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To: Contra Costa County Board of Supervisors

From: Sefanit Mekuria, MD, MPH
Director of Public Health
Interim Director of Community Health and Safety Branch

Kristian Lucas, REHS
Director of Environmental Health

Re: Healthy Options at the Point-of-Sale Staff Report

Date: October 7, 2025

I. Background

On May 24, 2022, the Board of Supervisors (BOS) accepted a report from Contra Costa Health (CCH) Nutrition and Physical Activity Project (NPAP) staff and youth from Bay Area Community Resources (BACR) on the potential health benefits of Healthy Options at the Point-of-Sale (HOPS) Ordinance which would require the placement of healthy food options at the point of sale or checkout queues. Staff was directed to conduct additional research on this matter and to present their findings to the Family Human Services (FHS) Committee.

On February 27, 2023, the FHS Committee accepted a report from CCH and BACR regarding healthy food options at the point of sale. The FHS Committee directed staff to solicit feedback from the 32 unincorporated retailers that the proposed ordinance would directly impact and to return to the Board of Supervisors to present the findings.

On May 9, 2023, CCH and BACR staff were scheduled to present survey findings. While the BOS received the report, a presentation was impossible due to a full agenda and the youth's limited availability. However, it was noted that a significant number of the 32 unincorporated retailers had yet to respond to surveys disseminated to garner their input about the proposed healthy retail option ordinance. The BOS directed CCH NPAP staff to conduct a second survey to ensure that all those potentially affected by the proposed ordinance could learn more about it and ask questions. CCH staff implemented the surveys in August 2023 and held two town hall meetings for retailers in October 2023.

On March 25th, 2024, the FHS Committee accepted a report on the findings from the retail survey conducted by staff and their recommendations for further exploration of potential healthy food options at the point-of-sale ordinance. The FHS Committee directed CCH staff to return to the BOS and include in that presentation a map of the impacted stores and an update on the progress made by local

municipalities that have developed and implemented similar policies.

On November 05, 2024, the BOS accepted a staff report and directed CCH staff to work with County Counsel to draft an ordinance on healthy retail at the point of sale in stores greater than 2,000 square feet in unincorporated Contra Costa. The draft will be brought back before the Board of Supervisors for consideration and the nutrition standards for the proposed ordinance are as recommended: foods with five (5) or less grams of added sugar AND 200 mg or less of sodium per serving; gum and mints with no added sugar; beverages with no added sugar and no low- to no-calorie sweeteners.

On June 9, 2025, the FHS Committee approved a staff report updating activities conducted since November 2024. The committee directed CCH staff to research additional retail stores in unincorporated areas identified as "food deserts" to assess whether they would be required to follow the ordinance if it passes. CCH staff were also instructed to ensure the proposed ordinance aligns with policies under consideration by other local jurisdictions, including the City of Richmond.

On September 16, 2025, the BOS accepted a report and presentation from CCH that included program activities that have taken place since November 2024, as well as the introduction of Ordinance No. 2025-04 to the BOS. If passed, Ordinance No. 2025-4 would require retail stores over 2,000 square feet within unincorporated Contra Costa County to stock healthy foods and beverages at the point of checkout.

II. SNAP-Education for a Healthier Retail Environment

Increasing attention has been given to the role of retail food environments in shaping dietary behavior and obesity risk. Studies have shown an association between living in a neighborhood near healthy food options and better dietary quality, higher fruit/vegetable intake, and a lower risk of having a higher body weight, even after controlling for individual-level characteristics.¹

Current Supplemental Nutrition Assistance Program Education (SNAP-Ed) retail research indicates that food choices are significantly influenced by the environments in which they are made. Placing food and beverages at checkout induces unplanned purchases; thus, unhealthy checkout options undermine consumers' efforts to purchase healthier foods. Snacks near the register increase the likelihood that people will buy those foods. In addition, most candy, soda, and chips in checkout aisles are placed at eye level and within reach of children, undermining parents' efforts to provide their children with a well-balanced diet. In a national study, one in three adults reported purchasing food from the checkout aisle during their last shopping trip, with lower-income shoppers more likely to buy from checkout than higher-income shoppers.²

In Contra Costa County, the 2019 Kidsdata.org analyzed the FitnessGram Report and revealed that 24.5% of 5th and 27.2% of 7th-grade students are obese, with the highest obesity rates among children of color. Rates are highest among communities of color, with over 40% for African Americans, close to 50% for

¹ Pem D, Jeewon R. Fruit and Vegetable Intake: Benefits and Progress of Nutrition Education Interventions- Narrative Review Article. Iran J Public Health. 2015 Oct;44(10):1309-21. PMID: 26576343; PMCID: PMC4644575.

