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CITY OF ATLANTA

FRESH FOOD ACCESS REPORT

2020 Report • Published May 2021

Visit AgLanta on the web at aglanta.org

View our interactive map of Fresh Food Access at bit.ly/ffar2020map





EXECUTIVE SUMMARY



The City of Atlanta is committed to connecting Atlanta residents with access to fresh food. The Bottoms' Administration has set an ambitious goal to ensure that at least 85% of Atlanta residents are within a half-mile of fresh affordable food by 2022. In 2015, just 52% of city residents were within a half-mile of fresh food. In 2020, this increased to 75% of residents, a substantial increase in fresh food access across the city. The Fresh Food Access Report is released annually, and you can find previous versions of the report at AgLanta.org.

This report quantifies the number of residents living in Low-Income Low-Access (LILA) neighborhoods, which are defined as areas where most residents are low-income and fresh food is not available within a half-mile of their homes. A fresh food access site is a location that sells fresh fruit and vegetables (beyond a token banana, apple and/or orange), and may provide meat and eggs. Access to fresh food has many important benefits for residents, and there are equity implications when particular groups of residents cannot easily access fresh food. While there is still progress to be made to achieve the goal of 85% of residents within a half-mile of fresh food, there has been a substantial increase in residents' access to fresh food within a half-mile of their home since 2015.

IN 2020, 75% OF ATLANTA RESIDENTS
WERE WITHIN A HALF-MILE OF FRESH FOOD,
A 23-PERCENTAGE POINT INCREASE SINCE 2015



Key takeaways from this 2020 Fresh Food Access Report include:

- In Atlanta, Black residents are the largest population in LILA areas, and seniors (residents over 65)
 and children live in LILA areas at higher rates than non-LILA areas, which has important implications for
 equity and access.
- With the increase in fresh food sites, about 75% of residents are within a half-mile of fresh food as of 2020, a **23-percentage point increase** from 2015.
- Neighborhood markets have played a key role in expanding fresh food access since 2015, providing
 the greatest share of former LILA residents with access to fresh food (28%) with 39 neighborhood
 markets within city limits.
- Grocery stores and farmers markets play a smaller but important role in fresh food access expansion, accounting for 18% and 15% of the reduction in LILA residents, respectively.
- Relatively few LILA residents gained access to fresh food through supercenters, with a total of 11 supercenters serving residents in the city.
- LILA areas near **Midtown saw the greatest increase in access to fresh food**, while less dense areas in the south and west of the city saw far less gains in access to fresh food.
- If the 28 farm sites in Atlanta were able to **sell food on-site** at farm stands, that would increase fresh food access for about 15% more LILA residents.
- COVID-19 has created risks associated with indoor food access, but has also led to opportunities and
 innovations in food access to adapt to social distancing and outdoors, like farms and online food delivery.

Top Policy Recommendations

- Consider expanding the MARTA Markets program, which provides fresh food stands at MARTA stations throughout Atlanta.
- Allow on-site sale of food on all farms and gardens citywide to connect growers with nearby residents
 that would benefit from increased fresh food access.
- Create a City of Atlanta **food systems master plan** for equitable development, in partnership with residents and other stakeholders groups.

As Atlanta's population grows, ensuring equitable access to fresh food across the city is a top priority. The City of Atlanta is dedicated to building a strong local food system that supports local growers and producers and connects all residents with access to fresh food near their home. Connecting residents with new fresh food sites is a critical part of this work. This year, in addition to the Fresh Food Access Report, the City has created an interactive map that allows residents to search for fresh food sites near their home. The map can be found at bit.ly/ffar2020map.



INTRODUCTION





This is the second report that the City of Atlanta has released on fresh food access to mark the City's progress towards the goal of 85% of the population within a half mile of fresh food. The 2020 report evaluates fresh food access and the most up-to-date demographic data available from several sources including:

- 1. USDA Food Access Research Atlas;
- 2. 2010 Decennial Census; and
- 3. locations of food access sites collected by the City of Atlanta.

