office of Contract Services to include the Standards in city contracts for food or catering services as they came up for renewal. To ensure ongoing attention and relevance, the Executive Order that established the Standards required that the Food Policy Coordinator oversee agency compliance with the Standards, that the Health Department serve as a technical advisor, and for both parties to review and revise the Standards at least once every three years [7].

The successful implementation of the Standards showed that it is feasible to create nutrition standards for publicly procured and served food. These achievements demonstrate that the City's buying power can be harnessed to promote health. Following the implementation of these Standards, NYC developed additional standards for beverage vending machines [8], food vending machines [9], meetings and events [10], and commissaries in correctional facilities [11]. Agencies' healthier procurement practices have contributed to an increase in the availability of healthier options citywide as vendors have adapted their sourcing practices and manufacturers have reformulated products to meet the Standards [12].

Key Outcomes from New York City Department of Health Services

- The constituents served vary by agency, and the way that agencies purchase food may also vary. For example, some agencies have centralized purchasing while others allow individual programs to purchase and serve foods. Nutrition requirements can be developed that apply to a wide range of agencies that

serve diverse populations and have differing food infrastructures.

- The establishment of the Workgroup provided a platform for agencies to share information, challenges, and accomplishments. This was an important resource to support iterative development and implementation of standards that affected other aspects of the food environment, such as vending machines. The Workgroup meets bi-annually to discuss implementation progress, helping to foster relationship building and interagency collaboration.
- Technical assistance support to agencies and their community partners is essential, especially for those that lack staff with nutrition training.
- Agency compliance data is publically reported each year in NYC's Food Metrics Report, as is required by Local Law 52. The report includes data narrative descriptions for many food-related initiatives.

Delaware Division of Parks and Recreation

Munch Better ran from 2010 to 2015, and was created to develop and implement procedures for improving healthy food access at state parks. The program began as a component of "Health Intervention in Delaware State Parks," an American Recovery and Reinvestment Act (ARRA) funded 2-year pilot project [13].

The Delaware Department of Natural Resources and Environmental Control Division of Parks and Recreation (Parks & Recreation) operates and maintains 15 state parks and related preserves and greenways [14]. In 2010, to complement activities like hiking and biking, Parks & Recreation designed and implemented the "Munch Better" program, which required Delaware's state parks to sell healthy food and beverage items from vending machines as "part of its commitment to promote healthy lifestyles." Munch Better focused specifically on camp stores, concessions, and vending machines, as well as related marketing initiatives (e.g. banners, advertisements, nutrition education) [13].

Parks & Recreation partnered with Nemours Health and Prevention Services (NHPS), a children's health systems that invests in community-based prevention, to develop Munch Better's food and beverage guidelines over the course of approximately nine months. Nemours provides resources and support services to improve the health of children. In addition, Parks & Recreation partnered with the Delaware Health and Social Services Division of Public Health to offer healthy food and beverage choices in retail outlets where Parks & Recreation has direct purchasing authority. and monitored the program.

Parks & Recreation based Munch Better on healthy retail guidelines from Nemours' Healthy Concessions Guide [15] and Healthy Vending Guide [16]. These guidelines categorize food and beverages into "Go," "Slow," or "Whoa" categories based on items' nutrient density, a method used by NHPS [16]. "Go" foods are the healthiest options, including fruits, vegetables, one percent milk, and turkey burgers. "Slow foods" contain added sugar or fat, such as baked chips, and trail mix bars. "Whoa" foods are the highest in sugar and fat and have the least nutritional value of items offered, including candy, French fries, and sugary beverages. Through Munch Better, Parks & Recreation hoped to increase "Go" offerings, add some "Slow" options, and decrease "Whoa" foods and beverages, improving visitors' access to healthy food and beverages.

