

The Outreach Aisle:

A Showcase of Cost-Effectiveness in Food Stamp Outreach



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Executive Summary:

This report is the capstone of a six-month research project through the Bill Emerson National Fellowship of the Congressional Hunger Center. The project aims to demystify the costs required to conduct Food Stamp outreach and demonstrate the effectiveness of outreach strategies in increasing participation in the Food Stamp program. Because there are many ways of evaluating outreach beyond cost-effectiveness analysis, this report cannot measure the overall value of each strategy and should not be considered an evaluation. As the scope of this analysis was limited due to a short project timeframe, only a small sample of outreach activities and locations were analyzed. In all, eleven unique strategies of outreach were investigated and cost-effectiveness analyses were conducted for each. Three general outreach styles describe the individual techniques.

Prescreening/Application Assistance:

When community-based organizations assist individuals with filling out an application, the cost-effectiveness depends on many factors which can include the characteristics of target populations, accuracy of the prescreening method, and the size and cohesion of the groups conducting outreach. Small scale, narrowly targeted efforts can be extremely cost-effective, yet they lack the scope to create significant increases in Food Stamp participation throughout a community. Large scale networks help coordinate the efforts of smaller groups and ultimately make the most significant changes in Food Stamp enrollment because they help promulgate best practices while avoiding duplication of efforts within a given community.

Even with the added cost of maintaining such an infrastructure, this method shows promising cost-effectiveness.

Out-Stationing Eligibility Workers:

When eligibility workers conduct off-site face-to-face interviews, their time spent away from the office is a valuable resource that can prohibit some agencies from being able to participate in this type of event. This method, however, produces an unmatched proportion of enrolled individuals out of those who apply. When attendance at enrollment events is high, this method is extremely effective.

Media:

Through a variety of styles like radio, newspaper, and bus posters, media can combat stigma and spread correct program information. While this technique does not make application easier for an individual, the media campaign analyzed in this report was correlated to the largest gains in approved applications per cost than any other method.

Conclusions:

Because the outcomes of outreach efforts depend largely on the characteristics and needs of each community, no universal outreach style can be advocated. Instead, a combined approach devised by community groups in partnership with Food Stamp Program managers allows the selection of methods that best meet specific needs. Guided by cost-effectiveness themes outlined in this report and the insights of those already conducting outreach, these efforts can be executed at reasonable cost with great impact on Food Stamp participation.

Foreword:

This report is the culmination of the field placement portion of a Bill Emerson National Fellowship. The Emerson Fellowship is a yearlong opportunity provided by the Congressional Hunger Center. During a six-month field placement, fellows participate in anti-hunger and anti-poverty work at the local level in selected communities across the country. Following the field placement, fellows spent six months in Washington, D.C. where they promote food security at the national level. Through projects at both levels, Emerson Fellows strive to reduce domestic hunger and poverty. Two years ago, Fellows in Los Angeles identified barriers to Food Stamp Program participation and features of Food Stamp offices that improve service. Last year, Fellows expanded upon this work by conducting a pilot media outreach project in Fresno and Tulare Counties. As the capstone of a field placement with the Department of Human Services in San Francisco, this report expands on these previous efforts by investigating a variety of outreach strategies and analyzing their cost-effectiveness. Work by Kevin Anderson, the current Fellow assigned to the Alameda County Social Services Agency and the Alameda County Community Food Bank, complements this project by examining how to coordinate and streamline outreach delivery from the outreach event to application processing.

In San Francisco, a growing consensus developed that the Food

Stamp Program can and should reach more local residents who suffer from food insecurity, hunger, and poverty. So far, steps have increased utilization of the Food Stamp Program in San Francisco through the Restaurant Meals Program and the ability to use Food Stamps at farmer's markets. The Restaurant Meals Program allows the homeless, elderly, and disabled to use the Food Stamp benefit at participating restaurants. This program was the first of its kind in California and has since been replicated by several other counties. For those who have difficulties preparing food, this program improves access to a nutritious diet.

At farmer's markets, clients can now change Food Stamp dollars into tokens to be used at local food stands within the markets. This allows an increased portion of Food Stamps dollars to stay in the local economy while optimizing their potential to improve nutrition through the consumption of fresh foods. Farmer's markets also combat food insecurity that results from lack of food access in parts of San Francisco's topographically varied landscape. Large, abrupt hills divide the city into much smaller and somewhat isolated communities. For some, these are pockets of fresh, abundant, locally grown, nutritious, and inexpensive food, while for others they are relative food deserts, far from public transportation and out of easy walking distance to grocery stores and emergency food.

Foreword:

Together, these two efforts help increase the utilization of the Food Stamp Program. Now that the systems are in place, the Department of Human Services seeks to increase enrollment as well. By increasing both enrollment in the program and utilization of the benefits, the Department of Human Services hopes to strengthen the economy and the health of the community. As the Food Stamp Program currently reaches just over half of eligible residents in San Francisco, there is significant potential for Food Stamp outreach.¹ The four Food Stamp offices of the Department of Human Services attempt to serve a diverse clientele throughout the city, but reports show that Food Stamps benefits in San Francisco are disproportionately concentrated among singles without dependents and the homeless. Because of this emphasis, the Food Stamp Program Director predicts that working families may compose a significant proportion of the remaining eligible, but non-participating persons.² Because about 50 percent of San Francisco residents do not receive Food Stamps, millions of dollars in federal assistance are lost to residents and the local economy. State and national studies have identified barriers that hinder eligible persons

from enrolling in the Food Stamp Program^{3,4} and pilots projects have been attempted, such as the media pilot by the Emerson Fellows last year, but the question remains:

How should the San Francisco Department of Human Services and its partners increase local participation in the Food Stamp Program?

Because of their limited resource base with which to conduct outreach, the question follows:

What methods are most effective and most efficient?

These questions call for a study of outreach methods to enable informed decisions regarding the future of Food Stamp outreach in San Francisco. This report examines outreach strategies in San Francisco County, other counties in California, and states across the nation. Cost-effectiveness analyses for each strategy facilitate educated decision-making for those with limited resources and by increasing the transparency of costs which enables long-term, sustainable, and maximally effective Food Stamp outreach.

This report is intended for use by those seeking to expand upon or enhance Food Stamp outreach and increase participation in the Food

¹ San Francisco Department of Human Services.

² Leo O'Farrell. Food Stamp Program Director, San Francisco Department of Human Services.

³ California Food Policy Advocates (2003). *Knocking down barriers to food assistance: A short progress report for California.* http://www.cfpa.net/forum_materials/2004/barriers.pdf

⁴ Food Research and Action Center. *Food Stamps for working families: Issues and Options.* <http://www.frac.org/html/publications/workingFamilies040402.PDF>

Foreword:

Stamp Program. It is not, however, an evaluation of individual outreach methods. All outreach methods increase food security by improving knowledge of and access to the Food Stamp Program. Due to differing target audiences and varying local conditions it is expected that some strategies will be more costly than others while still effectively serving

the community. There may also be a number of community specific factors external to cost that are important to selecting an appropriate method of outreach for a specific community. Properly used, this report should provide a foundation of information that will facilitate future increased enrollment in the Food Stamp Program.

Background - The Food Stamp Program:

How it works:

The Food Stamp Program is a federal nutrition program designed to improve the health and nutrition of low-income persons while simultaneously utilizing agricultural surpluses in the United States.⁵ The federal government sets standards of eligibility based on income, citizenship and assets, and provides 100 percent of funding for the Food Stamp benefit. State governments are responsible for creating infrastructure to enroll eligible persons for the Food Stamp Program. State governments split the cost of program administration with the federal government.

In California, because of the size and diversity of the state, the Food Stamp program is administered by each county rather than the state. Funding for the administration of the program is split between the federal government (50 percent), the state (35 percent), and the county (15 percent). Each state administration can make minor adjustments to eligibility standards by applying for waivers from the USDA. This causes requirements to vary slightly from state to state.

Benefits are distributed to eligible persons on a sliding scale based on income, number of people in the household, living expenses, and assets. Once the benefit is determined, the designated amount goes into an account tied to a debit card that is only accepted to purchase food items at participating

stores. This card is called an Electronic Benefit Transfer (or EBT) Card. Each month, the predetermined allotment of Food Stamp dollars is automatically replenished. Periodically, cases are updated to renew eligibility and update changes in the benefit level due to changes in household conditions.

To be eligible to accept Food Stamps as legal tender, a store must meet one or both of the following requirements:

- Sell a variety of foods qualified as cereals/breads, dairy products, fruits/vegetables, and meats/protein in addition to supplying perishable items in at least two of the categories.
- Obtain more than 50 percent of gross sales from retail of staple foods.⁶

Additionally, retailers must purchase a point-of-sale device that is used to read a credit, debit, or EBT card.

To be purchased with Food Stamps, a product must be either a food item or seeds to grow food. Foods that are hot or to be eaten in the store may not be purchased with Food Stamps.⁷ In some California counties, including San Francisco, hot and prepared foods from some restaurants and stores can accept

⁶ USDA – Food and Nutrition Service. “FAQs about becoming an authorized retailer.”

www.fns.usda.gov/fsp/retailers/becoming.htm

⁷ USDA – Food and Nutrition Service. “Using Food Stamps.”

www.fns.usda.gov/fsp/applicant_recipients/using_foodstamps.htm

⁵ 2002 USDA Farm Bill.

Background - The Food Stamp Program:

Food Stamps if the enrollee is elderly, disabled, or homeless as these groups often have difficulty preparing meals on their own.

Why it's important:

The Food Stamp Program is absolutely essential for several reasons:

1. Consistency:

Food Stamps are the primary nutritional safety net for those who are financially unable to purchase food for a nutritionally adequate diet. This is because, unlike food from pantries and soup kitchens the benefit is in no way dependent on the unpredictable generosity of others. Food Stamps also provide consistency from place to place because they can be used in any city nationwide.

2. Emergency security:

Unlike such programs as The Emergency Food Assistance Program (TEFAP) and Women, Infants and Children (WIC), Food Stamps is a federal entitlement program. With no cap on funding for eligible persons, the government is legally obligated to provide the Food Stamp benefit to anyone who meets basic eligibility requirements. This means that in emergency situations like Hurricane Katrina or the termination of a major local job source, there will be enough Food Stamp dollars for all who qualify even when food pantries, soup kitchens, WIC

funding, and others can no longer meet the demand.

3. Freedom of choice:

Standardized grocery bags from a food pantry and meals from a soup kitchen cannot always meet a client's personal preferences or be culturally appropriate. Food Stamps return freedom of food choice to low-income individuals.

4. Community building:

Food Stamps bring money from the Federal government to the local economy. When a person uses food stamps to purchase food, they buy a commodity that they otherwise would not have been able to afford. By increasing spending capacity, additional money reaches local stores and businesses, increasing sales and employment throughout the economy. It is estimated that for every one dollar of Food Stamps, the community experiences an economic benefit of \$1.84.⁸

In fiscal year 2004, the United States Department of Agriculture Food and Nutrition Service (USDA - FNS) provided nearly \$24.6 billion dollars to low-income households. Still, it is estimated that nationwide only 56 percent of those who are eligible to receive Food Stamps

⁸ Hansen, Kenneth, Golan, Elise (August 2002). "In Food Assistance: Effects of Changes in Food Stamp Expenditures Across the U.S. Economy." Food Assistance and Nutrition Research Report: 26 (6).

Background - The Food Stamp Program:

actually receive the benefit.⁹ This means that communities lose 19.3 billion dollars of federal funding each year that could stimulate economies and lessen the effects of poverty. With the multiplier effect, this \$19.3 billion could have an economic effect of \$35.6 billion.

In California, only 45 percent of those eligible receive Food Stamp benefits.¹⁰ The Food Stamp Program in San Francisco provides nearly \$35.4 in benefits each year.¹¹ Assuming only 45 percent participation, the county could be losing as much as \$43.3 million each year. If all eligible persons received the benefit, Food Stamps could bring \$79.7 million to the San Francisco economy in addition to the \$65.1 million that it already provides.

Barriers to Participation:

Because of the endemically low participation rates and tremendous economic and social losses that result, multiple researchers have investigated some reasons why eligible persons miss out on this benefit. The following is a list of identified barriers to participation in the Food Stamp Program:

- *Stigma* – Food Stamps is viewed as a welfare handout instead of a nutrition program.
- *Eligibility misconceptions* – People do not realize that the program exists or that they might qualify. Many working people do not know that eligibility does not require unemployment.
- *Immigration fears* – Non-citizens often mistakenly believe that receipt of Food Stamps will cause them to be considered a public charge and negatively affect their ability to become a citizen. In addition, non-citizen parents of citizen children may not know that their children are eligible to receive Food Stamp benefits and that they can fill out the application for them confidentially.
- *Transportation* – Without a car, it can be difficult to reach a Food Stamp office to apply for the benefit. Public transportation can be expensive and confusing and having children in tow can make the trip more difficult.
- *Time* – The application process is long and requires completing an interview, filling out an application, providing supporting documents, and usually completing several trips to the Food Stamp office during work hours.

⁹USDA - Food and Nutrition Service (Nov. 2005). "Reaching those in need: Food Stamp Participation in 2003."

¹⁰ USDA - Food and Nutrition Service (Nov. 2005). Reaching those in need: Food Stamp Participation in 2003.

¹¹ San Francisco Human Services Agency, Department of Finance and Planning. Food Stamp Program Participation and Benefit Issuance Reports (10/04-10/05).

Background - The Food Stamp Program:

- *Low benefit level* – Benefits can be as low as \$10 per month. For some, the opportunity cost of enrollment, including taking time off of work to apply, is greater than the benefit.
- *Unpleasant Food Stamp Offices* – Negative impressions of staff and offices make clients unwilling to share personal information and unlikely to return. Some environments may also be unwelcoming to children.
- *Distrust of government* – Without trust, clients are unwilling to disclose personal information necessary for application.

Food Stamp Outreach:

According to the USDA definition, *Food Stamp outreach is providing information or assistance to someone who might be eligible for the Food Stamp Program (FSP). The goal of food stamp outreach is to help someone make an informed decision whether to apply for the program, and ultimately to increase participation by eligible people.*¹²

Outreach has the potential to significantly increase participation in the Food Stamp Program and bring nutritional and economic benefits to local communities by breaking down barriers to participation. Outreach brings the Food Stamp Program to people who would otherwise be

unlikely to participate. Presumably, outreach is always an activity **in addition** to the regular administration of the Food Stamp Program and is not intended to act as a substitute. The cost of outreach cannot be compared to the cost of the normal enrollment because, the two activities are designed to co-exist and enroll separate groups of people.