This report measures the progress towards Atlanta's goal of increasing access to fresh food and summarizes lessons learned during the past year. Additionally, this report quantifies the goals for the following year, in terms of the resident population needed to advance the goal of 85% of Atlanta's residents within a half-mile of fresh food. In sum, this report helps the City and partners identify where to focus our collective effort and resources to reach the goal of greater access to fresh food and identifies potential policies to remove barriers and cultivate a more resilient, equitable, and accessible food system for One Atlanta in 2021.

IF THE 28 FARM SITES IN ATLANTA WERE ABLE TO SELL FOOD ON-SITE AT FARM STANDS, THAT WOULD INCREASE FRESH FOOD ACCESS FOR ABOUT 15% MORE LILA RESIDENTS.



METHODS

There are three primary sources for the data in this report: 1) publicly available data from the United States Department of Agriculture (USDA); 2) publicly available data from the Census; and 3) data collected on the locations of food access sites in Atlanta. These data sources are used to identify the locations of food access sites in the city and determine the population, and population changes, of residents that live within a half-mile of these sites. Combining these data sources allows us to expand upon the USDA LILA areas to understand how new food access sites have increased access for residents.

USDA:

The U.S. Department of Agriculture created the Food Access Research Atlas which provides information to the public about the extent to which neighborhoods, as measured by census tracts, have access to fresh food. This data is used by the City to establish a baseline to understand the access to fresh food in Atlanta for low-income residents. Census tracts are designated as Low-Income Low-Access (LILA) based on demographic and geographic characteristics (see Table 1).

Across the City of Atlanta in 2015, 59% of the city's geographic area was designated as LILA. In other words, most of the city in 2015 was both low-income and lived further than a half-mile of fresh food. Building on the USDA LILA data, we ground-truthed fresh food access sites in the city to provide a more fine-grained analysis than a national dataset and conducted an updated assessment of fresh food access in the city.

Census data:

To learn about the population changes in LILA areas of the city, we use census blocks and their total populations. Census blocks are delineated and tabulated every 10 years for the Decennial Census. This means that the population changes estimated in LILA areas are for the population in 2010, and caution is warranted when interpreting findings. Census blocks are used, despite being dated in terms of their population, because they are a small enough geography to estimate changes to the LILA geography. That is, to estimate the half-mile distance to a food access location, census blocks are better to use than block groups or tracts which are far larger geographic units.

City-collected data:

During Summer 2020, Georgia Tech and City of Atlanta staff verified supercenters, grocery stores, neighborhood markets, and farmers markets to update food access locations across the city. To be considered a fresh food access site, the store must sell fresh fruit, vegetables (beyond a token banana, apple and/or orange) and may provide meat and eggs. Each verified food access location was geocoded to understand their distribution across the city and to determine the extent to which there were changes in LILA areas.

¹ See Limitations section in the Appendix for more about why we use census blocks and the limitations associated with their use in this report.

ANALYSIS

Low-income low-access (LILA) neighborhoods are areas where residents lack opportunities to access fresh food within a half mile of their homes (see Table 1). In Atlanta in 2015, almost half of residents lived in an area characterized as LILA. To determine the progress made, we measured the population in LILA areas reached by new food access sites by identifying census blocks within a half-mile of fresh food access.² The population of census blocks whose centroid was within a half-mile of new fresh food sites was summed in order to understand the decline in residents living in LILA areas. The population changes represent the 2010 population (as this is the most recent year that census block data are available), and when considering the extent to which the City's goal of 85% of the population has fresh food access has been met, we use 2010 population figures. Since Atlanta has seen a sharp population increase since 2010, it is likely that the reduction of the population in LILA areas is greater than estimated here, since the number of residents in census blocks overall likely has increased, resulting in more residents closer to each new access site. Throughout the report, we identify the percentage of LILA residents that gained fresh food access, which, given that the data is dated, can be a useful reference point in the context to apply to Atlanta's growing population.