In 2010, the first year of Munch Better, Parks & Recreation targeted its food and beverage retail to be at least 75 percent "Go" or "Slow," with the remainder from the "Whoa" category. The most significant effect was the reduction in offerings from the "Whoa" category, replaced primarily by "Slow" food and beverages [13]. The updated food options met Nemours' recommended "Slow" and "Whoa" guidelines, but did not meet the goals for the "Go" category [13]. Although Munch Better did make healthier choices more available, the number of unhealthy choices was still slightly higher in all retail areas except vending [13]. Camp stores were most successful in limiting the selection of unhealthy candy and sugary drinks, thereby improving the price competitiveness of healthier foods and beverages [13].

Along with the successes, there were a number of challenges to continuous implementation of Munch Better, including a need to train concessions staff on a yearly basis, which was exacerbated by high staff turnover, and the lack of a mandate requiring participation. Though Parks & Recreation continued the program 3 years past the pilot period, in 2015 they decided to contract with an outside vendor for the food concession operation.

Key Outcomes from Delaware Division of Parks and Recreation

- Parks & Recreation built a positive partnership with its food vendor to procure foods that meet Munch Better's nutritional criteria and taste good, which is important for its primary consumer base of children.
- However, a continuing challenge is that the beverage industry owns its vending machines, and continues to offer sugary drinks in portion sizes larger than what Parks & Recreation desires.
- According to the Parks & Recreation Chief of Office of Business Services, Munch Better could have been more successful if it made more substantive changes to meet "Go" guidelines from the beginning, instead of the gradual transition into "Slow" items. The Office of Business Services also recommended that the nutritional value of foods and beverages should be incorporated into evaluations of programs like Munch Better, in addition to economic metrics.

Iowa's "Healthy Vending Iowa" Program

Worksite vending policies can support employee health and wellness. Adapted from the Nutrition Environment Measurement Survey (NEMS) developed by the University of Pennsylvania to assess healthy choices at food outlets and restaurants, the Iowa Department of Public Health partnered with the Iowa State University Extension to develop the Nutrition Environment Measures Survey-Vending (NEMS-V)[17]. Trained project coordinators use the tool to assess the percentage of healthy options in vending machines by using a color-coded scale to generate a vending machine "report card."

- Green-coded foods provide a serving of a fruit, vegetable, low-fat dairy, or whole grain and meet dietary guidelines,
- Yellow-coded foods do not provide a serving of a fruit, vegetable, low-fat dairy, or whole grain but meet dietary guidelines, and
- Red-coded options do not meet dietary guidelines.

In 2012-13, the Iowa Department of Public Health utilized the NEMS-V tools to conduct an evaluation of "Healthy Vending Iowa", a vending machine intervention at 13 worksites. The goal of the evaluation was to determine the types of snacks available to employees, gain support for a requirement of a minimum of 30% healthy food or beverage options, and ultimately increase employee access to and purchasing of healthy foods and beverages from vending machines.

Healthy Vending Iowa focused on achieving environmental and behavioral changes. As part of the intervention, all 13 worksites were required to conduct product testing with employees, use employee incentives, adopt marketing strategies, and work with vendors to identify healthier options. Findings from a process evaluation showed that social media was a popular tool used to raise awareness of healthier food and beverage choices and incentives such as water bottles and cutting boards were used to encourage behavior change. Open communication and relationships with vendors and support from department leadership were key to the success of this intervention.

Key Outcomes from Iowa's "Healthy Vending Iowa" Program

- Evidence from pre- and post- NEMS-V assessments revealed that all 13 worksites reported increased availability of healthy options in at least one vending machine.
- Many of the worksites reported an increased availability of healthy options in multiple vending machines.
- One worksite drafted and implemented a new healthy vending policy.
- As a result of the intervention, two worksites modified their vendor contracts to require 30% healthy food

or beverage options in their vending machines [18].