To examine outreach as a supplement to the traditional enrollment process, this report investigates the following strategies:

- Determination of likely eligibility (prescreening) and assistance with filling out an application
- Out-stationing of workers who enroll people in the Food Stamp Program on-site
- Information dissemination via media at outreach sites

This report considers variations of these strategies and their effectiveness in increasing participation over a variety of settings.

¹² USDA - Food and Nutrition Service. "Food Stamp Outreach."
<http://www.fns.usda.gov/fsp/outreach/coalition/default.htm>

Funding Sources:

❖ **Competitive USDA Grants:**

Each year, the United States Department of Agriculture (USDA) offers special grants for innovative outreach on a competitive basis. This year, at least one million dollars of grant money is available in grants of up to \$75,000 each. Outreach strategies are judged on their potential to implement or study strategies to inform and educate potentially eligible people about the nutrition benefits of the Food Stamp Program, eligibility rules, and how to apply. The due date for applications for FFY 2006 is April 3, 2006. For complete rules and an application please visit the following website: <http://www.fns.usda.gov/fsp/outreach/grants/2006/default.htm>.

❖ **50/50 Match for Outreach:**

The federal government allows organizations that inform low-income people about the Food Stamp Program, the benefits of participation, and eligibility requirements, to receive reimbursement for 50 percent of the costs associated with these activities. To qualify for this reimbursement, states must submit an outreach plan to the regional USDA that details the scope, financing, and strategies involved in the project. As soon as the USDA approves the state plan, outreach begins to draw down federal funds and any changes in plans or costs can be submitted to draw down additional funds if necessary. (For more information see Appendix B, pg. 88)

Each State's Food Stamp Program administrating agency, commonly a social or human service agency, is responsible for drafting the state outreach plan and coordinating the statewide effort. This agency maintains the cumulative budget for outreach and submits a plan to the USDA to be approved for matching reimbursement. Like many other states, the California Department of Social Services contracts outreach coordination to organizations with strong ties in the community. The California Department of Human Services and California Association of Food Banks provide outreach program coordination and allocate Federal reimbursement to community groups that participate in the state outreach plan.

→ **Funds from community organizations:**

As in many states, California generates the initial funding to be matched from the collected expenditures of community organizations conducting outreach. The outreach capacity of such organizations often varies depending on their primary responsibilities and budgetary constraints. Among the most frequently reported difficulties conducting outreach are the related lack of funding and lack of sustained interest and ability to conduct outreach.

Funding Sources:

→ Funds from Donations:

Funding can also come from major donations, as it does in New York City, where the United Way – NYC donates two million dollars each year to be matched by the federal government and used for Food Stamp outreach.

→ Funds from Legislatures:

In areas where state governments take a special interest in Food Stamp Program access, legislatures will provide lump sum funding for outreach. This is the case in New York State where the legislature allocates two million dollars annually to fund outreach contracts throughout the state. This amount then gets matched by the Federal government through the state outreach plan. A single agency in New York manages this money and accepts proposals from organizations in each county to receive funding to conduct outreach locally.

❖ Funding per application:

Instead of allocating a specific quantity of money to outreach, some legislatures reimburse outreach providers for each completed application they submit. In California, the “Healthy Families” initiative follows this model. State legislation states that individuals from community organizations can become Certified Application Assistants and then get paid for each Healthy Families application they complete. The workplaces of Certified Application Assistants are

known as “Enrollment Entities,” and are listed on the website for Healthy Families.¹³

Some groups are considering similar models for Food Stamp outreach in California counties. While opponents argue that this is a step toward privatization, advocates see potential in its ability to relieve cost burdens from willing community organizations and ultimately increase participation in the Food Stamp Program.

¹³ Healthy Families (2006).
<http://www.healthyfamilies.ca.gov/hf/hfhome.jsp>

Methodology:

This report compares the number of approved applications resulting from a particular outreach strategy to the resources it requires. Because cost-effectiveness plays a major role in decisions related to future outreach, this provides necessary information to those aiming to increase or improve outreach.

The use of cost-effectiveness as a measurement of success is limited in its scope. While the cost-related efficiency of a particular method is important for maximizing the impact of resources, there are other factors that also play a role in selecting an appropriate community outreach method. For example, targeting a traditionally underserved group in particular need of improved nutrition may take precedence over achieving the most cost-effective method. Many factors may play a role in guiding the selection of an outreach method. Cost information provides one additional factor to that process.

Costs:

For each outreach method, costs were reported by participating groups that are listed in the analysis. Non-quantifiable costs are noted in the description of outreach included with each analysis. Outreach providers often mention these abstract costs as key to the success of their strategy and important factors to consider for future groups looking to replicate their practices. All costs were gathered from phone and in-person interviews conducted

by the author, USDA Food and Nutrition Service (FNS) competitive outreach grant applications, USDA FNS state matching grant applications, publicly listed salary databases, and audit data from the outreach organizations.

The measurement of cost was standardized to include materials, equipment, labor (including salary and benefits), transportation, and start-up costs if applicable. These costs reflect any activities for the specific purpose of Food Stamp outreach that would be considered beyond the scope of daily activities pursuant to other goals. Cost of overhead and rent were excluded because of their extreme variability amongst locations.

Self-reporting of costs can limit the accuracy and objectivity of these figures. However, because much of the cost information collected in this study is also required by the USDA FNS for Federal reimbursement, verification was often possible. There is always some degree of uncertainty with costs since they can be non-linear, indirect, and variable from place to place and time to time. To minimize reporting errors, all organizations verified the accuracy of the calculations presented in this report.

Benefits:

The effectiveness of outreach was judged in this report by the number of approved applications. Since increased enrollment in Food Stamps is the ultimate goal of outreach, this measurement

Methodology:

accurately represents the desired outcome. The number of approved applications is also more easily quantifiable than other potential benefits like improved food security and health, and serving the underserved. Like cost data, the figures for approved applications due to outreach were self-reported upon request and verified by outreach organizations. If possible, validation from federal funding applications was also obtained.

For some types of outreach, it is difficult to determine how many approved applications result from a single type of outreach. Media campaigns and broad, multifaceted outreach efforts make this determination especially difficult. In these cases, any deviation from the standard cost-benefit model described above are noted in the description accompanying the analysis. Although these variations in methodology make for imperfect comparisons between outreach strategies, these broad, multi-dimensional methods deserve consideration.

It is also important to consider alternative methods for determining the benefits of outreach. These include, but are not limited to, serving underserved populations, increasing public awareness of the Food Stamp Program, decreasing stigma associated with the Food Stamp Program, increasing money flows to a local community, improving nutrition to improve health, and stimulating dialog

between community infrastructure and disenfranchised persons. All of these potential benefits might also be reason to select a particular method of outreach.

General Limitations:

The greatest limitation of this cost-effectiveness study is that cost of outreach and the subsequent effectiveness vary significantly from place to place depending on the characteristics of the population and local economic conditions. These externalities make the determination of a universal “most effective” practice impossible. Although certain practices may be extremely cost-effective with one group, this success does not necessarily generalize to cost-effectiveness with another population. The converse is also true. Because of the inability to generalize, this document is only intended to provide general guidance for organizations and cannot guarantee that results reported from specific organizations in this analysis will be realized in other locations.

Narrow scope also limits this research project. The three counties and three states chosen for analysis do not comprise a complete picture of Food Stamp outreach. There are constantly new innovations that may deserve future consideration. Furthermore, there are numerous promising outreach strategies not analyzed due to time and resource limitations. This report is intended to serve as a starting point for future, more comprehensive studies.

SECTION #1:

Prescreening / Application Assistance:

Overview:

Since basic general standards determine a person's eligibility for participation in the Food Stamp Program, community organizations can use these standards to tell their clients if they are likely to qualify before the client approaches the Food Stamp office to apply for benefits. Many organizations have developed "prescreeners" in the form of computer programs, written or multiple choice surveys, and interview-style questions. These prescreeners vary in their accuracy depending on both the types of questions asked and the populations that they are used to prescreen.

When a prescreener indicates likely eligibility, an organization can refer their client to the local Food Stamp office for an application. A community organization can also provide applications directly to the client so that they may help their client complete the application and gather any necessary documentation. Upon completion, some organizations mail the application and supporting materials to the Food Stamp office for processing, while others allow the client to submit the application on their own. When the office receives the application, they schedule the required face-to-face interview between the client and a Food Stamp eligibility worker to complete collection of information and eligibility determination.

➤ **Pros:**

Nearly any organization can perform prescreening because it requires only basic knowledge of Food Stamp eligibility criteria and standardized prescreening tools are available. For those who feel uncomfortable disclosing sensitive material to an unknown representative of the governments, a familiar community organization provides a safe place to prescreen and begin discussion of potential eligibility for Food Stamps. Application assistance, which is usually coupled with prescreening, can greatly shorten the time it takes for an individual to apply and alleviate common concerns and confusions with the application. Proper assistance with an application also decreases the likelihood that the application fields will be incomplete or incorrect. Consequently, application assistance can speed application processing for both the Food Stamp eligibility worker and the client.

➤ **Cons:**

Although filling out an application at a community organization instead of a social services office may overcome transportation barriers to participation, applicants still must visit an office eventually for the required face-to-face interview. This trip frequently causes clients to drop out of the application process. A

SECTION #1: Prescreening / Application Assistance:

phone interview can substitute for a face-to-face interview if the applicant experiences a hardship appearing at the office, but the implementation of this option varies widely. Clients also may experience frustration if a prescreening tool inaccurately predicts eligibility for Food Stamps, although the accuracy of tools is often very high.

Outreach at a Medical Center

(Northeast Medical Services, San Francisco, California)

San Francisco Quick Facts:

San Francisco County encompasses the entire city of San Francisco, bordered by the Pacific Ocean to the West, the San Francisco Bay to the East and San Mateo County to the South. The 2000 census estimates the population residing in this 49 square mile area is approximately 776,000. Of these residents, 46 percent speak a language other than English in the home (typically Spanish, Cantonese, or Mandarin) and 11.3 percent live below the poverty level.¹⁴ San Francisco is known for its high cost of living. While the median income in San Francisco is \$55,000, the estimated salary needed to spend only one third of one's income on housing (assuming a standard two bedroom apartment or house) is nearly \$30 per hour or \$60,000 per year. This means that more than half of all San Franciscans are likely spending more than one third of their income on housing.¹⁵ This high cost of living likely creates and exacerbates issues of food insecurity.

Outreach:

Northeast Medical Services is located in the Chinatown district of San Francisco and strives to provide reduced cost health care to its patrons. Because of its location, Northeast Medical Services provides care to a large number of recent

Asian immigrants, many of whom have little or no income. When a client seeks care from Northeast Medical Services, they provide income information so that a sliding scale fee for service can be applied. Because Northeast Medical Services already collects income information, they make an ideal partner for Food Stamp outreach. If a client's income falls within eligibility limits for Food Stamps, then the client is asked to meet with a social worker who gives a very brief introduction to the Food Stamp Program and then assists the applicant with completing an application. Current income is the only measure of prescreening used to qualify an individual for application assistance. This means that the social workers who prescreen clients need little or no additional training in Food Stamp eligibility. Although this practice has potential to decrease approval rate of applicants from Northeast Medical Services, most applicants who apply from this organization are approved for Food Stamps.

The entire process from prescreening to application completion takes about 30 minutes. Afterward, the social worker mails the completed application to a designated eligibility worker supervisor at the Department of Human Services. This individual distributes the cases to a team of eligibility workers who contact clients to schedule interviews. Each month, 20-30 individuals apply for Food

¹⁴ 2000 U.S. Census – San Francisco County.

¹⁵ Volunteers of America

Outreach at a Medical Center

(Northeast Medical Services, San Francisco, California)

Stamps from Northeast Medical Services. These applicants are then formally tracked by the eligibility workers who manage their cases.

Key Points:

- One stop prescreening and application assistance in 30 minutes
- Prescreening is based on income only
- Two social workers conduct all application assists
- Social workers mail applications to one employee at the Department of Human Services

Contact:

Jeannie Dam
Supervisor - San Francisco
Department of Human Services
Jeannie.dam@sfgov.org
415-558-4180

Challenges:

- Applicant must complete a face-to-face interview at the Department of Human Services
- Limited scale
- Targets a narrow audience

Cost-Effectiveness Analysis:

Costs to San Francisco Department of Human Services	\$125.63
Costs to Northeast Medical Services	\$132.00
Total cost	\$257.63
Approved applications (per month)	17
Total cost per approved application	\$15.15

(See Appendix A, page 67 for further information)

Outreach at a Medical Center

(Northeast Medical Services, San Francisco, California)

Methodological Limitations:

Of the 22 applicants from Northeast Medical Services, only the outcomes of 20 were known. The remaining two applicants could not be found in a county database. Most probably, this indicates that the name recorded was the name of a non-citizen parent applying for a citizen child. Because the name of

the enrollee was not recorded, the outcomes of these applications are unknown. Another possibility is that the applications were not processed after they were received by the county. Eligibility workers assert that this is not the case. Because the two applicants with unknown outcomes compose only a small portion of the total applicant pool, this factor does not greatly alter the results.

Enrollment Workshops at a Food Bank

(Alameda County Community Food Bank, Alameda County, California)

Alameda County Quick Facts:

Alameda County composes most of the "East Bay" region of California, stretching from Berkeley south to Hayward and as far east as Livermore. A primarily metropolitan county, about 30 percent of its population of 1.5 million comes from the city of Oakland.¹⁶ As of the 2000 census, 27 percent of the population was foreign born and 37 percent of people speak a language other than English in the home. Nearly eight percent of Alameda residents live beneath the poverty level and pockets of more concentrated poverty are prevalent. Because the cost of living is the eighth highest for counties in the United States¹⁷, hunger and food insecurity are serious concerns even among working people.

Outreach:

Alameda County conducts outreach in accordance with the California's State Outreach Plan contracted through the California Association of Food Banks (See Funding – 50/50 Match, pg. 12). The Alameda County Community Food Bank is the lead subcontractor for Alameda County. As such, they conduct direct outreach in addition to managing and training a network of community partners. Over the past three years, the food bank has evolved as the leading public

resource for Food Stamp information and assistance outside the county Food Stamp offices. Strong communication through monthly meetings with the county Food Stamp office has built the vast and reliable base of knowledge for the food bank that has contributed to this reputation. Both parties report that this open communication has smoothed the application process for the Food Stamp administration and the applicants.

