Fruitridge Road Walk Audit Report
Assessing Access to the Parks and Retail along Fruitridge Road

September 2019
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The California Department of Public Health, with funding from the United States Department of Agriculture’s Supplemental Nutrition Assistance Program – USDA SNAP, produced this material. These institutions are equal opportunity providers and employers. For important nutrition information, visit www.CaChampionsForChange.net
INTRODUCTION

PROJECT BACKGROUND

The Sacramento County Obesity Prevention Program has identified two key interventions for reducing chronic health risk and impacts in Sacramento County: physical exercise and a healthy diet. As part of this program, the County has been working with several community partners on strategies to increase physical activity and healthy food intake through encouragement programs such as Walk with Friends, nutrition education and healthy food preparation trainings, and provision of services to reduce financial barriers.

In 2018, the County partnered with WALKSacramento to identify strategies that focus on improving pedestrian and bicycle access to healthy destinations, specifically to parks and healthy retail sites. Improving pedestrian and bicycle access along routes to these everyday destinations not only encourages greater end use of parks and healthy foods, but also has additional physical activity benefits from using active transportation instead of driving.

The Safe Routes to Parks and Healthy Retail Project focuses on developing a toolbox of resources for the County Health Department, local jurisdictions, parks districts, community partners, and other decision-makers, implementers, and advocates to understand policy, design, and program strategies for improving access to healthy destinations in order to improve health outcomes in communities.

PROJECT GOALS AND STRATEGIES

Traditionally, access to park and healthy retail sites has been viewed in terms of proximity, or the number of homes located within half a mile of a park or healthy food store. While proximity is an important factor, there are other conditions that impact access. For example, many communities in Sacramento County are located within half a mile of a healthy destination, however residents may not be able to directly access the nearest park or healthy food store due to soundwalls, high-speed streets, unsafe crossings, nonexistent sidewalks or bike facilities, and other barriers that make walking and biking unsafe, inconvenient, or uncomfortable. Social factors such as presence of crime, affordability, or programs that do not meet community needs also limit access and discourage active travel.

In light of the various barriers to park and healthy retail access, a Safe Routes to Parks and Healthy Retail approach should aim to accomplish the following objectives:

1. Accessible via multiple modes of transportation for people of all ages and abilities
2. Conveniently located within approximately one half mile (10 minute walk) from where people live
3. Safe from traffic and personal danger
4. Comfortable and appealing places to walk or bicycle
5. End at spaces that are well-maintained and programmed

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1 Source: Safe Routes National Partnership. [https://www.saferoutespartnership.org/healthy-communities/saferoutestoparks](https://www.saferoutespartnership.org/healthy-communities/saferoutestoparks)
PROJECT CONTEXT

In August, 2019, WALKSacramento conducted a walk audit to identify existing conditions and barriers to pedestrian and bicycle access to parks and healthy retail along Fruitridge Road. The walk audit focused on a one-mile segment of the Fruitridge Road between Mendocino Boulevard and Stockton Boulevard and assessed opportunities to improve access to Fruitridge Park and healthy retail.

In addition to the area immediately adjacent to Fruitridge Road, WALKSacramento also assessed general connectivity throughout the community to key destinations, focusing on the connections to Fruitridge Park from the north and south and connections to healthy retail outlets along the corridor. This area is adjacent to the South Oak Park and Tallac Village neighborhoods and includes portions of the Fruitridge Heights, Fruitridge Park, Sandra Heights, and Southwest neighborhoods. The community is primarily located in unincorporated Sacramento County between City of Sacramento boundaries.

Fruitridge Park and Fruitridge Community and Aquatic Center provides an opportunity to serve as a community amenity for residents living north and south of Fruitridge Road. The Community Center provides regular programming and uses the park as an expansion of their program space. Primary access to the Community and Aquatic Center is located on Fruitridge Road for all road users. Pedestrian access to the park is located about 1,200 feet south of Fruitridge Road on Mendocino Boulevard. There is a mix of food retail along the study area including a Foodsco grocery store and smaller convenience stores.