TABLE 1: LOW-INCOME LOW-ACCESS CENSUS TRACT DEFINITION

ТҮРЕ	TRACT CHARACTERISTICS
Low-Income	A census tract in which over 50% of households' income does not exceed 80% of the median income for the area.
Low-Access	A census tract with at least 500 people, or 33% of the population, living more than a half-mile (urban areas) from the nearest supermarket, supercenter, or large grocery store

Source: USDA, 2015

TABLE 2: CHARACTERISTICS OF LILA AREAS AND ATLANTA, 2010

	LILA AREAS	ATLANTA
% Poverty	36.7	19.9
% Black	73.8	53.3
% White	15.2	36.2
% Senior	9.7	6.0
% Children	21.6	19.2

Source: Census, 2010; USDA, 2015.

2

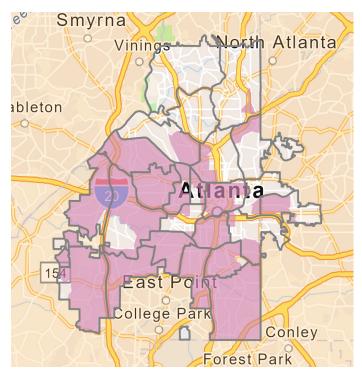
According to the USDA, 59% of the city's geographic area was LILA, or Low-Income Low-Access in 2015 (see Figure 1). Most of the residents living in LILA areas were Black or persons of color, while only 17% were White, indicating racial disparities in access to fresh food in the city. These residents live in areas that are both low-income and are further than a half-mile from fresh food.

Compared to Atlanta, LILA areas have a much higher poverty rate and a much higher Black population (see Table 2). Additionally, LILA areas have about 60% more seniors than the city average and about 13% more children.

Food access is also important to consider in the context of economic mobility, as Atlanta is a city with high income inequality and low economic mobility. Although LILA areas are widespread throughout the city, much of their area comprises neighborhoods in the city that have low economic mobility (see Figure 2).

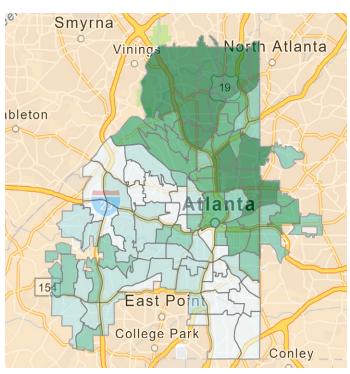


FIGURE 1: LILA MAP AND NPU BOUNDARIES, 2015



Source: City of Atlanta; USDA, 2015.

FIGURE 2: ECONOMIC MOBILITY INDEX AND NEIGHBORHOOD STATISTICAL AREAS (NSAs), 2018



Source & Notes: Neighborhood Nexus, data available at: https://neighborhoodnexus.org/ atl-econ-mobility/#:~:text=As%20part%20of%20the%20Mayor's,more%20resilient%20to%20 economic%20downturns%2C. Higher values indicate higher economic mobility.





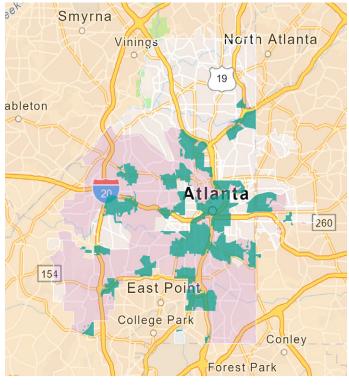
LILA AREAS IN ATLANTA

Part of every Council District, and Neighborhood Planning Unit in the city has a LILA area, except NPU A and NPU C (see Figure 2). This means that the challenges of LILA areas are both broad and concentrated; they are spread across the city and touch most administrative units; however, the challenges are concentrated in neighborhoods that are predominantly Black.