This analysis considers three specific strategies of outreach. In addition to these activities, the food bank runs a 24-hour Emergency Food Hotline with information about Food Stamps, and also distributes Food Stamp information on an as needed basis. Quantifying the costs and benefits of these activities was beyond the scope of this project, but it is important to note their complementary role in Food Stamp outreach in Alameda County.

As individuals come into contact with the food bank via the Emergency Food Hotline, food box distribution, or other events, food bank volunteers and employees invite potentially eligible persons to attend a Food Stamp enrollment workshop that usually takes place at least once a month. The Community Outreach Coordinator at the food bank organizes the workshop with assistance from an Outreach Associate or an Americorps Volunteer. At the food bank, the

¹⁶ 2005 population estimates.
<http://www.acgov.org/demographics.htm>
(derived from 2000 U.S. census)

¹⁷ Northgate Newspaper. Nov 30, 2004

Enrollment Workshops at a Food Bank

(Alameda County Community Food Bank, Alameda County, California)

Community Outreach Coordinator is an individual dedicated to full-time Food Stamp outreach. Her activities include managing the infrastructure of outreach networks in Alameda County in addition to direct outreach events like enrollment workshops at the food bank.

Before the workshop, a group of three food bank volunteers spend about 4 hours preparing a mailing for potential attendees who have been recruited throughout the month. The mailing includes an invitation letter for the workshop and a targeted flyer with a culturally specific success story regarding the benefits of Food Stamps. These flyers target people of Latino, Asian, or African American background (See Sample Flyers, Appendix B, pg. 96). Mailings can reach as many as 600 people for one workshop but vary in size depending on specific food bank events during the preceding month. Interested individuals phone the food bank to confirm their plans to attend the upcoming workshop and the Community Outreach Coordinator compiles a list of expected attendees which usually does not exceed 25 people.

On the day of the workshop, the Community Outreach Coordinator and the Outreach Associate (or Americorps Volunteer) spend about 20 minutes setting up for the event by arranging a room at the food bank and placing donated food out for the group. The

workshop lasts about three hours and serves 10-20 potential Food Stamp clients. As people arrive, the Community Outreach Coordinator and the Outreach Associate or Americorps Volunteer prescreen clients for likely eligibility using a worksheet created by the Department of Social Services in Alameda County. The prescreener predicts likely eligibility based on citizenship, income, savings, and receipt of Supplemental Security Income (which precludes eligibility for Food Stamps in the state of California). Next, individuals with predicted eligibility for Food Stamps receive assistance to complete an application. Complete applications are marked with the label "FS Outreach" and mailed to an Alameda County Food Stamp office which later contacts the applicant to schedule a face-to-face interview and complete the application process. Most applicants who ultimately do not receive Food Stamp benefits after completing an application at the food bank are denied the benefit because of failure to attend this interview.

Enrollment Workshops at a Food Bank

(Alameda County Community Food Bank, Alameda County, California)

Key Points:

- Recruiting for events occurs during regular activities
- Mailing reminder including culturally appropriate outreach literature sent to potential attendees
- Prescreening and application assistance occur at the food bank.
- Applications are labeled "FS Outreach" and mailed to a county Food Stamp Office
- Full time and part time staff coordinate Food Stamp outreach
- Monthly meetings scheduled between the Programs Specialist of the Department of Social Services and the Community Outreach Coordinator of the food bank
- Federally matched funding delivered through California's State outreach contract with the California Association of Food Banks.

Challenges:

- Program lacks a reliable tracking system
- Clients misperceive that the food bank is the administrator of the Food Stamp Program
- A face-to-face interview requirement creates a high dropout rate

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Enrollment Workshops at a Food Bank

(Alameda County Community Food Bank, Alameda County, California)

Cost-Effectiveness Analysis:

Cost to Food Bank	\$706.69
Total Costs	\$706.69
Approved applications (per event)	4*
Cost per approved application	\$176.67

*Because 2 applications had unknown or still pending outcomes, this number may be as high as 6.

(See Appendix A, pg. 68 for further information.)

Methodological Limitations:

The most difficult aspect of analysis for a county with a diverse program of activities is the isolation of effects seen from one activity opposed to another. Presumably, activities will have some effect upon one another. For example, dispelling myths and stigmas through mailing a "peer piece" or flyer might make a person more likely to decide to apply for Food Stamps in the future or mention the program to a needy friend because of their increased awareness. This could increase participation in the Food Stamp Program without being noted as a direct success of the workshop. Additional factors like an Emergency Food Hotline with up to date Food Stamp information and food bank personnel with expertise in Food Stamps may enhance other outreach programs in these less measurable ways. Although this analysis attempts to isolate the effects of each strategy, it should be noted

that they are all occurring simultaneously and the true outcomes can only be considered the result of a combined effort.

Because precise tracking was not kept for applications completed at the food bank, only the maximum potential cost per application (using the known approved applications) is cited. If both applications with unknown outcomes were approved, then cost per application could be as low as \$111.78. Costs may also be reduced by using an Americorps Volunteer instead of an Outreach Associate for support. During the 2005 year and Americorps Volunteer was available for the first time, but because this was an exception to the normal protocol, the cost of the Outreach Associate was used for the analysis.

The mailing for this event was also unusually large because participants were recruited from a large tax workshop. Usually the mailings reach less than 50 people and draw a similar number to the workshops. With a smaller mailing, more than \$100 could have been saved.

Enrollment Clinic at a Community Based Organization (CRECE, Alameda County, California)

Alameda County Quick Facts:

See “Enrollment at a food bank workshop” above, pg. 21).

Outreach:

Clinics take a similar format to the enrollment workshops at the food bank. The major difference is that the food bank staff performs the outreach activities at a local community or faith based organization instead of at the food bank. Community based organizations request to schedule an enrollment clinic from the food bank and are then responsible for recruiting potentially eligible individuals to attend. Most participating groups are faith and community-based organizations that serve high numbers of potentially eligible persons so recruitment efforts can be minimal. Some participating organizations schedule a series of workshops or repeat the event on a regular basis, but the majority only host a clinic once or twice.

When a community organization, instead of the food bank, hosts the event, they have the opportunity to tailor advertising to the needs and preferences of their clients. Since the food bank partners with a variety of organizations, the outreach events can meet diverse community needs. However, the variation of advertising efforts and ability to recruit clients to events can make the success of an event unpredictable for the food bank.

Information for this analysis was collected from the Central American Refugee Committee (CRECE), an organization assisting South American refugees. As part of their regular activities, volunteers from CRECE participate in semi-monthly food distributions organized by the food bank. For the month prior to the clinic, one to four volunteers also distribute information about the upcoming clinic. No mailing is conducted by the food bank, but flyers are distributed on-site. As individuals arrive, the volunteers schedule them for a 15-minute paper prescreening and application assistance if applicable. The workshop lasts about three hours and all prescreening is conducted by one or two outreach workers from the food bank.

Key Points:

- Appointments are scheduled upon arrival.
- Community-based hosts can tailor events to specific client needs.

Challenges:

- Variation in recruiting efforts between organizations.

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Enrollment Clinic at a Community Based Organization (CRECE, Alameda County, California)

Cost-Effectiveness Analysis:

Cost to Food Bank	\$85.41
Cost to CRECE	\$360.00
Total Cost	\$445.41
Approved Application (per event)	6*
Cost per approved application	\$74.24

*Because 2 applications had pending outcomes, this number may be as high as 8.
(See Appendix A, pg. 69 for further information.)

Methodological Limitations:

The analyzed event was the first enrollment clinic hosted by CRECE. Because this is their first attempt at outreach, future costs may vary significantly as they refine their recruitment techniques and become more involved in outreach. This event shows a promising first attempt.

Independent Outreach at Community Based Organizations

(Alameda County, California)

Alameda County Quick Facts:

See “Enrollment at a food bank workshop” above, page 21.

Outreach:

Models of independent outreach vary significantly depending on the goals and resources of the community partner leading the effort. Each organization initiates the outreach process by signing up for a training clinic with the food bank where the Community Outreach Coordinator provides basic information about the Food Stamp Program and its eligibility requirements. Prepared binders with prescreening forms, promotional materials, Food Stamp applications stamped with “outreach,” and food bank contacts are provided to each organization. After training, the food bank sponsors a quarterly meeting attended by the Program Specialist of the Food Stamp Program and interested community partners. The food bank also produces an electronic quarterly outreach newsletter for community partners. The newsletter announces any changes in eligibility requirements, tips for outreach, and stories from top performers during the quarter. Constant communication and contact helps keep morale up as the initial excitement wears down and outreach sometimes feels like an additional burden on the community organization. Regular communication through the newsletter and quarterly meetings also help to unify the effort by

sharing best practices, avoiding duplication of efforts, and reconnecting diverse groups that conduct outreach to unifying goals.

Key Points:

- Community specific - Methods vary between organizations and communities.
- Food Stamp training provided by the Food Bank.
- Informational start-up binders provided by the food bank.
- Quarterly meetings between the Food Bank, the Alameda DSS, and community partners.

Challenges:

- Variability of resources and commitment to outreach.
- No incentive for community organizations to continue over the long-term.
- Lack of effective tracking.

Independent Outreach at Community Based Organizations

(St. Mary's Center, Alameda County, California)

1. St. Mary's Center:

At St. Mary's Center, an employee targets Food Stamp outreach to elderly Filipino immigrants. She prescreens individuals upon their request with the prescreening survey provided by Alameda County Community Food Bank (ACCFB). For those who are likely to be eligible for the benefit, she fills out an application from their answers to questions. For elderly individuals with difficulty writing and immigrants with less comfort with the English language, this speeds the process. Finally, this employee travels with the client to the county Food Stamp office – once to deliver the application, and again for the interview. In total, the process takes about five hours per applicant and the organization works with about five applicants per month. Many of the Filipino immigrants report greater feelings of trust, confidence, and security gained from traveling to a Food Stamp office with an escort. This also eliminates the high dropout rates experienced by others conducting outreach who allow clients to schedule and attend their own interviews. This unique

feature does, however, add significant time and cost to the process. Because the accuracy of the prescreening is low, the positive effect of these additional efforts is reduced.

Key Points:

- Training in Food Stamp outreach from the food bank
- Prescreening tool from the food bank's outreach kit is used
- Applications are filled out by a St. Mary's employee to speed the process
- Applicant is escorted to the Alameda Social Services Agency to drop off the application and again to attend an interview.
- Process for one applicant is about five hours.

Challenges:

- Poor prescreening accuracy – one in five applicants is approved.
- Cost and time intensive.

Contact:

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Independent Outreach at Community Based Organizations

(St. Mary's Center, Alameda County, California)

Cost-Effectiveness Analysis:

Cost to Food Bank	\$83.10
Cost to St. Mary's Center	\$371.70
Total Cost	\$454.80
Approved applications (per month)	1
Cost per approved application	\$454.80

(See Appendix A, pg. 71 for further information)

Methodological Limitations:

The results for this analysis are statistically precarious because only one application was approved. Although this was reported as an average for most months in addition to the specific result for a specific

month, any variation will have very significant effects on the cost per application. An increase by even one application per month would cut the cost per application in half. This demonstrates great potential for a seemingly costly form of outreach.

Independent Outreach at Community Based Organizations

(Lao Family Community Development Center, Alameda County, California)

2. Lao Family Community Development Center:

The Lao Family Community Development Center (Lao) is one of the strongest resources for Food Stamp outreach within the Oakland community. The City of Oakland applied for and received a competitive grant for outreach through the USDA Food and Nutrition Service (See Funding – Competitive Grants, pg. 12) and Lao Family Community Development Center led the project in cooperation with the Alameda County Community Food Bank. With this grant, Lao hired one staff person to conduct outreach full time and ultimately increase Food Stamp participation among Asian immigrants. Lao Family Development Center took a two-fold approach to outreach. First, they built a cooperative of community based organizations that expressed interest in the Food Stamp Program. The Outreach Coordinator provided these organizations with information about the Food Stamp Program, its benefits, and eligibility standards. The community organizations can now refer any interested clients to Lao Family Community Development center to be prescreened for likely eligibility and assisted with an application if appropriate. In addition to their cooperation with other community organizations, Lao prescreens and assists their own regular clients that come to the agency for assistance with taxes, childcare, nutrition, etc. Regularly

scheduled classes at the community center are excellent opportunities to promote the Food Stamp Program and prescreen interested clients because there is a captive audience with time to complete a prescreening form. Events that are frequently used for Food Stamp outreach include: English as a Second Language courses, Vita Sites classes, celebratory events, and community workshops. As the Outreach Coordinator reviews the prescreening forms for potentially eligible individuals, the class can continue as usual so people do not have to wait for the result of their prescreening. To those who are likely to be eligible, the Outreach Coordinator supplies an application and delivers instructions for how to complete the forms, when to expect to hear from the county Social Services Agency (SSA) to schedule an interview, and what documents will be needed for the interview. Staff at Lao Family Community Development Center have the ability to assist clients in many languages including Cantonese, Mandarin, Cambodian, Thai, Tagalog, Vietnamese, Burmese, Lao, Spanish, and English. This is an asset because even if clients are able to speak English, most prefer their native language and feel more confident giving answers to sensitive questions in their primary language.

If the application can be completed at the community center,

Independent Outreach at Community Based Organizations (Lao Family Community Development Center, Alameda County, California)

the Outreach Coordinator mails it to the county SSA office and copies any supporting materials needed. Each month, the Outreach Coordinator sends to the food bank a list of all the people who have completed applications at Lao Family Community Development Center. The Community Outreach Coordinator at the food bank keeps statistics regarding all outreach activities in the county. Lao Community Development Center requests that the clients contact the community center with the outcome of their application so that they can monitor effectiveness. The Outreach Coordinator will attempt to contact by phone, those who do not report the outcome of their applications. If an individual cannot be reached, then their outcome is recorded as "unknown."

In 2005, 404 people completed the prescreening process, of which 188 were denied for participation in the Food Stamp Program either during the prescreening or after completing an application. Of those who successfully completed applications, 53 were approved for Food Stamp benefits, 43 cases were still pending approval, and 54 cases had unknown outcomes. Carefully monitoring these outcomes helps maintain the long-term viability of outreach by highlighting successful activities and the progress that results from an organization refining and enhancing its outreach methods.

The Outreach Coordinator at Lao reflects that the combined approach of networking with other community organizations while also reaching out to Lao's clientele has been helpful. Community organizations, as trusted sources of information and advice, effectively spread information about the Food Stamp Program and the organizations can refer their clients to Lao Family Community Development Center with little required training or extra effort. This results in more clients for classes at Lao and more community understanding and appreciation of the Food Stamp Program.