Within City of Sacramento city limits, Fruitridge Road and Stockton Boulevard are among several other streets that are located on the City of Sacramento’s Vision Zero High Injury Network (HIN), which identifies corridors with the highest level of fatal and serious crashes for pedestrians, bicyclists, and motorists. While part of the study area is outside city limits, there is not a drastic change in the physical environment between city and county boundaries.

In order to encourage active travel to healthy destinations and thereby improve community health outcomes, this report focuses on strategies that aim to improve connectivity to the Fruitridge Park and healthy retail locations, encourage use of the community amenities, and enhance safety for people walking and biking in the community.
HOW TO USE THIS REPORT

This Walk Audit Report is intended to guide policy, infrastructure, and programming solutions to facilitate greater use of active travel modes to healthy destinations in South Sacramento. This report is organized based on the structure of the Safe Routes to Parks and Healthy Retail Toolbox, focusing on an existing conditions analysis and identification of needs, followed by specific recommendations for policy, design, and program strategies. The recommendations are informed by strategies outlined from the policy, design, and program resources in the Toolbox.

Please note that this report is not a standard, specification, regulation, or official engineering study and should not be used for establishing civil liability. This report highlights needs and potential solutions within this community. The implementation of any strategy contained within this report should be made on the basis of an official engineering study at each location. Instead, this report should be used to further plan improvements and respond to identified needs within this community.

Local Agency Staff

Local agency staff, including health departments, transportation departments, and park districts, can use this report to identify policy, design, and programmatic strategies for improving health outcomes through the built environment. This report includes key data and community-identified priorities that can inform current or future planning efforts and help local agencies pursue funding for active transportation infrastructure projects.

Community Partners

Community partners can use this report to advocate for policy and built environment change in the community. This report also includes programming recommendations that community partners may be able to support or implement in partnership with local agencies and the community.
EXISTING CONDITIONS

HEALTH AND ENVIRONMENT CONDITIONS

The South Sacramento priority census tracts are located in communities that have high social, economic, and environmental vulnerabilities as defined by CalEnviroScreen 3.0 (65-95%). CalEnviroScreen 3.0 identifies communities most affected by pollution and where residents are vulnerable to adverse environmental impacts. Additionally, the South Sacramento priority census tracts have relatively low healthy community conditions as defined by the Healthy Places Index, which compares communities across California based on a variety of socioeconomic and environmental indicators. Specific health outcomes in the South Sacramento priority census tracts include high rates of asthma diagnoses (10.92%), high asthma-related emergency department visits (100.09 per 10,000 ER visits), and high rates of diabetes (13.53%) and heart disease diagnoses (6.43%). Additionally, obesity rates tend to be higher in the South Sacramento census tracts (32.33%) compared to Sacramento County (26.01%).

POPULATION AND SOCIOECONOMIC DEMOGRAPHICS

The South Sacramento priority census tracts have higher proportions of children and youth under 18, people with disabilities, and people with limited English proficiency than Sacramento County as a whole. Additionally, these communities also have a greater proportion of people of color than the Countywide average, with approximately 39.5% of the population identifying as Hispanic or Latino and over 21% identifying as Asian, and over 16% identifying as Black or African American.

The Median Household Income in the South Sacramento priority census tracts is $31,114, compared to the County average of $67,305. Overall, there are higher rates of poverty, unemployment, and greater housing cost burdens. Homeownership rates are also relatively low, with 38.1% of

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households owning their homes compared to the Sacramento County average of 56.9%. 13.76% of households do not have a motor vehicle, compared to 7.47% in the County.\(^5\)

Households with lower incomes are less likely to own cars and are thus more reliant on public transit and active transportation to access healthy and affordable foods, jobs, and other services. However, communities with a higher proportion of low-income households also tend to be more auto-oriented and less conducive to walking and biking, further restricting the ability of individuals to be physically active and access health services and opportunities.

Land uses around Fruitridge Road are a mix of single family residential, multifamily residential, and commercial retail. Large commercial shopping centers are located closer to Stockton Boulevard. There are several large vacant parcels along Fruitridge Road as well.