New food sites have made inroads into the LILA areas of the city since 2015, decreasing the population that live in LILA areas. In other words, there are now more residents with access to fresh food within a half-mile of their home. The greatest reduction in LILA areas occurred near Midtown, whereas the areas south, southwest, and west of Midtown saw less of a reduction in LILA areas (see Figure 3). This is important to note because it demonstrates that the reduction of LILA areas has been uneven geographically, and certain LILA areas (where disadvantages tend to be concentrated) may be particularly challenging to reach. For example, some NPUs saw a near complete reduction in LILA areas, like NPU V or NPU F. In contrast, other NPUs saw little or no reduction in their LILA areas, like NPU H or NPU P.

THE CHALLENGES TO FRESH FOOD ACCESS IN ATLANTA ARE CONCENTRATED IN NEIGHBORHOODS THAT ARE PREDOMINANTLY BLACK.

FIGURE 3: CHANGE IN LILA AREAS, 2015-2020



Source: Census, 2010; USDA, 2015.

KEY

CURRENT LILA AREAS

FORMER LILA AREAS

NON-LILA AREAS

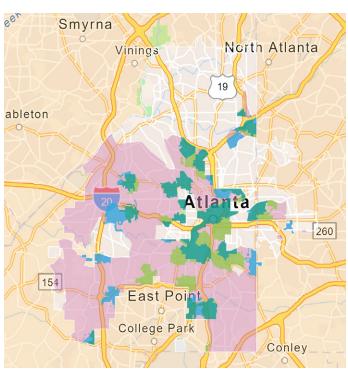
TYPES OF FRESH FOOD ACCESS

Change in LILA Areas by Food Access Type

In addition to the uneven geographic reduction in LILA areas, different types of food access points made inroads into LILA areas (see Figure 4). Notably, density is related to the ability of neighborhoods to sustain private goods like fresh food access, and some of the LILA areas remaining in the city are the areas where there is the lowest population density. The densest areas of the city saw the greatest reduction in LILA residents. In particular, the areas around Midtown saw substantial reduction in the LILA population, and these are some of the densest areas of the city. Population density is important for sustaining businesses of all sizes, but is especially important for making it possible for supercenters and grocery stores to be economically viable in a neighborhood because they require large amounts of space, upfront capitol, and a density of customers with mixed incomes to attract and sustain.



FIGURE 4: DECLINE IN LILA AREAS SINCE 2015 By Fresh food access point type



Source: Census, 2010; USDA, 2015.

FOOD ACCESS BY TYPE

- MULTIPLE
- NEIGHBORHOOD MARKET
- FARMERS MARKET
- GROCERY STORE
- SUPERCENTER

NEIGHBORHOOD TYPE

- LILA AREAS
- NON-LILA AREAS

About 100,000, or 50%, of LILA residents gained access to fresh food as new food access sites grew. Neighborhood markets alone accounted for about 28% of this increase in access to fresh food, while grocery stores alone increased food access for about an 18% increase (see Table 3). Supercenters alone contributed the least to increased fresh food access, with only about 2% of formerly LILA residents gaining access through these sites. It is important to note that over a third of residents who gained access to fresh food had more than one option. About 37% of residents who gained access to a fresh food site gained access to more than one location/type within a half mile of their block.

TABLE 3: INCREASE IN ACCESS TO FRESH FOOD IN LILA AREAS BY FOOD ACCESS TYPE, 2015–2020

	POPULATION
Total LILA residents	204,517
Total LILA residents that gained access to fresh food	100,355 (49%)
through multiple food access locations	37,033 (37%)
through neighborhood markets alone	28,013 (28%)
through grocery stores alone	18,076 (18%)
through farmer's markets alone	15,515 (15%)
through supercenters alone	1,718 (2%)

Source: Census, 2010; USDA, 2015.