Now that the one-year competitive USDA grant has expired, the Outreach Coordinator joined the outreach team at the Alameda County Community Food Bank where she continues to strive to bring the Food Stamp Program to Asian Immigrants. Lao Family Community Development Center also continues to participate in outreach as a "community partner" conducting outreach through cooperative efforts with the food bank.

Key Points:

- Features community partnerships with community/faith based organizations.
- Provides prescreening and application assistance at non-Food Stamps related classes.
- Applications and supporting materials are mailed to SSA.
-

Independent Outreach at Community Based Organizations (Lao Family Community Development Center, Alameda County, California)

- One full-time staff person is dedicated to Food Stamp outreach.
- Extensive language capabilities.
- Used funding a USDA Food and Nutrition Service competitive outreach grant given to the City of Oakland in 2005.

Challenges:

- Tracking relies on self-reporting of applications.
- Short-term funding caused this outreach project to end as of January, 2006.

Contact:

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Cost-Effectiveness Analysis:

Cost to Food Bank	\$465.86
Cost to Lao Family Community Development Center	\$39,820.00
Total Cost	\$40,285.86
Approved applications (per year)*	53
Cost per approved application	\$760.11

*As of January, 2006, 43 applications were still pending decision and 54 had unknown outcomes. This indicates that as many as 150 applications may have been approved over the 2005 year.

(See Appendix A, pg. 73 for further information)

Independent Outreach at Community Based Organizations (Lao Family Community Development Center, Alameda County, California)

Methodological Limitations:

The greatest limitation of this cost-effectiveness analysis is that 97 applications had unknown outcomes. If all of these were approved for food stamps, but cost per application would be \$268.57. Even if the applicants with unknown outcomes followed the current rate of about 50 percent approval for those who apply, the cost would be about \$391.12 per application. Because there is no record of their approval though, this analysis assumes that all applicants did not receive benefits. This assumption could cause the cost per application to be greatly exaggerated.

At Lao Family Community Development Center the Outreach Coordinator spends 100 percent of her time promoting the Food Stamp Program through a variety of efforts. Over the past year she has formed networks of community based organizations, made presentations about the benefits of the Food Stamp Program, prescreened over 400 people, and served as a local community resource for Food Stamp questions among Asian immigrants and others. Because of the multitude of activities, outreach is truly a full time job. Even so, not all of the outreach activities produce tangible results in the form of approved applications, at least not immediately. In Oakland, Lao Family Development Center was the first organization to target Asian immigrants with Food Stamp outreach. Most groups participating

in outreach report that it takes several exposures to the Food Stamp Program for an individual to apply. In Washington, Basic Food Education and Outreach determined that it took their clients an average of four exposures to Food Stamp Outreach (five for non-English speaking groups) to complete an application.¹⁸ If this is also true for Oakland residents, one year of outreach may not have been enough to demonstrate the effects in terms of approved applications. It is possible though, that efforts during this pilot will help to increase enrollment in the future. Broader networks of community organizations provide stronger community resources and support, while greater Food Stamp knowledge helps overcome stigma and misconceptions, facilitating exponential growth in understanding of the program. These benefits are not reflected in the number of approved applications over one year, but their contribution to the overarching effectiveness of this outreach is important to consider.

¹⁸ Patti Clark (2006). Basic Food Outreach and Education – Department of Employment and Assistance Programs.

Statewide Outreach Network (Washington State)

Washington Quick Facts:

Washington's population of just over 6 million people is spread over 66,500 square miles with pockets of populous like Seattle and an overwhelmingly rural eastern half. Seattle is home to about 10 percent of Washington's population.

Approximately 79 percent of Washington residents are white and of non-Hispanic origin and only 14 percent speak a language other than English in the home. The high cost of living in Seattle without commensurate wages and the high poverty rates in rural areas like King County are among the many threats to food security in the area. The Food Stamp Program in Washington is called the *Basic Food Program* and is administered by the state Department of Social and Health Services (DSHS). Administrative duties are distributed among six regions. Each region administers a network of Food Stamp offices that serve the diverse rural and urban needs of Washington residents.

Outreach:

Outreach in Washington is coordinated by the Department of Social and Health Services (DSHS) that also administers the Food Stamp Program. In each of the six administrative regions there is at least one lead contractor for outreach. Two regions have two lead contractors due to the size of the region. In addition, there are two

statewide contractors and one Native American Tribe that administers its own outreach.

Overall there are ten lead outreach contractors that are responsible for the following activities:¹⁹

- Identifying community organizations as subcontractors that are able to provide outreach and education services to underserved populations and communities
- Providing training and support to identified subcontractors
- Distributing informational materials
- Coordinating dialog between DSHS offices and subcontractors
- Coordinating regional publicity efforts with representatives from DSHS

Each region has 5-20 subcontractors who actively participate in outreach and education activities on a regular basis. Recently, Washington implemented a unique tracking system for these participating organizations. Outreach work was broken into the following categories:²⁰

¹⁹ Basic Food Education and Outreach State Plan 2005. Overview. Pg. 3.

²⁰ Basic Food Education and Outreach State Plan 2005. Budget Development. Pg. 7

Statewide Outreach Network (Washington State)

- Brief Contact (Information contact lasting five minutes or less)
- Intake/Follow-up/Change of Circumstance – In office
- Intake/Follow-up/Change of Circumstance – In home
- Application or re-certification assistance – In office
- Application or re-certification assistance – In home
- Group presentation event
- Media or public service announcement
- Innovative or additional services not described elsewhere
- Community education and outreach presentations

As subcontracting organizations across the state conduct outreach, they record each type of activity in a web based, online system maintained by the state Department of Social and Health Services (DSHS). Statistics from this online database are gathered annually to monitor progress toward outreach goals and make any necessary adjustments to strategies. This system also allows participating subcontractors to see tangible progress as they record their activities and see improvement over time. Sometimes, this tracking requirement can prove difficult for small organizations because of time issues or the appearance of too much “red tape.” Although some subcontractors experience difficulty with tracking, very few have discontinued participating in

outreach because of this tracking requirement.

Every three months, the state DSHS holds a meeting with lead contractors and regional DSHS Food Stamp administrators to facilitate a cooperative relationship with open communication. At each meeting, the most up to date Basic Food regulations are discussed and one contractor is highlighted for its exceptional work in Basic Food outreach. In one region, meetings like this are also held on a monthly basis between local DSHS representatives, the lead contractor, and subcontracting partners. This additional meeting has played a significant role in improving enthusiasm for Food Stamp outreach and cooperation. The coordinator of statewide outreach efforts at DSHS in Washington reflects that this communication is the key to the success of outreach because the enrollment process for Basic Food ultimately involves both Food Stamp staff and community organizations.²¹

Key Points:

- 10 contractors, 54 subcontractors
- Categorized activities
- Quarterly meetings between State DSHS and lead contractors
- Web based online tracking system

²¹ Patti Clark (2005). Basic Food Education and Outreach, Divisions of Employment and Assistance Programs.

Statewide Outreach Network (Washington State)

Challenges:

- Time spent tracking
- Prospective budgeting

Contact:

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Division of Employment and
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360-725-4613

Cost-Effectiveness Analysis

Total standardized cost of application assistance	\$751,366
Approved applications	4,962
Cost per approved application	\$151.42

(See Appendix A, pg. 75 for more information)

Statewide Outreach Network (Washington State)

Methodological Limitations:

The reported costs may be higher than strategies considered at a smaller scale because they include costs like travel to conferences that ensure the structure and longevity of the program. Since this type of travel could not be separated from travel to “in home” application assistance in rural areas, both costs were included in the total cost figure. Costs related to maintaining a large infrastructure may also account for a significant amount of the reported cost, yet the number of approved applications and other benefits, such as increased public knowledge about the Food Stamp Program, that result from this type of infrastructure, are challenging to quantify.

Alternatively, outreach activities other than application assistance, like brief contacts or public service announcements, can increase the chance that a client will seek an application assistance contact, yet these costs are not reflected in the cost per approved application. While state-wide contractors do not provide direct application assistance, and thus have no impact on the cost-effectiveness figure listed above, they do provide general assistance through a Food Stamp hotline and various support services that may contribute indirectly to the success of

application assistance conducted at subcontracting organizations.

The benefits of a coordinated network and complementary outreach activities are apparent through Washington’s increase in participation by 30,378 households, or 13 percent, over the federal fiscal year 2005.²² Over this same time, the participation access rate increased from 55.1 percent to 67.3 percent.²³ These statistics reveal effects significantly more far-reaching than those demonstrated by the basic cost-effectiveness analysis of application assistance above.

²² Patti Clark (2005). Basic Food Education and Outreach. Division of Employment and Assistance Programs.

²³ USDA Food and Nutrition Services (2005). Program Access Index.

Alternatively Funded Outreach Network (New York State)

New York Quick Facts:

New York's population of over 19.2 million earns it the reputation of the nation's third largest state by population, behind California and Texas.²⁴ New York City holds over 40 percent of the state's population, and the rest is distributed throughout suburban centers like Long Island, smaller cities like Buffalo, Rochester, and Syracuse, and the more rural "upstate" towns. Upstate New York has strong ties to the agricultural industry, particularly dairy farming. As of July 2005, the unemployment rate was about 5.1 percent.²⁵ About 48 percent of New York's residents speak a language other than English in the home. As of 1999, 21.2 percent of New Yorkers lived beneath the poverty level – well above the nation's rate of 12.4 percent. This poverty ranges from urban centers like Harlem and the Bronx to extremely rural villages of the Adirondacks to immigrant farming communities throughout the central state. This high level of poverty among diverse groups that experience very different barriers to participation in the Food Stamp Program calls for an adaptable approach to outreach. In New York, like California, the Food Stamp Program is administered by individual counties rather than the state because of its enormous and diverse population. In each county, a Local Department of Social

Services, or LDSS, is responsible for enrolling eligible persons in the Food Stamp Program.

Outreach:

Outreach in New York aims to inform residents about availability, eligibility, and benefits of Food Stamps, to eliminate stigma associated with the program, and to promote Food Stamps as "Nutritional Assistance." Outreach responsibilities are divided between the New York State Office of Temporary and Disability Assistance (NYS-OTDA), the New York State Department of Health (who contracts through the Nutrition Consortium of New York State), and the New York City Human Resource Administration and Community Food Resources Center. In total, these groups spend \$3.7 million each year conducting outreach across the state, half of which comes from a Federal reimbursement (See Funding – 50/50 Matching, pg. 12). Additionally, the United Way makes a donation of two million dollars for outreach specifically targeted to residents of New York City and the donation is Federally matched by FNS for a total of four million dollars.

Because of the cost-benefit orientation of this project, only outreach through the Nutrition Consortium – NYS, which tracks application approvals, is analyzed in this report. The NYS-OTDA and New York City Human Resource Administration and Community Food Resources Center,

²⁴ 2000 U.S. Census

²⁵ US Department of Labor - Bureau of Labor statistics. <http://stats.bls.gov/eag/eag.ny.htm>

Alternatively Funded Outreach Network (New York State)

both of which deliver media campaigns, have not quantified outcomes in terms of approved applications, so their efforts cannot be included in this cost-effectiveness analysis.

The Nutrition Consortium – NYS runs the Nutrition Outreach and Education Program (NOEP) through contracts with nearly 50 community-based subcontractors across the state. These subcontractors promote participation in the Food Stamp Program in their local communities and contribute to dialog about the benefits of Food Stamps. Their activities include presenting information at health fairs and public fora, answering program questions over the phone, prescreening for eligibility, describing necessary documents to bring to an interview, photocopying documents, filling out applications, and occasionally traveling with a client to the Local Department of Social Services (LDSS).

Each year, the Governor of New York and the State Legislature allocates two million dollars to the promotion of Federal nutrition programs. \$1.6 million of this is allocated to the Department of Health specifically for increasing participation in the Food Stamp Program and the remaining portion is shared for the promotion of all other federal feeding programs. Every five years, a statewide contractor is chosen through a competitive bid to administer this

state-funded Nutrition Outreach and Education Program (NOEP). The New York State Nutrition Consortium has been selected as the statewide contractor since the system's inception over 20 years ago. The \$1.6 million is matched by the federal USDA for a total of \$3.2 million. \$2.9 million of this goes to the Nutrition Consortium – NYS and the remaining \$300,000 goes to the NYS-OTDA for their media campaign. (See diagram 1. NOEP Funding, pg. 41)

Every three years, after receiving money for outreach, the Nutrition Consortium – NYS issues requests for proposals (RFPs) to community and faith based organizations across the state and selects those who have strong reputations of work with low income audiences to lead the outreach effort in their county. Groups interested in receiving funding for outreach through NOEP must submit a proposal detailing their plan for outreach activities over the next year. To be selected, a subcontracting organization must have at least one full time staff person dedicated to Food Stamp outreach.

To track the efforts over time, these subcontracting groups must record a percentage of the approved applications that are produced from their work. The Nutrition Consortium – NYS encourages that they record all of their activities, but because this can be difficult for some

Alternatively Funded Outreach Network (New York State)

Groups are only able to track as few as 25 percent. Most, however, track more than 80 percent and many do follow 100 percent of their clients through the enrollment process. The rate of approval for each organization based on the population tracked is applied to all the clients who completed applications to generate an estimate of the total number of people approved from outreach statewide.

Key Points:

- Network of nearly 50 subcontracting organizations across the state
- Diverse needs of individual communities are met by local community organizations

- One lead organization collects and approves proposals for outreach
- All outreach is 100 percent funded from agencies other than those conducting outreach
- Every organizations must track outcomes of outreach activities.