Within half a mile of Fruitridge Road, there are five elementary schools and one high school, two parks, and three community centers. Several additional schools, community centers, and parks are located within three-quarters of a mile from Fruitridge Road as well. Several SNAP-Ed neighborhood-serving retail stores are located along Fruitridge Road, as well as larger grocery stores at the intersection of Fruitridge Road and Stockton Boulevard.

The proximity of neighborhood-serving community destinations along Fruitridge Road indicates an opportunity for greater connectivity across and along Fruitridge Road in order to make walking and biking safer, more comfortable, and more convenient.
PEDESTRIAN FACILITIES

Sidewalks and Amenities

Sidewalks along Fruitridge Road and within the surrounding community tend to be narrow, at approximately five feet wide. Narrow sidewalks combined with a lack of buffer from vehicle travel lanes creates an unsafe and uncomfortable pedestrian experience.

Sidewalk condition varies between fair and poor. Additionally, litter and obstacles such as utility poles often block already narrow sidewalks and may force pedestrians into the street. Within the community and Fruitridge Road, there is generally a lack of pedestrian-scale lighting and little to no tree-shading. While there are no sidewalk gaps along Fruitridge Road, there are some gaps within the surrounding neighborhoods, particularly adjacent to vacant properties along routes to Fruitridge Park.

Crossings

Minimal safe crossing opportunities makes access across Fruitridge Road difficult for pedestrians. Fruitridge Road prioritizes east-west vehicle travel along the corridor, making wait times long for vehicles and pedestrians attempting north-south travel. Additionally, distances between marked, signalized crossings are far, with an average of approximately 1,000 feet between safe crossing opportunities. Most intersections with marked crosswalks only have three legs of the intersection marked, with only one crosswalk for north-south travel. This further limits pedestrian options for crossing Fruitridge Road. An offset street network contributes to driver confusion when yielding to pedestrians, particularly at Enrico Boulevard directly in front of the Fruitridge Community Center and at 44th Street.

Poor sidewalk condition and sidewalk gap at vacant parcel near Fruitridge Park.

Typical intersection along Fruitridge Road with only three marked crosswalks.
BICYCLE FACILITIES
There are no bike facilities on Fruitridge Road, meaning that bicyclists must travel in the same lane as high speed, high volume vehicle traffic. Bicyclists tend to either ride on the opposite side of the street or on the narrow sidewalk where they are more comfortable, coming into conflict with pedestrians. There are Class II bike lanes on Stockton Boulevard, however the bike lanes are not buffered from vehicle traffic and disappear in favor of right turn lanes when approaching intersections.

Secure bike parking is often unavailable at nearby businesses. When bike parking is provided, it is often located away from store entrances where there is a greater likelihood of theft due to lack natural surveillance.

TRANSIT FACILITIES
There is one Sacramento Regional Transit bus route that provides service along Fruitridge Road. Route 61 provides service between Pocket Transit Center to Florin Towne Centre on approximately 30 minute headways between 5am to 8pm. Bus stops on Fruitridge Road generally provide seating but no shelter, lighting, or trash receptacles. Bus stops often do not have direct pedestrian crossings nearby, which contributes to an unsafe environment for pedestrians attempting to reach their bus stop across Fruitridge Road.

Example of a typical bus stop along Fruitridge Road with minimal amenities and limited safe crossing opportunities.
TRAVEL LANES AND AUTOMOBILE NETWORK

In addition to pedestrian and bicycle facilities, the automobile street network is a factor in whether routes are safe and comfortable for people walking and biking. Speed is directly correlated to street width and number of travel lanes, with higher speeds observed on wide, multi-lane streets. In many cases, the types of pedestrian and bicycle facilities available on a street are not adequate given traffic speeds and volumes.

There are three key streets in the study area that provide connections to parks, schools, and other community destinations. Two of the three streets are located on the City of Sacramento’s High Injury Network, which identifies corridors with the highest levels of fatal and serious crashes for pedestrians, bicyclists, and motorists: Fruitridge Road and Stockton Boulevard.