HAVING MULTIPLE ACCESS POINTS—ESPECIALLY NEIGHBORHOOD MARKETS—HELPED RESIDENTS ACCESS FRESH FOOD IN 2020



Change in LILA Access and Demographics

The population that gained access to fresh food included residents living in high poverty areas, and with high shares of Black residents and seniors and children, relative to the city. However, when considering the demographic characteristics of the overall LILA areas (see Table 2), it is notable that LILA populations that gained access to fresh food had a higher proportion of White residents than LILA areas overall. Overall, LILA areas were 15.2% White, but on average, the populations that gained access to fresh food ranged between 11.5% and 19.8% White. Aside from farmers markets, all other access types had higher White percentages than the overall LILA areas. As noted above, the change in LILA areas was uneven geographically, and as this data shows, it was also uneven demographically.

TABLE 4: DEMOGRAPHIC CHARACTERISTICS OF LILA AREAS THAT GAINED ACCESS TO FRESH FOOD

	%POVERTY	%BLACK	%WHITE	%SENIOR	%CHILDREN
Supercenters	31.0	64.9	19.8	8.8	19.7
Grocery Stores	34.4	68.8	18.8	9.7	20.7
Neighborhood Markets	38.3	69.6	18.4	8.5	20.8
Farmers Markets	38.8	80.7	11.5	9.8	20.5

Source: Census, 2010. It is important to note that the population of Atlanta has changed substantially since 2010. This means that the demographic patterns noted here have shifted in some cases. For example, the areas where farmers markets are have changed substantially since 2010, and therefore caution is warranted when interpreting Table 4.

Characteristics of Food Access Sites

Certain types of food stores provide different levels of access. Since LILA areas are by definition low-income, accessibility in terms of types of payment accepted and hours open are important to consider. Supercenters and grocery stores are often open 24/7. Additionally, all of them accept SNAP/EBT (see Table 5). Farmers markets and neighborhood markets accept SNAP/EBT at lower rates. About 50% of neighborhood markets accept SNAP/EBT and about 75% of farmer's markets accept SNAP/ EBT. However, most farmers markets (~75%) participate in the Double Up Food Bucks program which doubles the value of SNAP benefits. Most neighborhood markets are open daily. There are no farmers markets open daily; most operate one day a week.

TABLE 5: CHARACTERISTICS OF FOOD ACCESS SITES IN THE CITY OF ATLANTA, 2020

,	FREQUENCY OF SITES	ACCEPT SNAP/EBT	OPEN DAILY
Supercenters	11	100%	100%
Grocery stores	48	100%	100%
Neighborhood markets	39	51 %	90%
Farmers markets	21	76 %	0%

Source: City of Atlanta.

GROCERY STORES AND SUPERCENTERS IN ATLANTA ACCEPT SNAP/EBT AND ARE OPEN DAILY

INNOVATIONS IN 2020

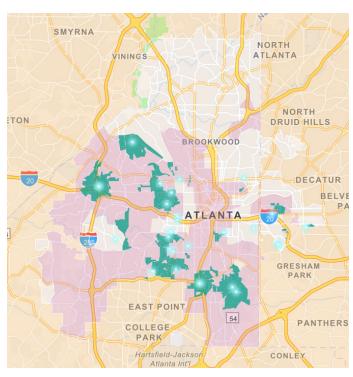
Farms

There are 28 farm sites in Atlanta that are providing fresh food for residents. Farms are making inroads into parts of the city where other food access sites haven't, with 27 out of the 28 farms within a half-mile of a LILA area. Farms are generally located in the South and West of the city, which are LILA areas that are not as well-served by other types of fresh food access sites. Included in the definition of farmers markets are farm stands that provide fresh food access in the city. Some of the farms are closely embedded in the neighborhoods they are in and provide more than just fresh food for communities. For example, farms can restore land and streams, work with other community organizations like NPUs, senior centers, and schools, cultivate a local food economy, and teach residents how to grow food. About 92% of the farms are owned by women or residents of color, which is important to note as there are large racial disparities in Atlanta in access to fresh food. Additionally, 40% of farms own while 60% lease. If these farms were able to sell directly to residents from their sites, an additional 15% of LILA residents would gain access to fresh food within a half mile of their home (see Figure 5).