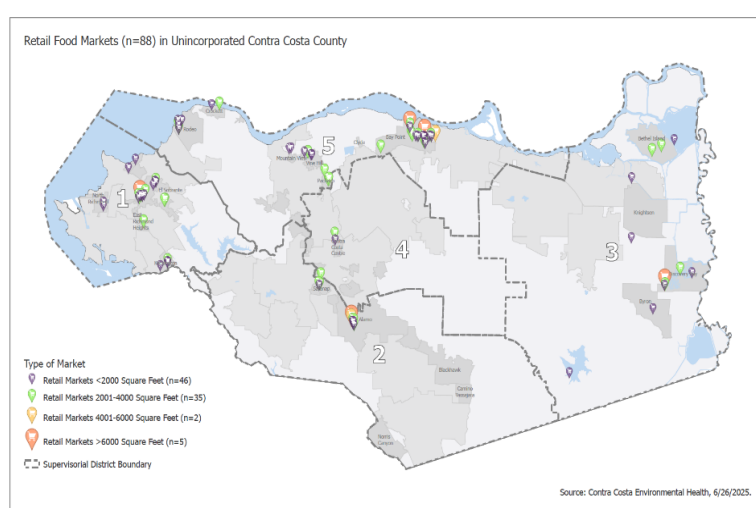
² Martin SS, Aday AW, Almarzooq ZI, et al.; American Heart Association Council on Epidemiology and Prevention Statistics Committee; Stroke Statistics Subcommittee. 2024 heart disease and stroke statistics: a report of US and global data from the American Heart Association. *Circulation*. 2024;149:e347-913.

Hispanic and Latinos, and 60% for Native Hawaiian/ Pacific Islanders. While many factors contribute to poor nutritional health, research suggests that communities without access to grocery stores are at higher risk of being overweight or obese, as they are often inundated with fast food restaurants and convenience stores that sell less nutritious foods. This combination is especially prevalent in low-income urban and communities of color, where fast and unhealthy foods are more readily available than nutritious options.³ Promoting SNAP-Ed healthy retail strategies at the point of sale would be a valuable tool to help improve the nutritional health of Contra Costa residents.

III. Ordinance No. 2025-4

Ordinance No. 2025-04 will require large retail stores over 2,000 sq feet in unincorporated Contra Costa to stock foods and beverages with 5 or less grams of added sugar and 200 mg or less of sodium per serving; gums and mints with no added sugar; beverages with no added sugar and no artificial sweeteners in its checkout areas, including any area within three feet of a register or any area that is designated primarily for or utilized primarily by customers to wait in line to make a purchase at a register, up to and including the checkout endcap.

It should be noted that after the initial assessment of retailers in the unincorporated area of Contra Costa between 2021-24, CCH staff identified 32 retail outlets. However, an additional 10 retail stores have since opened, bringing the total to 42 stores that will be impacted by the implementation of this ordinance. The map to the right shows the total number of markets within the unincorporated areas of the county, serving as a comparison to the current recommendations made by CCH. A list of the impacted stores, over 2,000 sq. ft., can be found in Appendix A.



IV. Ordinance Adoption and Implementation

Once Ordinance No. 2025-04 is effective (30 days after its adoption), there will be a 12-month implementation period. During the implementation period, the CCH Environmental Health staff will not conduct any penalty inspections, and will, upon request, educate and provide technical assistance to large retail stores, including providing guidance on nutrition standards.

After the implementation period ends, the CCH Environmental Health staff will enforce this Ordinance during inspections of large retail stores, and will respond to complaint-based investigations, with reinspection fees as necessary.

³ Morland KB, Evenson KR. Obesity prevalence and the local food environment. *Health Place*. 2009 Jun;15(2):491-495. doi: 10.1016/j.healthplace.2008.09.004. Epub 2008 Oct 7. PMID: 19022700; PMCID: PMC4964264.



V. Recommendations

ACCEPT a report from Contra Costa Health (CCH) with updates on CCH staff activities related to retailer survey and development of an ordinance that promotes the placement of healthy food options at the point of sale in certain stores, since the last report at the September 16, 2025, Board of Supervisors meeting.

ADOPT Ordinance No. 2025-04, requiring large retail stores, over 2,000 square feet, within unincorporated Contra Costa County to stock healthy foods and beverages in checkout areas, which was introduced on September 16, 2025.