East – West Streets

Fruitridge Road

The segment of Fruitridge Road between Mendocino Boulevard and Stockton Boulevard has four travel lanes plus a center turn lane. The posted speed limit is 40 miles per hour. Fruitridge Road has high volumes of traffic and trucking, as it is one of the major east-west arterials providing access to Highway 99 and north-south arterials such as Franklin Boulevard, Stockton Boulevard, and Power Inn Road. There are six stop-controlled intersections along the corridor between Martin Luther King Jr. Boulevard and Stockton Bouelvard, with the addition of one pedestrian-actuated stop-controlled crossing at the Fruitridge Community Center. However, far distances between stop controls allow vehicles to gain speed along the corridor, creating an unsafe and uncomfortable walking and biking environment. Lack of bike facilities and minimal pedestrian facilities further contributes to poor access along and across Fruitridge Road.
North – South Streets

Mendocino Boulevard
Mendocino Boulevard provides access to the south-western entrance to Fruitridge Park. Mendocino Boulevard is a neighborhood street with primarily single-family residential housing. There is a short sidewalk gap at a vacant lot adjacent to the Fruitridge Community Center. The posted speed limit is 25 miles per hour. The street has wide travel lanes with some speed bumps along the corridor.

The park entrance on Mendocino Boulevard is hidden between houses and is not clearly identified from the street. Lack of crossings to the park access point as well as litter and lack of lighting further discourages access in spite of close proximity to nearby residences. Crime Prevention Through Environmental Design (CPTED) strategies could be employed to improve visibility of this park entrance and encourage park use from the surrounding neighborhood.

Stockton Boulevard
The segment of Stockton Boulevard between 21st Avenue and Lemon Hill Avenue has four travel lanes plus a center turn lane and Class II bike lanes on both sides of the street. This segment has a posted speed limit of 35 miles per hour, however vehicles tend to speed faster than the posted speed limit. The distance between stop controlled crossings along the segment varies from 750-1,200 feet. Land uses along the corridor are primarily commercial, with some residential. The wide streetscape combined with relatively few stop controls or traffic calming features throughout the corridor creates a high speed environment that makes walking and biking unsafe and uncomfortable.
SAFETY AND COLLISION DATA

Between 2012 and 2016, there were a total of 81 reported collisions involving motorists and non-motorists within half a mile of Fruitridge Road. Of these, 12 resulted in fatalities or serious injuries. Collision hotspots include the intersection of Fruitridge Road and Martin Luther King Jr. Boulevard and along Stockton Boulevard. The most common vehicle violations contributing to the collisions include failure to yield to pedestrians walking in crosswalks, failure to stop at red lights, failure to yield to pedestrians at driveways, and unsafe speeds.

Youth aged 15-19 consisted of the highest percentage of collision victims (13%). Given the proximity of several schools, parks, and other community destinations in the area, it is imperative that children and youth feel safe while using pedestrian and bicycle infrastructure. Generally, greater separation of sidewalks and bike lanes from traffic and pedestrian prioritization and safety improvements at crossings help make routes safer for children and youth and encourages active travel to youth-oriented destinations such as schools and parks.

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POLICY RECOMMENDATIONS

The following policy recommendations are drawn from the best practices identified within the Parks and Healthy Retail Policy Reports. These policy recommendations focus on addressing general barriers within the community that were observed during the walk audit.

Recommendations are generally prioritized to improve safety, mobility, and comfort for the most vulnerable users. Further policy prioritization is necessary and desired and would be facilitated through additional public consultation.

Complete Streets Policy

A complete streets policy formalizes the intent to plan, design, and maintain streets that are safe for users of all ages and abilities. A complete streets policy that prioritizes routes to community destinations can encourage active travel and increase physical activity in communities. A complete streets policy can further address health equity by prioritizing access in communities that are more vulnerable to poor health outcomes.