"IN THESE TIMES OF CRISIS, MORE PEOPLE HAVE COME TO UNDERSTAND THE VALUE OF LOCALLY GROWN FOOD, AND OUR COMMUNITY STEPPED UP TO ENSURE WE COULD KEEP GROWERS GROWING TO MEET THE DEMAND"

KATE CONNER, EXECUTIVE DIRECTOR, FOODWELL ALLIANCE

FIGURE 5: LILA POPULATION THAT COULD GAIN ACCESS TO FRESH FOOD THROUGH FARMS



Source: Census 2010; City of Atlanta.

KEY

FARMS

HALF-MILE FROM FARMS

NEIGHBORHOOD TYPE

LILA AREAS

NON-LILA AREAS



"THEY SAY THAT EATING SO MUCH FRUIT AND DRINKING SO MUCH WATER IS WHAT SAVED ME WHEN I HAD COVID." CONCRETE HINGLE GROCERY DELIVERY RECIPIENT



COVID-19 and Fresh Food Access

The outbreak of COVID-19 and stay-at-home orders highlighted the importance of the City of Atlanta's commitment to cultivating a resilient, equitable, and accessible food system and the importance of planning and investing in food security. On March 15, 2020, Mayor Bottoms issued Executive Order 2020—21 which declared a state of emergency in response to the COVID-19 pandemic. Supercenters, grocery stores, farmers markets, farms and farm stands, and farms were to remain open as essential businesses.



Local Response

Some local fresh food access sites expanded their business during COVID-19. For example, <u>Aluma Farm</u> on the BeltLine reported increased sales at their weekly farm stand with 85% of their customers coming from within a 2-mile radius. And one-third of their customers were legacy residents from Adair Park, Capital View, West End, West View, Pittsburgh, and Oakland City. Local food hubs (i.e. <u>Common Market GA, Fresh Harvest</u>) expanded their reach due to increased demand, and the City of Atlanta and USDA emergency funding provided over 100,000 boxes of food to vulnerable populations. Farms throughout the city pivoted from restaurant sales to online direct-to-consumer sales for pickup, adapting to the large-scale restaurant closures that occurred during stay-at-home orders. It's still unknown what the long-term impact of these changes will be. The increase in direct-to-consumer sales could be something that remains even after the pandemic recedes.



Food Delivery Services

Food delivery services expanded during COVID-19 to address the needs of residents who wanted to access food at home. Atlanta residents can purchase fresh food online for pick up or home delivery via Instacart and Amazon. This system works with major grocery store chains and supercenters. Atlanta local food system entrepreneurs are also developing online shopping and delivery options. For example, Fresh Harvest works with farmers and food artisans about 67 miles from Atlanta and in 2020, they invested \$1,649,150 back into the local food economy. New businesses started, including The Better Buggy providing an online grocery store for Atlanta area Black-owned farms, including the Gratitude Botanical Farm (the City's Grows-A-Lot program pilot partner). Organizations like the Food Well Alliance help residents grow and distribute their own food; Concrete Jungle provides delivery of fresh groceries.



There are several ways that the City is currently working towards the goal of ensuring that 85% of residents in the city have access to fresh food within a half-mile of their home. The policy goals outlined below are critical to achieving Mayor Bottoms' 85% goal.

ALIGNING OUR FOOD ACCESS POLICIES WITH HOUSING, TRANSPORTATION, AND ECONOMIC DEVELOPMENT GOALS IS THE APPROACH NEEDED TO ENSURE EQUITABLE ACCESS.