APPENDIX A
Retail Food Markets >2000 sq. ft. in the Unincorporated County

BUSINESS NAME	STREET ADDRESS	CITY, STATE ZIP	PERMIT CATEGORY
RITE AID 5907	130 ALAMO PLZ	ALAMO, CA 94507	0617 - RETAIL MARKETS 4001-6000 SQ FT (RISK 1)
7 ELEVEN 14172D	1497 DANVILLE BLVD	ALAMO, CA 94507	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
SAFEWAY STORE 962	200 ALAMO PLZ	ALAMO, CA 94507	0618 - RETAIL MARKETS >6000 SQ FT (RISK 1)
CVS PHARMACY 9991	3158 DANVILLE BLVD	ALAMO, CA 94507	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
ALAMO LIQUORS	3168 DANVILLE BLVD STE A	ALAMO, CA 94507	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
WALGREENS 13026	2700 WILLOW PASS RD	BAY POINT, CA 94565	0618 - RETAIL MARKETS >6000 SQ FT (RISK 1)
CE 50147	1805 WILLOW PASS RD	BAY POINT, CA 94565	0617 - RETAIL MARKETS 4001-6000 SQ FT (RISK 1)
BEVERAGE HOUSE LIQUOR #15	211 PORT CHICAGO HWY	BAY POINT, CA 94565	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
LA CHICANA MARKET	2243 WILLOW PASS RD	BAY POINT, CA 94565	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
ABUELITAS MARKET	3165 WILLOW PASS RD	BAY POINT, CA 94565	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
COLONIAL ENEGRY LLC	3575 WILLOW PASS RD	BAY POINT, CA 94565	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
LA FIESTA MEXICANA MARKET INC	620 PORT CHICAGO HWY	BAY POINT, CA 94565	0618 - RETAIL MARKETS >6000 SQ FT (RISK 1)
7 ELEVEN 16693C	774 PORT CHICAGO HWY	BAY POINT, CA 94565	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
GATEWAY GAS AND MART, LLC	3615 GATEWAY RD	BETHEL ISLAND, CA 94511	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
BETHEL MARKET	6235 BETHEL ISLAND RD	BETHEL ISLAND, CA 94511	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
JA AJ CHEVRON	1001 WILLOW PASS CT	CONCORD, CA 94520	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
J & L MARKET	491 POMONA AVE	CROCKETT, CA 94525	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
SAFEWAY STORE 1917	14840 HIGHWAY 4	DISCOVERY BAY, CA 94505	0618 - RETAIL MARKETS >6000 SQ FT (RISK 1)
MICHAELS MARKET	1502 DISCOVERY BAY BLVD	DISCOVERY BAY, CA 94505	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
CVS PHARMACY 9565	14830 HIGHWAY 4	DISCOVERY BAY, CA 94514	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
LOOP CONVENIENCE STORE @ SHELL	3621 SAN PABLO DAM RD	EL SOBRANTE, CA 94803	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
DOLLAR TREE 06080	3730 SAN PABLO DAM RD	EL SOBRANTE, CA 94803	0618 - RETAIL MARKETS >6000 SQ FT (RISK 1)
JACKSONS FOOD STORES #203	500 APPIAN WY	EL SOBRANTE, CA 94803	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
APPIAN FOOD & LIQUOR	4247 APPIAN WY	EL SOBRANTE, CA 94803	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
J & A MARKET	5325 VALLEY VIEW RD	EL SOBRANTE, CA 94803	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
JAY VEE LIQUORS	3640 SAN PABLO DAM RD	EL SOBRANTE, CA 94803	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
GSS FOOD STOP	3800 SAN PABLO DAM RD # A	EL SOBRANTE, CA 94803	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
GOLDEN GATE PETROLEUM	5329 SAN PABLO DAM RD A	EL SOBRANTE, CA 94803	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
YOUNGS MARKET	285 ARLINGTON AVE	KENSINGTON, CA 94707	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
7 ELEVEN 23837D	4001 PACHECO BLVD	MARTINEZ, CA 94553	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
ONE STOP MARKET	5206 PACHECO BLVD	PACHECO, CA 94553	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
7 ELEVEN 2369 32993B	5844 PACHECO BLVD	PACHECO, CA 94553	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
A 1 LIQUOR & FOOD	81 CENTER AVE	PACHECO, CA 94553	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
COLONIAL ENERGY CE 50149	254 BAILEY RD	PITTSBURG, CA 94565	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)

ARLINGTON MARKET	6462 ARLINGTON BLVD	RICHMOND, CA 94805	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
PALM FOOD MARKET	640 PARKER AVE	RODEO, CA 94572	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
BEVBOX RODEO - HERCULES	386 PARKER AVE	RODEO, CA 94572	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
SUPER STOP	718 4TH ST	RODEO, CA 94572	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
GREEN FISH SEAFOOD MARKET	2251 OLYMPIC BLVD	WALNUT CREEK, CA 94595	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
OLYMPIC LIQUOR & GROCERY	2400 OLYMPIC BLVD 1	WALNUT CREEK, CA 94595	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
7 ELEVEN 16990G	1248 BOULEVARD WY	WALNUT CREEK, CA 94596	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)
7 ELEVEN 2365-29908C	3116 OAK RD STE G	WALNUT CREEK, CA 94597	0616 - RETAIL MARKETS 2001-4000 SQ FT (RISK 1)