Challenges:

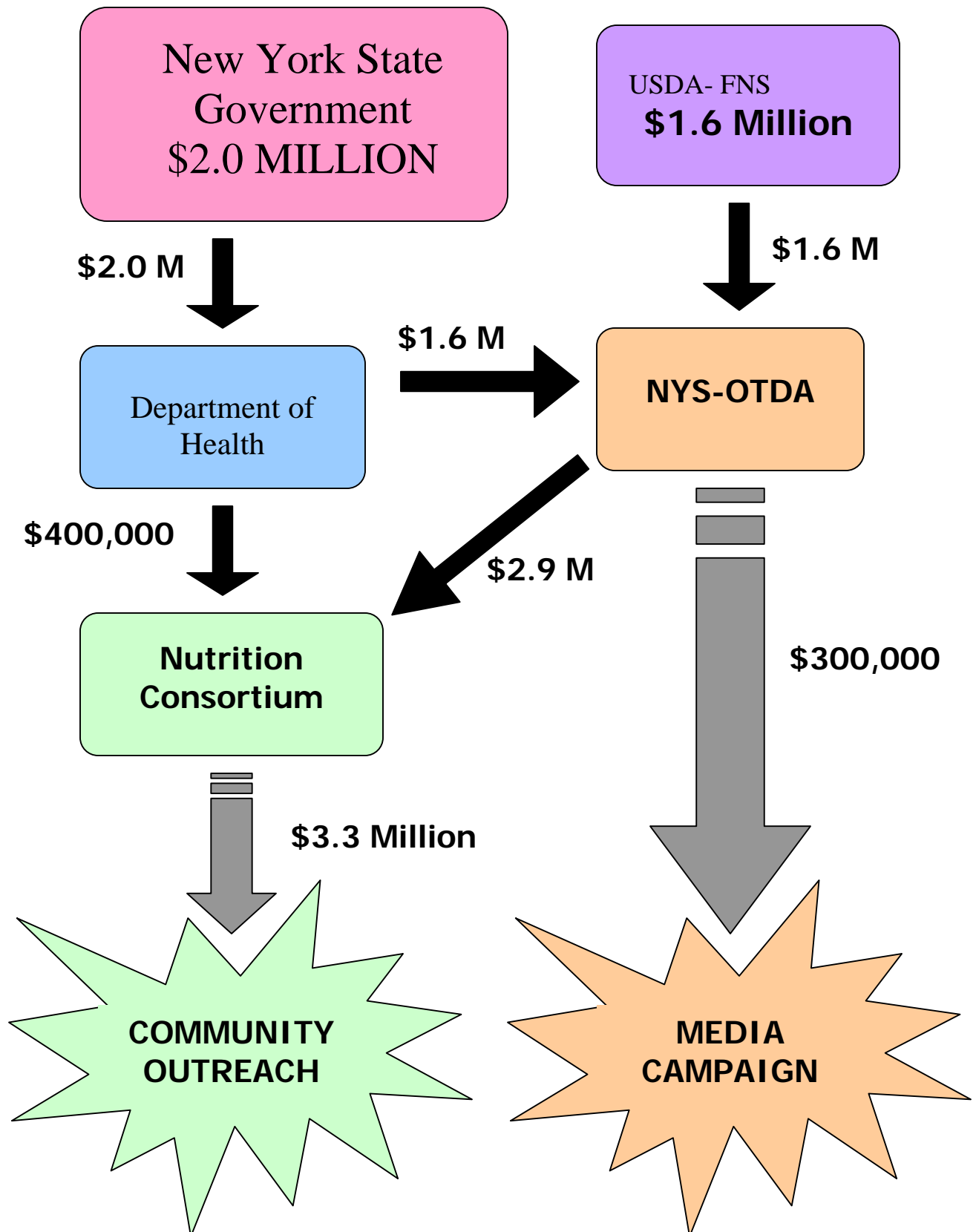
- No activities other than application assistance are tracked
- Some subcontracting groups are not able or willing to track applications for all of their clients. (Most complete 80-95 percent)

Contact:

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Alternatively Funded Outreach Network (New York State)

Diagram 1. NOEP Funding:



Alternatively Funded Outreach Network (New York State)

Cost-Effectiveness Analysis:

Total NOEP costs	\$2,828,241.00
Approved applications	23,818
Cost per approved application	\$118.70

(See Appendix A, pg. 78 for more information)

Methodological Limitations:

It is likely that this cost-benefit analysis overestimates the cost per approved application. Two limitations contribute to potential error. First, the costs reported to the Nutrition Consortium from subcontracting organizations may reflect items not included in the analyses of some other strategies such as space, conference travel, and overhead. Second, the total number of approved applications reflects only those approved after receiving application assistance. In addition to application assistance, many subcontracting groups engage in informational and educational activities that do not produce outcomes that can be tracked. These activities, while reflected in the cost, are not reflected in the number of approved applications, but outreach coordinators agree that these activities are integral to the outreach plan and contribute to significant numbers of approved applications.

The final analysis is also limited because subcontracting organizations estimate their overall effectiveness. Some monitor the success of all applications that they

assist, but others monitor as few as 40 percent and extrapolate that approval rate to the rest of their clients that have completed applications. Even though most organizations track over 80 percent of their clients through the enrollment process, the complete total of 23,818 approved applications is an estimate.

SECTION #2:

Out-stationing of Eligibility Workers:

Overview:

In every county and every state, a representative from the Food Stamp Administrative Office makes the final decision if and how much a person will receive in Food Stamps benefits. This decision is in accordance with federal, state, and county regulations, and can only be made by an official employee of the Food Stamp Program. Some groups have worked to bring these Food Stamp into the community in effort to improve access to the Food Stamp Program for individuals who would be unlikely to approach a Food Stamp office.

- **Pros:** Because eligibility can often be completely determined outside of the Food Stamp Office using this method, people experiencing aversion to an office or transportation difficulties can be reached. Many people may also garner a more trusting relationship with the Food Stamp Program if a more familiar community based organization supports and collaborates with

the administrative agency.

Furthermore, this strategy often significantly reduces the time it takes to apply for Food Stamps because the whole process, including the interview can be completed in a single session without additional appointments.

- **Cons:** Time and resources dedicated to this type of outreach are often limited by tight county and state budgets. Already difficult workloads and inability to fund additional staff can prohibit the initiation or expansion of out-stationing eligibility workers. Additionally, a very strong working relationship between the Food Stamp Office and the supporting community based organization(s) is critical to coordinate efforts and create mutually beneficial outreach practices. Because these relationships are sometimes strained, additional effort may be necessary to reunite with the common goal of enhancing food security.

"Food Stamps in a Day"

(San Francisco County, California)

San Francisco Quick Facts:

See "Outreach at a Medical Center," pg. 18)

Outreach:

The idea for this project was born from meetings of the Food Stamp Access and Participation Workgroup, a collaborative group of individuals representing the Department of Human Services, the USDA Western Regional Office, the San Francisco Food Bank, the National Coalition for the Homeless, San Francisco Food Systems, and St. Anthony Foundation – all groups with pre-existing reputations as leaders in local food security and advocates for the cause. This group concluded that partnerships between the county and strong community based organizations would be essential to overcome the Food Stamp barriers in San Francisco. In neighboring Alameda County, the food bank and social services agency had already developed a successful partnership, but reported that visiting the Food Stamp office for an interview – a face-to-face interview is a required by federal regulations – made many clients drop out of the application process. To combat that dropout rate, the San Francisco Department of Human Services (the local administering body of the Food Stamp Program) decided to bring eligibility workers outside the office to complete the interview in a less threatening environment.

The "Food Stamps in a Day" event was created as a pilot to bring eligibility workers to a trusted local faith based organization where low-income San Franciscans could apply for Food Stamps and complete the process in one day – without ever visiting a county office.

The event takes place once each month and begins with advertising at St. Anthony foundation. When the event was first piloted, staff from St. Anthony's distributed flyers in their daily lunch line up to two weeks prior to the event. Since the initial pilot, employees have begun to prescreen individuals for likely eligibility while they are passing out flyers (See Appendix C, pg. 103). Because the St. Anthony Foundation includes a dining room, a free medical clinic, a learning center, a social services center, and an employment center, employees have the opportunity to prescreen and recruit a multitude of people. If an individual demonstrates likely eligibility during prescreening, then they are given a ticket for the event. Tickets are designed to increase the level of commitment to the event, to serve as a reminder to the client, and to give staff an idea of how many to expect for the event. Tickets are also distributed on the day of the event for those who are interested or have lost their tickets. Because St. Anthony has many regular clients, even those who have difficulty

“Food Stamps in a Day” (San Francisco County, California)

remembering an event or are uncomfortable planning for an event ahead of time will likely be in attendance on event day and can be served.

On the morning of the event, three volunteers and four paid staff begin set-up at St. Anthony Foundation. Later in the morning, five to six eligibility workers, one supervisor, San Francisco’s Food Stamp Program Director, and two technical support staff join the effort at St. Anthony Foundation. As a lunch line forms, volunteers and one St. Anthony staff member conducts last minute prescreening and another greets those with tickets at the door and sends them upstairs to begin the application process. On the way upstairs, applicants receive a candy bar and a voucher to go to the front of the lunch line when they are finished with the application. Upstairs, trained volunteers assist clients with filling out the application and when complete and pass it to an eligibility worker who enters information onto the computerized eligibility system and conducts a validation of the primary information. An internet connection and several laptop computers are required for this step and are set up and tested by the assistant technician on the morning of the event. While information is entered and validated, clients wait in a room set up with refreshments and a movie. Finally, an eligibility worker calls the client for an interview that

usually lasts 15-45 minutes and determines eligibility. Interviewers are bilingual English and Spanish. If the client is eligible to receive Food Stamps, the eligibility worker makes copies of their supporting documents and instructs the client that an EBT card will be sent in the mail in a few days. If the client does not have an address, then they can pick up their EBT card at the county Food Stamp office. Unless the client does not have an address or did not bring complete documentation, the entire application process is completed at St. Anthony Foundation. Usually, Federal regulations require that every applicant is finger-imaged, but because the entire application process occurs away from the office and away from the finger-imaging machine, this requirement is waived. Upon completion, the client receives a goodie bag of donated items and proceeds to the front of the lunch line to receive a meal.

In the second year since its pilot, this same model has been replicated with another community-based organization – the Haight-Ashbury Food Program – with similar success. Due to resource constraints, particularly the time out of the office for eligibility workers, the Department of Human Services feels that no more than one event each month would be possible without increasing staff. Since its inception, “Food Stamps in a Day” has grown in popularity and

"Food Stamps in a Day"

(San Francisco County, California)

efficiency. The most recent event even turned away interested clients because of time limitations. This indicates a strong demand for Food Stamps in a system that may already be nearing its resource limits.

Key Points:

- Targets regular clients of the St. Anthony Foundation, especially the homeless.
- Resolves barriers due to transportation, dislike of government offices, and distrust.
- Requires no visit to a Food Stamp office is required.
- Is a more simple, less time-intensive application process.
- Provides guidance for every step of the Food Stamp application process.
- Delivers advertising, prescreening, and ticketing prior to the event.
- Waives the finger-imaging requirement.
- Conducts interviews in English and Spanish with bilingual eligibility workers.

- Fosters cooperative relationships between community and government organizations.

Challenges:

- Limited resources from both parties preclude holding more than one event each month.
- The time of eligibility workers away from the office is more costly than that of volunteers who do other types of outreach.
- Serves a very specific audience, usually homeless singles.

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Cost-Effectiveness Analysis:

Cost to Department of Human Services	\$2,660.65
Cost to St. Anthony Foundation	\$1,223.84
Total Cost	\$3,884.49
Approved applications	43
Total cost per approved application	\$90.34

(See Appendix A, pg. 79 for more information)

“Food Stamps in Four Hours”

(Orange County, California)

Orange County Quick Facts:

Orange County sits just south of Los Angeles on the coast of Southern California. Its borders stretch from Seal Beach and Los Alamitos to the North to Clemente and San Juan Capistrano to the South and Yorba Linda to the East with Santa Ana, Anaheim, and Garden Grove in the center. The entire county is nearly 800 square miles²⁶ in area and is the sprawling metropolitan home to a population of nearly three million.²⁷ The 2000 census reports 850,000 (30 percent) foreign born and 41 percent who speak a language other than English in the home. There is a modest 3.3 percent unemployment rate with a relatively high rate of poverty at 12.6 percent. It is estimated that hunger and food insecurity touch an even larger 23 percent of Orange County residents.²⁸

Outreach:

The Community Action Partnership of Orange County (CAPOC), a local service organization for low-income people, runs an outreach program they call “Food Stamps in Four Hours” in reference to the quickness of the strategy. The Community Action Partnership of Orange County provides a variety of services to low-income

persons. They have six offices which house a food bank, weatherization program, and community partnership organization. Food Stamp outreach at CAPOC is coordinated by one full time Outreach Coordinator in cooperation with the Director of the Outreach at the food bank who dedicates about 10 percent of his time to this function. One additional employee of the food bank also donates his time to the effort on the event days only. CAPOC receives funding for “Food Stamps in Four Hours” through the California State Outreach Plan contracted through the California Association. This plan provides money from the USDA Food and Nutrition Service to reimburse one third of the costs incurred from Food Stamp outreach activities (See funding – 50/50 match grant, pg. 12).

Each month, the Outreach Coordinator at CAPOC recruits potentially eligible individuals for one of three Food Stamp enrollment workshops during the month. Advertising for the event begins with formal and informal presentations at community organizations and food distribution sites. The Outreach Coordinator also distributes informational flyers and prescreens clients at these organizations. Interested individuals who pass an initial prescreening sign up for an upcoming workshop and their name, address and phone number are collected for future contact.

²⁶ 1990 land survey.

²⁷ California Department of Finance – Demographic Research Unit. Jan 2005 estimate.

²⁸ November, 2003. California Food Policy Advocates county-by-county report.

“Food Stamps in Four Hours” (Orange County, California)

Three workshops are planned each month, each taking place at a different community center across the county. The three selected partners each host one event per month. These groups were selected for this partnership by the Orange County Social Service because of their already established relationship for the purpose of MediCal outreach. Two of the centers are actually operated by CAPOC and the third is managed by the city. Sites are in the communities of Anaheim, Santa Ana, and Orange. The variety of locations, all of which are close to public transportation, minimizes transportation barriers to accessing the workshops. If a client is still unable to reach the workshop, the CAPOC will arrange to provide transportation from selected cities. Children and family members are welcome to attend the event and often come along.

Prior to the workshop the Outreach Coordinator at CAPOC sends a post card to individuals who have confirmed their plans to attend a “Food Stamps in Four Hours” event. The post card includes a detailed list of what materials are needed for the enrollment workshop and the telephone number of the Outreach Coordinator if any questions that arise (See Appendix C – pg. 105). Each potential participant is also mailed a copy of a letter from the U.S. Citizenship and Immigration Services assuring them that enrollment in the Food Stamp

Program will not affect their immigration status and will not cause them to be considered a public charge (See Appendix C – pg. 106). “Food Stamps in Four Hours” targets a primarily Latino audience (95 percent of enrollees) so addressing these types of misconceptions and concerns is essential. Before CAPOC began delivering such letters, there was a higher rate of missed appointments because family members were known to prohibit the attendance of the enrollee due to immigration related fears. When these issues are discussed within the family prior to the enrollment workshop, concerned family members have the opportunity to call and speak with the outreach coordinator at CAPOC to resolve remaining reservations.