- Include a focus on neighborhood-scale fresh food stores and urban agriculture in the 2021 Comprehensive Development Plan update and the upcoming zoning code rewrite.
- Allow on-site sale of food on all farms and gardens citywide to connect growers
 with nearby residents that would benefit from increased fresh food access.
- Apply the USDA-funded <u>AgLanta Grown grant initiative</u> to connect local growers with fresh food sellers in the city.
- Activate the <u>Urban Enterprise Zone program</u> to provide tax incentives to new fresh food providers and urban agriculture sites.
- Increase the <u>diversity and supply of housing options</u> throughout the city to accommodate population growth and increase the economic viability of neighborhood markets by creating greater consumer density.
- Incentivize <u>affordable housing development</u> near existing fresh food access points and prioritize housing projects that also include fresh food components.
- Support the expansion of the <u>MARTA Markets program</u>, providing fresh food stands at MARTA station in Atlanta.
- Expand the use of publicly-owned land for fresh food production through the
 <u>AgLanta Grows-A-Lot program</u> and the exploration of additional sites to develop
 urban food forests.
- Establish standards for <u>sourcing hyperlocal items</u> in healthy food procurement at City of Atlanta buildings, offices, and events.
- Create an <u>AgLanta Ambassador Program</u> to partner with the City to advance food access efforts across the city.
- Launch a 'healthy corner store' program that works with local stores to secure fresh food shelf space at neighborhood markets and corner stores.
- Research best practices for the development of a <u>food systems master plan</u> for the City of Atlanta.
- Explore opportunities to reduce regulatory barriers for small-scale neighborhood grocery stores that provide critical fresh food access to Atlanta residents.
- Create a Food Advisory Council to inform the City on policies to improve access to fresh, affordable food.

CONCLUSION

From 2015-2020, the City of Atlanta saw a significant increase in the percentage of LILA residents living within a half-mile of a fresh food access point. As of 2020, approximately 75% of the city's residents have a fresh food access site near their homes. The opening of neighborhood grocery stores and farmers' markets played the largest role in bringing fresh food access to these areas. It is important to note that Black residents and other persons of color are the most negatively impacted by the current systemic inequities in fresh food access, and currently, different types of food stores offer varying levels of access. Additionally, the reduction of LILA areas was uneven across the city, with the greatest reductions occurring around Midtown. This means that despite the progress that has been made, there is still work to be done to ensure that the vast majority of Atlantans can access fresh food close to their home. Mayor Bottoms has set the goal of increasing access to fresh food by ensuring that by 2022, 85% of residents live within a half-mile of fresh food. While progress has been made toward this goal, we believe that continued support of the local food system and implementation of the policy recommendations in this report can help Atlanta continue to make fresh food access more readily accessible to the residents of Atlanta.

BLACK RESIDENTS AND OTHER PERSONS OF COLOR ARE THE MOST NEGATIVELY IMPACTED BY THE CURRENT SYSTEMIC INEQUITIES IN FRESH FOOD ACCESS. DESPITE THE PROGRESS THAT HAS BEEN MADE, THERE IS STILL WORK TO BE DONE TO ENSURE THAT THE VAST MAJORITY OF ATLANTANS CAN ACCESS FRESH FOOD CLOSE TO THEIR HOME.



APPENDIX

Methodology

There are several important limitations to consider in this report. Census blocks, which are used to determine the population that is gaining access to food sites, are from 2010 and therefore the population estimates are reflected in 2010 numbers. From 2010 to 2020, there was an increase of about 85,000 residents in Atlanta. The increase was not even throughout the city, with some neighborhoods experiencing population declines while others saw large increases. Therefore, the changes estimated in the LILA population is an estimate in 2010 that does not reflect the changing population dynamics that have occurred since. The geographic changes are more precise than the population changes. That is, we report a reduction in the geographic area of LILA areas which are not related to the population and are therefore not subject to the same errors that arise when using population from 2010. While the locations of food access sites are current, the changes in the population represent figures in 2010. Throughout the report, tables and figures which represent population changes will be labeled with 2010 while tables and figures that are focused on food access sites will be labelled with 2020.





"Thank you for all the good food. I ate new things and found that I liked them. Now at 65 I am trying all kinds of new foods. God bless you."

—Gladys F., recipient of senior food box program,
The Common Market Southeast and City of Atlanta