Vision Zero Policy

Vision Zero is a comprehensive approach with the goal of eliminating all traffic fatalities and serious injuries and improving safe mobility. Vision Zero policies should be data-driven, prioritize equity for vulnerable road users and disproportionate traffic death impacts on certain populations, and commit to an accountable timeline and context-sensitive strategies. The City of Sacramento has a Vision Zero policy, however the County does not.

Crime Prevention Through Environmental Design (CPTED) Policy

CPTED policies aim to reduce opportunities for crime through design strategies and programmatic approaches rather than through enforcement. A comprehensive CPTED policy should address siting and design of new parks and retail stores and allocation of resources to retrofit existing parks and healthy retail sites. Park sites and healthy retail corridors should be assessed from a CPTED perspective and identify opportunities to improve natural surveillance, visibility, and natural access control.

Cross-Sector Partnership Policy

Formalizing partnerships between health, transportation, and other key local agency departments, as well as between other public, private, and nonprofit stakeholders, is critical for carrying forward and sustaining effective park access projects and programs. Because the study area is located between the City of Sacramento and unincorporated County, partnership between City and County Departments is necessary to ensure cohesive, multi-modal access is achieved.
DESIGN RECOMMENDATIONS

The following design recommendations are based on observations from the walk audit and are intended to address the goals of improving access across Fruitridge Road and improving general comfort and convenience of walking and biking to community destinations in order to make active travel a more attractive option than driving.

Recommendations are generally prioritized to improve safety and mobility for the most vulnerable users. Further prioritization is necessary and desired and would be facilitated through additional public consultation.

Improve Crossings and Intersections

Crossing Fruitridge Road is challenging for pedestrians due to the wide streetscape, high volume of fast moving vehicle traffic, and long signal wait times. Most intersections only have one marked crosswalk across Fruitridge Road, limiting opportunities for pedestrians to cross. There is one pedestrian-actuated, stop-controlled crosswalk in front of the Community Center near Enrico Boulevard, however the crosswalk is offset from the intersection and the stop bars are located in places that cause confusion for drivers, leading to drivers stopping close to the crosswalk or ignoring the signal. Improving access across Fruitridge Road is important for connecting the neighborhoods north of the corridor to Fruitridge Park and Community Center, as well as to nearby SNAP retailers.

Recommendations:

- Restripe crosswalks to improve visibility of pedestrians crossing.
- Reduce crossing distances, reduce vehicle turning speeds, and improve visibility of pedestrians through pedestrian crossing enhancements such as median refuge islands and curb bulb-outs.
- Upgrade pedestrian countdown signals to be leading pedestrian intervals that allow pedestrians to enter crosswalks before traffic moves.
- Consider opportunities to add new stop-controlled crossings across Fruitridge Road, particularly in conjunction with transit stops.
Improve Multi-Modal Connectivity

This segment of Fruitridge Road prioritizes automobile travel over all other options, as indicated by the amount of roadspace allocated to cars and long length of green lights for east-west vehicle travel. Sidewalks on both sides of Fruitridge Road are narrow and not separated or buffered from adjacent traffic. Sidewalk condition also varies, with portions of the sidewalk in poor condition and blocked by barriers such as utility poles, landscaping, and litter. Lack of any bicycle facilities makes biking on Fruitridge Road extremely unsafe, forcing people to share space with pedestrians on the sidewalk or bike in the opposite direction of traffic. Improving safety and comfort of multi-modal travel options along the corridor will encourage greater use of active modes to nearby destinations, thereby improving health.

Additionally, streets within the neighborhood south of Fruitridge Road have potential to serve as low-stress routes to the park and to nearby healthy food retailers. Mendocino Boulevard, 42nd Street, 44th Street, and Iowa Avenue provide opportunities for low-stress connections between the neighborhood and healthy destinations.

Recommendations:

- **Fruitridge Road recommendations:**
  - Consider feasibility of reallocating vehicle roadway to enhance pedestrian facilities or add bicycle facilities. Options may include a road diet, narrowing vehicle travel lanes, or widening sidewalks to allow for use by pedestrians and bicyclists.
  - Update signal timing at lights to shorten signal lengths. This would also help calm traffic along the corridor by forcing cars to stop at red lights.
  - Improve transit facilities by adding shelter and other amenities to encourage use of transit.