Broad Healthy Food Policies in Santa Clara County, California[2]

The County of Santa Clara is a leader in the field of promoting healthy living, and over the past ten years has passed a number of policies to promote healthy food and beverages, culminating in broad-reaching Nutrition Standards that were adopted in 2010 and are now routinely practiced and have been integrated into daily countywide business.

In 2005, the county Board of Supervisors adopted a Healthy Food and Beverage Vending Policy which required County-operated vending machines to offer 100% healthy food and drinks. Following this, in 2008 the county adopted Sugar Savvy, a healthy beverage policy, which prohibited county dollars to be used for purchase of sugar-sweetened beverages by County programs and/or contractors, including beverages served free of charge to individuals and groups participating in a County department or program (unless exempted by the Board policy). Additionally in 2008, the county passed a menu labeling ordinance, intended to help consumers make informed decisions at restaurants. It went into effect on September 1st and requires chain restaurants with 14 or more locations in California to prominently post the calorie and nutritional information of their menu items on their menu boards in plain view for the public. This was subsequently passed into law by the State of California and, in 2010, incorporated into the federal Affordable Care Act.

In 2010, Santa Clara became the first County in the nation to create an ordinance requiring restaurants in unincorporated Santa Clara County to meet minimum nutrition standards for food offered in kids' meals.

In 2010, under the direction of the County Board of Supervisors and leadership of the Office of the County Executive, Nutrition Standards were adopted to support healthy living by ensuring that food and beverages offered, purchased, or served at County facilities and provided by County departments are of maximum nutritional value. These Nutrition Standards were developed with input from national experts and in collaboration with the County's Nutrition Standards Committee comprised of representatives from the Office of the County Executive, County Counsel, Departments of Public Health, Facilities and Fleet, Corrections, Probation, Procurement, Santa Clara Valley Medical Center, and Social Services Agency. The standards apply to County meetings and events, food and beverage vending machines, cafeterias and cafes, and custodial populations, and serve as recommendations for county properties leased to or operated by private entities serving the public.

The standards have been promoted through an initial countywide staff training and ongoing training through the County Wellness Champions Network, inclusion at four county health fairs annually, and through written resources providing healthy meeting and event ideas that are posted on the county website. The Nutrition Standards requirements are also embedded in policies for county meetings, events, catering, and travel, and are included as boilerplate language in all applicable county procurement solicitations.

Key Outcomes from Broad Healthy Food Policies in Santa Clara County, California

- Santa Clara County leaders and staff continue to proactively identify opportunities to work collaboratively to further promote and support healthy living.
- Individual county departments that purchase and serve food to custodial populations such as adult jails, juvenile custody, and the hospital maintain ongoing efforts to increase the health benefits of foods purchased, prepared, and served.

[2] The section on Santa Clara County was developed by Karen Candito, CFSM, CCFP, Santa Clara County, Correctional Food Services Director.

Common Themes

Comparing the five case studies reveals the following common themes:

- **Cost is not necessarily the primary barrier to change.** While there is the assumption that changes in the food environment are challenging due to food costs, an additional significant challenge is staff time. Changing food procurement practices requires a significant investment of time to generate staff buy-in, draft standards and guidelines, coordinate multiple agencies, and provide ongoing training post-implementation.
- **External funding is important.** In two of the five jurisdictions, there was already movement within respective agencies to begin planning for healthy eating programs, but external funding was instrumental to increasing staff capacity, contracting outside consultants, and providing ongoing technical assistance and training for staff.
- **Healthy and local food purchasing may not always go hand-in-hand.** While healthy food and local purchasing are inextricably linked, some partners may be more interested in one approach or the other. In addition, vendors may be better equipped for one or the other, and/or local political climates can influence whether it is easier to secure buy-in for public health goals or environmental sustainability goals. The case for considering both goals may need to be made over time, beginning with whichever is more politically feasible. New York City, due to its status as a major metropolis with a wide range of food distribution channels, can procure food that is both healthy for consumers and for a portion of foods, local. This may not initially be possible for all public agencies.

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