On the day of the workshop the Outreach Coordinator and one assistant from CAPOC arrive at 8 am to begin setup which usually takes about a half hour. Between 8:30 and 9:00, participants arrive and sign in with the outreach coordinator. At 9 am an informational class begins and an official class list is sent to the Food Stamp Office at the Department of Social Services where workers can begin checking record for previous receipt of benefits of clients and preparing for the finger-imaging to come later in the day. This type of cooperation smoothes the flow of activities and is possible because of the strength of the relationship

“Food Stamps in Four Hours” (Orange County, California)

between the community and government organizations. During the class, the assistant from CAPOC explains the entire application in a step-by-step manner pausing as clients fill out each section and ask questions. The entire workshop, including the application and informational material, is primarily conducted in Spanish due to both need and demand. By 9:45am the applications are complete and two eligibility workers arrive from Orange County Department of Social Services to review applications. While the applications are reviewed clients watch a Spanish language version of the 30-minute “Rights and Responsibilities” video provided by the Department of Social Services. The video instructs clients about how to use an EBT card and their rights throughout the application process. The CAPOC provides a television/VCR combo for this activity.

Afterward, eligibility workers begin on-site face-to-face interviews and those waiting are given bottled water and a Powerbar® or other snack. The same eligibility workers from the county attend each workshop so they become familiar with the event and can be reached with follow-up questions. The entire class of 8-10 can be interviewed by two eligibility workers in an hour or less, usually taking 10-20 minutes each. When everyone has completed an interview, patrons board a 16-seat bus donated to the

CAPOC and driven by a CAPOC assistant with a special bus-class license. The bus takes clients to the County Food Stamp office where employees are already expecting them to arrive to satisfy the finger-imaging requirement for their application. The CAPOC Outreach Coordinator lets the finger-imaging staff know that their group has arrived and one-by-one individuals are called to have finger images taken. Within a half hour everyone is finished and returns to the bus to travel back to the community based organization where public transportation is readily accessible. Sometimes the bus will even drop off participants if they request a stop along the way. By 12:30pm, the workshop is finished and each participant receives a goodie bag of donated food and small gifts. Children receive special gift bags as well. Each applicant leaves with a pending Food Stamp case. Over the course of two months in 2005, six workshops, each with five to twelve individuals, produced 38 successfully enrolled households. Recently, CAPOC was selected to conduct a pilot project using a portable finger imaging device. If successful, this would eliminate the need to travel to the county office and would further reduce the time of the workshops.

“Food Stamps in Four Hours” (Orange County, California)

Key Points:

- Designed to overcome transportation barriers, dislike of government offices, distrust of government, and immigration fears.
- Workshops are child friendly.
- The enrollment process takes less time through a workshop.
- The frequency of workshops ensures that there is always a workshop without a significant wait.

Challenges:

- Recruiting participants for workshops and arranging workshops is currently a full time job for one CAPOC employee. This makes significant funding a necessity.
- A bus is necessary for transportation.

- Bus seating (and food bank van seating) place an upper limit of 20 on the number of people that can be served per workshop.
- Most workshops are conducted in Spanish. Two English language workshops were attempted, but because of lack of demand, the time of finding sufficient participants for a workshop made workshops spaced too far apart. To address immediate needs, the outreach coordinator at CAPOC refers non-Spanish speakers to the County Department of Social Services and answers any questions about the process.

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Cost-Effectiveness Analysis:

Cost to Community Action Partnership	\$8,744.00
Cost to Dept. of Social Services	\$923.82
Total Cost	\$9,667.82
Approved applications	38
Total cost per approved application	\$254.42

(See Appendix A, pg. 82 for more information)

"Food Stamps in Four Hours"

(Orange County, California)

Methodological Considerations:

The primary limitation of this analysis is the inclusion of Outreach Coordinator's full time work. For most other organizations and activities surveyed for this report, staff time reported includes only activities directly associated with a particular Food Stamp outreach event. CAPOC's reported labor costs include work to prepare for Food Stamp outreach activities, such as meetings and correspondence. This may result in a slight overestimation of costs. Including these secondary activities in the analysis will, however, provide an accurate reflection of total costs needed to replicate this activity as an outreach program.

The costs to the community based organization hosting the workshops was not included because costs were deemed relatively insignificant. Costs may include correspondence with CAPOC and space arrangements. Space and is readily available at most community and faith based organizations. Time spent in correspondence is minimal and can be considered within the realm of an employee's standard daily activities. It should be noted, however, that the host organizations were generous in their accommodation of this type of outreach.

Outreach at Drug Rehabilitation Centers: (San Francisco County, California)

San Francisco County Quick

Facts:

See "Outreach at a Medical Center," pg. 18)

Outreach:

A team of two eligibility workers at the Department of Human Services in San Francisco dedicate all of their time to enrolling and maintaining the cases of clients of drug rehabilitation facilities in San Francisco. Each week, the two eligibility workers make visits to each of three drug rehabilitation centers. The workers spend about two hours at the facility conducting interviews with potentially eligible clients who have recently enrolled in programs at the rehabilitation centers and are not already receiving Food Stamp benefits. Employees of the rehabilitation centers instruct their clients to bring the necessary materials on the day of their interview and provide them with Part I of an application. If the client has questions, assistance may be provided. Once each week, eligibility workers conduct interviews and complete Part II of the application with their clients at the rehabilitation centers. The finger imaging requirement is waived due to an out of office interview and the EBT card is mailed to the rehabilitation center.

Because clients at the rehabilitation centers are served meals and are not permitted to leave to purchase groceries, the centers are provided with Point-of-Sale

(POS) devices that allow benefits to be transferred from the client's EBT card to accounts that the rehabilitation centers use to purchase food for their clients. This contributes to the financial stability of the rehabilitations centers and their ability to provide high quality, nutritious food to their clients. When clients leave the rehabilitation centers they have the additional support of Food Stamps to assist them in their re-integration into society at large.

The eligibility workers estimate enrolling about 70 individuals for Food Stamps each month. In addition, they estimate that 40 clients previously using their Food Stamp benefit at the drug rehabilitation center discontinue their cases and 10 require a changed benefit level due to new circumstance. For each worker, travel to and from the centers takes about three hours each week and time at the three centers takes a total of six hours.

Outreach at Drug Rehabilitation Centers: (San Francisco County, California)

Key Points:

- Eligibility workers select specific drug rehabilitation centers for partnership because of their strong infrastructure and organization. This makes the collaboration run smoothly
- The same two eligibility workers follow all the cases coming from their three primary rehabilitation centers. This simplifies communication between the two

organizations and ensures a constant and reliable contact for those needing changes to their cases.

Challenges:

- For cooperation with 3 rehabilitation facilities, two full-time eligibility workers are required. This requires a significant contribution of human resources from the Food Stamp Office.

Cost-Effectiveness Analysis:

Cost to Drug Rehabilitation Facility	\$167.97
Cost to SF Department of Human Services	\$905.52
Total Cost	\$1073.49
Approved applications	26
Total cost per approved application	\$41.29

(See Appendix A, pg. 84 for more information)

Methodological Limitations:

Although the full time commitment of two eligibility workers is required for this system of outreach, only the costs of time outside the office and the travel to and from the rehabilitation facilities is considered for the analysis. These are the only truly additional costs of this outreach to a Food Stamp office because presumably, these eligibility workers would be engaging in all of the same office activities if they were seeing typical clients. The need for full-time staff for this outreach, however, is key to its continued success.

SECTION #3: Media Campaigns

Overview:

Media campaigns encompass a wide range of activities from distributing flyers, to tabling at grocery stores, to public service announcements and radio advertising spots. Often, media campaigns will advertise other types of outreach like a prescreening event, a new hotline, a website, or extended hours at a Food Stamp office. Sometimes, media is used strictly as promotion/education for the Food Stamp Program. In selected cities, the USDA sponsors media campaigns for these purposes.

- **Pros:** Media campaigns have the potential to reach large and diverse audiences and subsequently contribute to the normalization of the Food Stamp Program. Eligible and non-eligible people alike learn of the benefits of the program and widespread, multifaceted support can be gained. Media can also be used to dispel myths and stigmas experienced by more specific audiences. Of all methods of outreach, media can most easily reach the largest audience.

- **Cons:** Media campaigns are limited to spreading information. They do not make any part of the application process easier for the applicant except in the abstract sense of chipping away at stigma. Furthermore, large media campaign may take a significant start-up investment to be effective. Tracking is also difficult to incorporate into this type of outreach because it is difficult to quantify how many people are influenced by a particular advertisement. Since tracking the effect of outreach is critical to monitoring its success and improving the strategy for the future, estimations and associations are used to monitor success.

“The New Face of Food Stamps” (Arizona)

Quick Facts about Arizona:

US Census data from 2000 reports a population of just over 5.1 million in the state of Arizona. This population is known to fluctuate seasonally with sharp increases during winter months when “snowbirds” come from northern states to escape colder weather. State industry, particularly hospitality, service, and retail vary with these population changes²⁹. Approximately 26 percent of Arizonans speak a language other than English in the home, most frequently Spanish. Nearly 800,000 Arizonans live beneath the poverty level. It is estimated that approximately one third of those individuals do not receive Food Stamp benefits. Up to 1.7 million Arizonans, one third of the state population, are considered “working poor,” earning wages only slightly above the poverty level.³⁰ Many of these households may also be eligible for Food Stamps. The Arizona Community Action Association reports that the most common cause of poverty is low-wage employment with 63 percent of Arizona jobs paying less than the national average.³¹ Unemployment was reported at a rate of 5.6 percent in

May, 2004.³² Over the last four years, participation in Food Stamps in Arizona has risen 108 percent.³³

In Arizona, the Food Stamp Program is administered at the state level by the Arizona Department of Economic Security. The Arizona Community Action Association (ACAA) coordinates the outreach effort with funds appropriated by the state legislature and matched by the Food and Nutrition Services of the USDA. The ACAA runs a website called Arizona Self-Help (www.arizonaselfhelp.org) that prescreens for Food Stamp eligibility and has a downloadable application with tracking and surveying capabilities. The website provides similar information for 10 other programs. Much outreach is aimed at increasing awareness of this website.

Outreach:

Arizona took a three-tiered approach to outreach in 2005, categorized as transit advertising, multi media outlets, and community outreach. This cost-effectiveness analysis focuses on the effect of media related outreach, but it should be noted that media campaigns do not compose the entirety of Arizona’s Food Stamp outreach. Throughout

²⁹ Gordon, Avi. Arizona Community Action Association. Interview 2005.

³⁰ Arizona Department of Economic Security. “Food Stamp Information Plan, Fiscal Year 2006.”

³¹ Arizona Community Action Association. “Poverty in Arizona.” September 2003.

³² Department of Health and Human Services. May, 2004

³³ Arizona Community Action Association. Arizona State Outreach Plan FFY 2006.

“The New Face of Food Stamps” (Arizona)

the 2004-2005 year several major media campaigns took place, each focusing on different outlets. At the same time, the USDA ran several promotional advertisements, but not coinciding with any of the months selected for analysis. Media outlets included bus posters, bus stop posters, radio advertisements, newspaper advertisements, television public services announcements, mailed flyers, and radio and print advertisements at grocery stores. Avi Gordon, a lead coordinator of outreach efforts at the Arizona Community Action Association (ACAA) reflected that the re-messaging of food stamps has been a highly successful and well-received method of outreach. During July and August of 2005 the ACAA launched a campaign advertising “The New Face of Food Stamps.” During these two months advertising took the form of radio and newspaper advertisements all with the same message of “A New Face of Food Stamps.” All announcements also included information about the Arizona Self-Help website and local offices for the Department of Economic Security.

Written advertisements were developed by the ACAA based on packaged materials from the Food and Nutrition Service of the USDA. Advertisements in English and Spanish were run in newspapers in traditionally underserved and impoverished counties. Radio announcements were also run in English and Spanish languages and

were prepared by the ACAA. Radio spots ran on a variety of station categories including Country, Christian, Hip-hop, Contemporary, Spanish, Classic Rock, and Oldies. The most buys were allocated to Christian and Country stations due to the demographic characteristics of their listeners. Avi Gordon reported that the Hip-hop stations tend to bring in the most people in Arizona, but also cost more to buy advertising time. Most radio stations keep detailed information about their listeners including income level, so targeting decisions can be made by contacting the stations.

Key Points:

- The campaign was carefully targeted based on the demographics of potential audiences. A balanced approach was taken to reach a diverse group of potentially eligible people.
- The Arizona Self-Help website prescreened interested individuals and allowed them to download applications. This supplement to the media campaign gave listeners and readers a comfortable place to take action and also minimized an overflow of patrons to the Food Stamp Offices.
- Although a media campaign does not ease the application process from the applicant perspective, the website potentially simplifies the process for both applicant and administrator.

“The New Face of Food Stamps” (Arizona)

- The Arizona Self-Help website has excellent tracking potential. Optional surveys appear on the screen after a prescreening that ask questions such as: “Where are you accessing Arizona Self-Help from?” and “How did you hear about Arizona Self-Help?” The website also keeps statistics showing the percentage of people who complete the prescreening of those who visit and the percentage who are deemed likely to be eligible of those who prescreen. Downloaded applications are also marked for tracking at Food Stamp offices across the state.

Challenges:

- Tracking downloaded applications failed during its first implementation because of printing problems with the tracking numbers, however this has been addressed so applications downloaded from the internet will be tracked by the ACAA in the future.

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Cost-Effectiveness Analysis:

Month	Applications approved by DES	Increase from Baseline*
May-05	11,711	N/a
Jun-05	13,304	
Jul-05	17,713	5,206
Aug-05	17,053	4,546
Sep-05	18,366	5,859
Oct-05	16,360	3,853
Increase approvals associated with media:		19,464
Total Cost of Media Campaign:		\$16,332.35
Cost per additional approved application:		\$0.84

*Baseline is the average number of approved applications during May and June 2005

(See Appendix A, pg. 85 for more information)

“The New Face of Food Stamps” (Arizona)

Methodological Limitations:

Any measures of the effectiveness of a media campaign are imperfect because media reaches an unknown number of people and effects each person differently. For example, the USDA estimates that it takes an average of more than 10 “exposures” to the Food Stamp Program through media or direct personal contacts for an individual to decide to seek an application. While we can measure those who sought applications after a particular campaign, we cannot track those who remained inactive this time, but because of the exposure will apply in the future. Consequently, it is expected that the actual effects of a media campaign are further reaching and more significant than demonstrated by an increase in approved applications.

The second issue with measuring effectiveness of a media campaign is the inability to follow everyone who is influenced by the campaign. As a result, the data is purely correlational and may be affected by confounding factors such as previous media campaigns, changes in employment, and seasonal fluctuations in local population. Because Arizona’s population includes a significant number of seasonal residents who leave in the summer, most service industries slow in the summer and unemployment typically rises. This could cause an increase in the number of citizens eligible for Food Stamps and an increase in

applications unrelated to the media campaign.