- **Neighborhood street recommendations:**
  - Fill sidewalk gaps on Mendocino Boulevard.
  - Mark crosswalks to park access points, particularly at Mendocino Boulevard and 35th Avenue, 42nd Street and Iowa Avenue, and 42nd Street and Apostolo Circle.
  - Consider opportunities for bike facilities along Mendocino Boulevard, 42nd Street, and 44th Street.
  - Provide wayfinding to increase visibility of nearby community destinations.
There are several access points to Fruitridge Park, with the main entrance being through the Community Center on Fruitridge Road. Three additional access points are located on the southern side of the park, with one on Mendocino Boulevard, one on 40th Street, and one on 34th Avenue. An informal access point is located near the northern side of the park, providing access to the neighboring apartment complex. Aside from the main entrance, all of the access points are not immediately noticeable and lack lighting, are hidden by landscaping, and have litter and trash. Because these entrances are located much closer to housing than the main entrance on Fruitridge Road, there is an opportunity for greater use of the park if the access points are improved. CPTED strategies can encourage greater use of the park by creating a more welcoming environment and improving perceived safety.

Recommendations:
- Improve visibility of existing access points by providing wayfinding signage to the park, creating celebrated entryways, installing lighting at park entrances, and improving maintenance of litter and landscaping.
- Formalize the access point near the play structure on the north side of the park by creating a celebrated entryway and installing a walkway at the entrance.
Crime Prevention Through Environmental Design Strategies for Healthy Retail

There are several SNAP-authorized retailers along Fruitridge Road, including smaller neighborhood-serving markets as well as larger grocers. These retail sites are separated from the street by parking lots, which often lack continuous sidewalks or pathways to provide pedestrians with a safe path of travel to the store entrance. Additionally, storefronts are often uninviting with blank walls, overabundance of ads blocking visibility into and out of the store, and lack of lighting. CPTED strategies can help improve the environment around stores and create a more safe and welcoming pedestrian experience.

Recommendations:
- Improve pedestrian access through parking lots by ensuring that sidewalks and pathways lead from the street to building entrances.
- Improve natural surveillance around storefronts by installing lighting at entrances and throughout parking lots, adding windows, and reducing ad coverage or product placement blocking line of sight through windows.
- Encourage property and business owners to install bike parking. Bike parking should be in a visible location near the store entrance to deter bike theft.

Lack of a direct pedestrian pathway through the parking lot discourages pedestrian access to stores.

Blank walls, lack of windows, and lack of pedestrian pathways through the parking lot create an unwelcoming pedestrian environment.
PROGRAM RECOMMENDATIONS

The following program recommendations are drawn from the best practices identified within the Programs and Marketing for Safe Routes to Parks and Healthy Retail Guide. These program recommendations focus on addressing general barriers within the community that were observed during the walk audit.

Active Transportation Wayfinding

Active transportation wayfinding provides signage to direct people to nearby destinations, focusing on the amount of time it takes to walk and bike there rather than the distance. These types of wayfinding systems are effective at encouraging active travel by showing that community destinations are often closer to walk or bike to than originally perceived. The access points on the southern side of Fruitridge Park are located within the surrounding neighborhood, however they are also hidden from view and may not be well known throughout the community. Wayfinding can help improve knowledge of where park access points are and encourage residents to use the park more or use active transportation to get to the park.

Healthy Food Programs

There are several small convenience stores and neighborhood markets along Fruitridge Road, creating an opportunity for healthy food access. Currently however, the stores promote unhealthy food and snacks over healthy food. Healthy food conversion programs can help business owners with product placement, fresh fruit and vegetable procurement, and other strategies to provide more and higher quality healthy food options. Other programs may include healthy food demonstrations or cooking classes to promote greater purchase and consumption of healthy foods.