Another factor to consider for this analysis is the estimation that took place for the number of approved initial applications in the base months of May and June. The number of reported “approved applications” reflects the total number of approved initial application from households not currently approved for Food Stamps. This subcategory was chosen because it is predicted that a media campaign would emphasize attracting new households to the program and that this group would be more likely to change behavior due to a media campaign.

Unfortunately, the number of approved initial applications was not recorded by the Arizona Department of Economic Security in May or June of 2005, so this number was estimated by subtracting the estimated number of approved re-certification applications (based on weighted averages from months July-October) from the known number of total approved applications. The estimated approval rate for re-certification rather than initial applications was used because it is expected to vary less as a result of a media campaign. These calculations produce a reliable estimate of the number of approved initial applications for May and June.

A final consideration is the calculation of cost. Because Arizona has had an established state outreach plan for several years,

"The New Face of Food Stamps" (Arizona)

many materials can be reused from year to year so their development costs become negligible over time. This would be true of any other well established media plan, however, because of these established structures, the start-up costs associated with this type of plan may make the overall cost slightly higher than that reported during the 2005 year.

Regardless of these considerations, the data strongly

show a large increase in number of approved applications after the media campaign. This increase in Food Stamp applications is sufficiently large that it is unlikely to be explained by increased number of eligible people alone. Furthermore, the increase in number of approved applications extends into October, after many seasonal residents would have returned and the service industry would have resumed near winter levels.

Summary of Outreach Strategies

Outreach Method	Cost per approved application	Number of Cost Sharing Partners	Information Dissemination	Prescreening	Application Assistance	Assistance at Food Stamp Office	On-site Interview	Tracking
Medical Center Outreach (pg 18)	\$15.15	2		x	x			
Food Bank Workshops (pg 21)	\$245.01	2	x	x	x			
CBO Clinics (pg 25)	\$74.24	2	x	x	x			
Independent Outreach at St. Mary's Center (pg 28)	\$454.80	3	x	x	x	x		
Independent Outreach at Lao Family Community Development Center (pg 30)	\$760.11	3	x	x	x			
Statewide Outreach Network (pg 34)	\$151.42	~50	x	x	x	x		x
Alternatively Funded Outreach Network (pg 38)	\$118.70	~55	x	x	x	x		x
Food Stamps in a Day (pg 45)	\$90.34	2	x	x	x		x	x
Food Stamps in Four Hours (pg 48)	\$245.42	2	x	x	x	x	x	x
Drug Rehab. Center Outreach (pg 53)	\$41.29	4			x		x	
Media Campaign (pg 56)	\$0.84	1	x					x

Reflections:

Through the course of this project I have interviewed many dedicated individuals working without pay and beyond their responsibilities, striving to inform and educate low-income people about the benefits of the Food Stamp Program and break down the barriers that hinder access to this national nutrition safety net. Because of these efforts, the value of the Food Stamp Program to individuals, families, and local communities is widely acknowledged across the country. The successes of outreach speak for themselves.

Still, with only a 56 percent participation rate nationwide and only a 45 percent participation rate in California, it is clear that much more needs to be done to improve program information and access.³⁴ This leaves the people most dedicated to serving those in need – social services workers, community based organization staff, volunteers, and government officials – with the question, “What can we do?” This report highlights some of the many forms of Food Stamp outreach and strives to illuminate the key features that contribute to the successes and struggles of each strategy.

In all, I studied eleven styles of outreach from six locations. Each and every method contributed to increased enrollment

to some degree, although the effects were more immediate for some locations than others. In other cases, organizations helping groups like the elderly and recent immigrants with limited English, those with some of the most difficult to address barriers, experienced success only after repeated efforts with their audience. Thus, the difference in apparent cost-effectiveness can be as much a reflection on the audience and the barriers being overcome as the efficiency of the outreach program itself. Since this report only measures effectiveness in terms of cost per approved application, it is critical that the various methods not be compared to one another in an evaluative manner. Instead, this report should guide those seeking to participate in outreach by providing information about resources needed to target various groups in various settings.

❖ **Prescreening and Application Assistance break through participation barriers:**

Prescreening for eligibility can be one of the most convincing forms of Food Stamp advertising. Prescreening gives people the opportunity to see that they are likely (or unlikely) to qualify for a benefit and sometimes even predicts the amount of the potential benefit. Prescreening can be as simple as asking only person's current income, or as complex as a formal paper or electronic questionnaire.

³⁴ USDA - Food and Nutrition Service (Nov. 2005). “Reaching those in need: Food Stamp Participation in 2003.”

The accuracy of prescreening efforts varies as much with population as with the type of prescreening tool. For example, Northeast Medical Services produces nearly 100 percent accuracy by prescreening based on income only while St. Mary's Center uses a thorough prescreening survey developed by the Department of Social Services that produces only 20 percent accuracy with their clientele. When used with clients at the food bank in Alameda, the same survey more accurately predicts eligibility.

Prescreening alone does not simplify the application process, but can enhance a person's confidence to proceed with an application. To further simplify the Food Stamp application process, many organizations that prescreen their clients also assist with the completion of an application. Outreach coordinators report that completing an application with a client greatly increases the likelihood that the client will complete the application process and ultimately receive Food Stamps.

The cost-effectiveness of prescreening and application assistance varies from \$15.15 per approved application to \$865.58 per approved application. Cost-effectiveness seems to depend on target population, prescreening accuracy, ease of recruiting participants, project focus, and level of infrastructure. Despite the differences in cost-effects, all groups conducting outreach felt that

through outreach they made significant improvements Food Stamp in their communities.

❖ **Out-Stationing Eligibility Workers brings Foods Stamps to the community:**

Even if an applicant has completed the application outside the Food Stamp office, ultimately, an eligibility worker must perform a face-to-face interview to determine eligibility. Many organizations that assist with applications report that many of their clients do not complete their face-to-face interview and consequently never receive benefits despite likely eligibility. To increase the number of clients who successfully complete the process, Food Stamp offices have developed collaborative events with community groups to complete all parts of the application, including the face-to-face interview, outside the Food Stamp office.

The out-stationing of eligibility workers requires strong collaboration between the Food Stamp office and the community organization hosting the event. Although it is resource intensive, requiring significant effort and coordination from multiple parties, each event can produce as many as 50 approvals and an approval rate as high as 80 percent of the total participants. Because of the high approval rate, the number of approved applications per event depends largely on the ease of recruiting clients to the event in advance. The varying cost-effectiveness (from \$41.29 to

\$245.42 per approved application) of methods reviewed in this study seem to follow this trend. Groups that have regular contact with large numbers of clients might find that advertising an upcoming out-stationing event can be as quick and easy as passing out flyers in a food line.

The extensive resources required for this type of outreach, particularly those from the Food Stamp office, limit the scope of this strategy. In San Francisco, the Department of Human Services and St. Anthony Foundation both agree that although this method is highly effective at enrolling food insecure individuals, it is not possible for them to hold more than one event each month because of resource limitations.

❖ **Media reaches the masses:**

More than any other form of outreach, media has the potential to reach the largest number of people for the lowest price. Its ability to reach large numbers of eligible people and the general public helps not only to provide accurate information, but also to lessen stigma by normalizing the Food Stamp Program. This leads to long term effects through word of mouth and public knowledge as well as immediate results on participation.

While use of media allows programs to reach large numbers of people easily, it does not remove the burden of application from the individual. Those who experience

barriers other than lack of knowledge and stigma may not benefit from media outreach.

Leaders in media report that pre-existing Food Stamp resources such as an informational website or hotline greatly contribute to the effectiveness of a campaign.^{35,36} Media is more likely to convince an individual to make the modest first step of visiting a website for information than it is to convince a person to walk into a social services office as a first step. For locations that must install these resources, there is an additional start-up cost, albeit a valuable one.

❖ **Interagency communication is essential to success:**

The first step to successful outreach is a respectful dialog between all parties interested in expanding participation in the Food Stamp Program. Through group communication, goals can be clarified, priorities aligned, and tasks designated. In California, this communication can occur on three levels – local, inter-county, and state.

At the local level, communication between Food Stamps administrators and community organizations interested in outreach fosters successful partnerships. The best communication has led to strong

³⁵ Barrett, Dennis; Tatum, Laura (2005) *Growing Health and Wealth – Food Stamp Participation in California's Central Valley and Beyond*.

³⁶ Gordon, Avi (2005). Program Manager, Arizona Community Action Association.

partnerships like those seen in “Food Stamps in a Day,” and “Food Stamps in Four Hours,” where government employees of the Food Stamp Program collaborate directly with community organizations during Food Stamp enrollment events. These events have the highest success rates (percentage approved of those targeted) of any form of outreach. When strong relationships develop, community outreach can transcend the limitations of outreach workers and the application process break through the confines of a Food Stamp office. Together, the relationship can be mutually beneficial and cooperative.

Communication between those conducting outreach both locally and between regions avoids “re-inventing the wheel” and speeds the learning process. This report begins a national discussion of outreach strategies that can continue and grow into deeper discussion between local leaders.

In California, communication is also needed between those conducting community outreach and those leading outreach at the state level, particularly because state outreach leaders control the Federal funding for all outreach efforts in the state. The California Association of Food Banks, as the lead organization for the State Outreach Plan, is the unifying body for all outreach in California and provides leadership in this effort.

❖ **Infrastructure expands possibilities:**

Effective Food Stamp outreach infrastructure is the coordination of outreach activities and resources between all parties working to increase participation in the Food Stamp Program. Most often, this involves one leader overseeing and unifying the activities of several smaller organizations. The leading organization may also participate in direct outreach as with the food bank workshops in Alameda County, or they may be exclusively a managerial body, as in Washington. The presence of a designated leader ensures that there is a collective knowledge of activities and purpose of outreach. A leader also provides scope and can assist with targeting decisions because of their unique vantage point in the outreach system.

A comprehensive state outreach plan is required to receive Federal funding. In most states that receive this funding a state agency oversees the funding flows from the state level to local participants in outreach. Most larger states have a three-tier hierarchy with a single state agency monitoring overall outreach activities and funding, the “lead contractors” at a county or regional level, and finally community “subcontractors” that report only to their lead contractor. This system allows training and communication to occur at the state level between lead contractors and also within communities between subcontractors. This allows regional

tailoring of strategies and avoids overwhelming state level meetings for local groups. This type of structure is critical to orchestrate outreach on a large scale toward broad audiences.

❖ **Tracking keeps everyone happy:**

“Tracking” refers to the monitoring of outreach activities and their outcomes. Measuring progress in this way provides tangible, motivating results for those conducting outreach, verifies the effectiveness of outreach to potential funders, and enables reflection on techniques and consequent improvement of strategies. While tracking on an organization-by-organization basis is important, the outreach leaders at the state and regional levels can play an important role in setting up universal tracking systems that further unify the outreach systems. Universal tracking also ensures that any evaluations of outreach are conducted on an equal field. Washington provides an excellent model by using a web-based system that categorizes and monitors outreach actions and outcomes from all 54 of their subcontracting organizations statewide. Although tracking outreach may place a burden on community groups striving to increase participation in the Food Stamp Program, the process can be minimally time-intensive with methods like web-based online tracking. Outreach leaders report that the

improvements in efficiency and understanding of outreach are worth the minor inconvenience.

❖ **A combined approach for the best of multiple strategies:**

Because every outreach strategy detailed in this report successfully increased participation among its targeted population, each was intrinsically valuable to that population regardless of the cost-effectiveness. Consequently, it would be wrong to advocate one particular outreach strategy. Instead, strategic plans ought to be designed at the community level resulting from informed discussions that include all increasing food security and participation in the Food Stamp Program. With the extensive local knowledge that comes from community experience, a combination of appropriate methods that serve the needs of the community can be determined.

In San Francisco, the Food Security Task Force is a group of representatives from organizations related to food security from the local food bank, to the Departments of Public Health and Human Services, to the Mayor’s office of Community Development. As the group aims to increase participation in the Food Stamp Program, they will select target groups and strategies based on their extensive knowledge of the characteristics and needs of San Francisco.

It is likely, that no single outreach strategy will serve all the diverse needs of any single region.

For this reason, developing an outreach plan with several different strategies may maximize impact. For example, a media campaign may recruit the most people, but those who cannot or will not come to an office to apply for reasons beyond their lack of information will not be helped by a media campaign. Similarly, providing application assistance at a community based organization will not help those who feel too much stigma to accept Food Stamps. Together, these activities can be mutually enhancing and reach a more diverse group of people.

A CALL TO ACTION:

Just over half of those who are eligible for Food Stamps receive the benefit nationwide.³⁷ As a result, billions of dollars for food security and nutrition are lost every year in a time when nutrition related health problems overwhelm hospitals and health insurance companies and more than 11 percent of the population lives beneath the poverty level.³⁸ Outreach is crucial to bringing people Food Stamps, food security, and health. This report demonstrates that Food Stamp outreach can be cost-effective and ought to be used widely to enroll individuals and families in the Food Stamp Program. It calls on all groups dedicated to eliminating food insecurity and poverty to take a

closer look at Food Stamp outreach and consider how outreach can be implemented in local communities. These steps begin the process of increasing participation in the Food Stamp Program and thus proliferating improved food security, health, and well-being:

1. Determine if and where Food Stamp outreach is happening
– The local food bank and the food stamp office can be excellent resources
2. Discuss outreach strategies with all interested groups and draft a community plan.
3. Contact the state agency to secure a federal match and determine what secondary funding sources exist.
4. Implement the plan and track results to continually refine the outreach strategies.

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³⁷ USDA - Food and Nutrition Service (Nov. 2005). Reaching those in need: Food Stamp Participation in 2003.

³⁸ U.S. Census 2000.

APPENDIX A: Calculations

Outreach at a Medical Center (San Francisco, California)

Table 1.1 Costs to Northeast Medical Services

ITEM	AMOUNT	COST	TOTALS
Social Worker	30 min per client x 22 clients	\$132.00	
			\$132.00
Total Northeast Medical Services cost			\$132.00
Approved applications			17
Cost to Northeast Medical Services per approved application			\$7.76

Table 1.2 Costs to San Francisco Department of Human Services

ITEM	AMOUNT	COST	TOTALS
Eligibility worker supervisor	3 hours per month	\$125.63	
			\$125.63
Total cost to San Francisco Department of Human Services			\$125.63
Approved applications			17
Cost to SF Dept. of Human Services per approved application			\$7.39

Table 1.3 Benefits – Reported from July, 2005

Total applicants	22
Applications approved	17
Applications denied	2
Applications withdrawn	1
Unknown outcome	2

Table 1.4 Cost-Effectiveness Analysis

Costs to San Francisco Department of Human Services	\$125.63
Costs to Northeast Medical Services	\$132.00
Total costs	\$257.63
Approved applications (per month)	17*
Total cost per approved application	\$15.15

*Because 2 applications had unknown or still pending outcomes, this number may be as high as 19.

Enrollment Workshops at a Food Bank (Alameda County, California)

Table 2.1 Costs to Alameda County Community Food Bank (ACCFB)

ITEM	AMOUNT	COST	TOTALS
Labor			
Community Outreach Coordinator	20min prep+3hr workshop+2hr follow-up	\$169.38	
Outreach Associate	20min prep+3hr workshop+2hr follow-up	\$114.40	
			\$283.78
Materials			
Food Resource Guide	12 (1 per attendee)	\$5.51	
Peer Piece for Working Families	625 (1 per attendee + 613 pre-mailed)	\$187.50	
Food Stamp Worksheet	12 (1 per attendee)	\$2.24	
Invitation letter	613 copies	\$36.78	
Mailing	613 pieces	\$124.21	
Refreshments	Coffee, Water, cereal bars (donated at no cost to ACCFB)	\$0.00	
Video	1 usage (assuming 120 usage lifetime)	\$66.67	
			\$422.91
Total costs to ACCFB			\$706.69
Approved applications			4*
Cost to ACCFB per approved application			\$176.67

Table 2.2 Benefits – Reported from Workshop on October 4, 2005

Clients prescreened	12
Application assists	11
Approved applications	4
Denied applications	5
Unknown/pending applications	2

Table 2.3 Cost-Effectiveness Analysis

Costs to Alameda County Community Food Bank	\$796.69
Costs to others	\$0.00
Total costs	\$796.69
Approved applications (per event)	4*
Total cost per approved application	\$176.67

*Because 2 applications had unknown or still pending outcomes, this number may be as high as 6.

Enrollment Clinics at Community Organizations (Alameda County, California)

Table 3.1 Costs to CRECE (Central American Refugee Committee)

ITEM	AMOUNT	COST	TOTALS
Labor			
Health Promoters	2 promoters for 2 events	\$320.00	
Volunteers	2 volunteers	\$0	
Interfaith coalition of human rights volunteer	1 volunteer	\$0	
			\$320.00
Materials			
Copying flyers		\$20.00	
Refreshments for screening		\$20.00	
			\$40.00
Total cost to CRECE			\$360.00
Approved applications			6
Cost to Crece per approved application			\$60.00

Table 3.2 Costs to Alameda County Community Food Bank (ACCFB)

ITEM	AMOUNT	COST	TOTALS
Labor			
Community Outreach Coordinator	20min prep+3hr workshop+2hr follow-up	\$74.06	
			\$74.06
Materials			
Food Resource Guide	12 (1 per attendee)	\$5.51	
Food Stamp Worksheet	12 (1 per attendee)	\$2.24	
Peer piece for working families	12 (1 per attendee)	\$3.60	
			\$11.35
Total cost to ACCFB			\$85.41
Approved applications			6
Cost to ACCFB per approved application			\$14.24

Table 3.3 Benefits – Reported from September 15, 2005 event

Clinic attendees (prescreened)	12
Approved applications	6
Denied applications	4
Pending applications	2

Table 3.4 Cost-Effectiveness Analysis

Costs to Food Bank	\$85.41
Costs to CRECE	\$360.00
Total Costs	\$445.41
Approved applications (per month)	6*
Total cost per approved application	\$74.24

*Because 2 applications had unknown or still pending outcomes, this number may be as high as 8.

Independent Outreach at St. Mary's Center (Alameda County, California)

Table 4.1. Costs to Community Based Organization (St. Mary's Center)

ITEM	AMOUNT	COST	TOTALS
Labor			
Food Stamp Outreach Coordinator	30 hours per month	\$341.70	
			\$341.70
Materials			
Bus Fare	2 round trips x 10 times	\$30.00	
			\$30.00
Total cost to St. Mary's			\$371.70
Approved applications			1
Cost to St. Mary's Center per approved application			\$371.70

Table 4.2 Costs to Alameda County Community Food Bank

ITEM	AMOUNT	COST	TOTALS
Labor			
Community Outreach Coordinator	3hr training + 2 hour quarterly meeting	\$29.10	
			\$29.10
Materials			
Food Stamp Workbook	1 book	\$4.00	
Refreshments at quarterly meeting	1 meeting	\$50.00	
			\$54.00
Total Cost to Alameda County Community Food Bank			\$83.10
Approved Applications			1
Costs to Alameda County Community Food Bank per approved application			\$83.10

Table 4.4 Benefits – Average monthly activities

Applicants	5
Approved applications	1
Denied applications	4

Table 4.5 – Cost-Effectiveness Analysis

Costs to Food Bank	\$83.10
Costs to St. Mary's Center	\$371.70
Total Costs	\$426.16
Approved applications (per month)	1
Total cost per approved application	\$454.80

Independent Outreach at Lao Family Community Development Center (Alameda County, California)

Table 5.1 Costs to Lao Family Community Development Center (Lao)

ITEM	AMOUNT	COST	TOTALS
Labor			
Outreach Associate	2016 hours per year	\$37,500	
			\$37,500
Materials			
Chinese Flyers	500 flyers	\$1,120	
General Flyers	2,000 flyers	\$1,200	
			\$2,320
Total cost to Lao Family Development Center			\$39,820.00
# Approved applications			53
Cost to Lao per approved application			\$751.32

Table 5.2 Costs to Alameda County Community Food Bank (ACCFB)

ITEM	AMOUNT	COST	TOTALS
Labor			
Community Outreach Coordinator	3hr training + 2 hour quarterly meeting	\$29.10	
			\$29.10
Materials			
Food Stamp Workbook	1 book	\$4.00	
Refreshments at quarterly meeting	1 meeting	\$50.00	
			\$54.00
Total cost to Alameda County Community Food Bank			\$83.10
# Approved applications			53
Cost to ACCFB per approved application			\$1.57

Table 5.3 Benefits from 2005

Prescreened clients	404
Clients receiving applications (by mail or in person)	265
Completed applications	199
Denied for Food Stamps	49
Pending applications	43
Applications with unknown outcomes	54
Approved applications	53
Predicted approved applications*	103

* Prediction calculated by applying current approval rate of 50% to all applications with unknown or pending outcomes

Table 5.4 Cost-Effectiveness Analysis

Cost to Food Bank	\$465.86
Cost to Lao Family Community Development Center	\$39,820.00
Total Cost	\$40,285.86
Approved applications (per year)	53
Cost per approved application	\$760.11

Statewide Outreach Network (Washington State)

Table 6.1 Total Outreach Costs By Region

REGION	ANNUAL COST
Region 1	\$2,023,430
Region 2	\$1,021,476
Region 3	\$915,150
Region 3	\$316,600
Region 4	\$1,159,005
Region 5	\$1,346,290
Region 6	\$144,850
Region 6	\$158,498
Statewide 1	\$46,460
Statewide 2	\$50,000
Native American Tribe	\$24,000
State Administration	\$81,000
TOTAL	\$7,286,759

Table 6.2 Total Costs by Activity

ACTIVITY	TOTAL ANNUAL COST
Administrative Rate	\$324,323
Brief Contact (approx. 5 minutes)	\$1,093,738
Intake (Face to Face Office)	\$2,071,846
Intake (Face to Face Home)	\$541,277
Application (Face to Face Office)	\$675,943
Application (Face to Face In Home)	\$124,233
Group Presentations	\$79,509
Public Service Announcements	\$29,951
Innovative Services	\$52,453
Community Education	\$3,389
State funds	\$41,000
National Council On Aging*	\$19,250
TOTAL	\$5,056,912

Table 6.3 Total Application Assistance Cost

REGION	TOTAL ANNUAL INVOICED
Region 1	\$112,051
Region 2	\$87,530
Region 3	\$112,692
Region 4	\$120,415
Region 5	\$338,346
Region 6	\$18,882
Statewide Contracts*	0
Native American Tribe	\$10,260
Raw Total Invoiced Costs	\$800,176
Excluded Costs*	\$48,810
Standardized Costs**	\$751,366

* Excluded costs include rental space, audit costs and "indirect costs" as described in the Washington State.

** Standardized costs are "Raw total costs" minus "excluded costs"

Table 6.4 Sources of funding

REGION	Federal	State	Local	TOTAL INVOICED
Region 1	\$808,573	\$30,000	\$778,573	\$1,617,145
Region 2	\$376,625	\$25,992	\$350,633	\$753,250
Region 3	\$330,741	\$27,000	\$303,741	\$661,481
Region 4	\$322,877	\$27,000	\$295,877	\$645,754
Region 5	\$659,531	\$11,250	\$648,280	\$1,319,061
Region 6	\$78,151	\$13,014	\$68,151	\$159,316
Statewide	\$48,287	\$0	\$48,287	\$96,574
Native American Tribe	\$16,134	\$2,500	\$2,875	\$21,508
State Funds	\$0	\$63,244	\$0	\$63,244
Total Invoiced Costs	\$2,640,918	\$200,000	\$2,496,416	\$5,337,333

Table 6.5 Benefits

ACTIVITY	FFY 2005
Brief Contacts	125,518
Contacts 30 minutes or more	69,682
Total Contacts	204,135
Applications completed with assistance	8,935
Approved applications from assists	4,962

Table 6.6 Cost-Effectiveness Analysis

Total standardized cost of application assistance	\$751,366
Approved applications	4,962
Cost per approved application	\$151.42

Alternatively Funded Outreach Network (New York State)

Table 7.1 Costs to Nutrition Consortium of NYS

SUBCONTRACTOR	COST
Labor for the Nutrition Consortium:	\$441,824.00
Materials for the Nutrition Consortium	\$24,602.00
Subcontractor funding	\$2,706,000.00
Total Non-Federally funded subcontractor funding (nutrition education, etc)	-\$345,185.00
Total NOEP Cost:	\$2,827,241.00
Approved Applications:	23,818
Cost pre approved application:	\$118.70

Table 7.2 Benefits – Reported from Federal Fiscal Year 2005

Individuals contacted	58,348
Prescreenings	48,480
“Referred” (Application Assistance)	30,874
Approved Applications	23,818

Table 7.3 Cost-Effectiveness Analysis

Total NOEP costs	\$2,828,241.00
Approved applications	23,818
Cost per approved application	\$118.70

“Food Stamps in a Day” (San Francisco County, California)

Table 8.1 Costs to San Francisco Department of Human Services

ITEM	AMOUNT	COST	TOTALS
Labor (salary + benefits)			
Eligibility Workers	1 day with 5 employees	\$1,317.00	
Supervisors	1 day with 1 employee	\$335.00	
Program Director	1 day with 1 employee	\$542.00	
Clerks	1 day with 1 employee	\$242.00	
Technical Assistants	1/2 day with 2 employees	\$212.00	
			\$2,648.00
Equipment			
Laptop Computer	5 computers for 1 day	\$11.42	
Desktop Computer	1 computer for 1 day	\$1.23	
			\$12.65
Total County Cost:			\$2,660.65
Approved Applications:			43
Cost to San Francisco Dept. of Human Services per approved application:			\$61.88

Table 8.2 Costs to St. Anthony Foundation

ITEM	AMOUNT	COST	TOTALS
Labor			
Salary	47 employee hours – pay scale 1	\$787.72	
	4 employee hours – pay scale 2	\$74.00	
Workers Comp			
- Regular Employees 1	31hrs	\$8.13	
- Regular Employees 2	4hrs	\$6.66	
- Regular Employees 3	16hrs	\$24.13	
- Volunteers	10 hrs	\$6.28	
Benefits	29% salary total	\$249.90	
			\$1,156.82
Materials			
Copying	700 copies	\$42.00	
Furniture	Donated at no cost to St. Anthony Foundation	N/a	
Equipment	Donated at no cost to St. Anthony Foundation	N/a	
Paper	1 Ream colored paper	\$10.77	
Pens	1 dozen	\$2.15	
Goody bags/gifts	65 bags – donated at no cost to St. Anthony Foundation	N/a0	
Newspapers	3	\$1.50	
Coffee	10 bags	\$5.10	
Juices, Water	1 case water/juices from Dining Room - donated	N/a	
Cups, Plates, Utensils	200 cups/plates/utensils from Dining Room	\$0.00	
Cookies, Pastries	2 trays cookies/pastries from Dining room	\$0.00	
To go Lunches	40 to-go lunches from Dining Room	\$0.00	
Electricity/Internet		\$5.50	
			\$61.52
Total St. Anthony's Cost:			\$1,223.84
Approved Applications			43
Cost to St. Anthony Foundation per approved application:			\$28.46

Table 8.3 Benefits – Reported from July 20, 2005 event

Signed up to apply	74
Completed application and interview	64
Approved applications	43
Denied applications	21

Table 8.4 Cost-Effectiveness Analysis

Costs to SF Dept. of Human Services	\$2,660.65
Costs to St. Anthony Foundation	\$1,223.84
Total Costs	\$3,884.49
Approved applications (per event)	43
Total cost per approved application	\$90.34

“Food Stamps in Four Hours” (Orange County, California)

Table 9.1 Costs to Community Action Partnership of Orange County (CAPOC)

ITEM	AMOUNT	COST	TOTALS
Labor (salary + benefits)			
CAPOC outreach coordinator	Full Time - 40 hours/week	confidential	
CAPOC director	10% of full time salary	confidential	
CAPOC worker	3 full days for 3 events per month	confidential	
			\$7,710
Materials/Equipment			
Copying Costs	2,500 flyers	\$465.00	
Bus	1 24-person bus (donated)	N/a	
Travel Costs	150 miles round trip per month x \$0.485	\$145.50	
Bus Insurance	Annual Policy / 12 months	\$383.50	
Mailing		\$40.00	
Powerbars, bottled water, other snacks	Enough for entire class (donated)	N/a	
Goodie bags (food and gifts)	Enough for entire class (donated)	N/a	
			\$1,034.00
Total cost to CAPOC:			\$8,744.00
Approved applications:			38
Cost to CAPOC per approved application:			\$230.11

Table 9.2 Costs to Orange County Department of Social Services

ITEM	AMOUNT	COST	2-mo TOTALS
Labor (salary + benefits)			
Eligibility Technician - time at event	2 workers for 2 hours each at 3 events	\$259.44	
Eligibility Technician - extra time in office	2 workers for 1 hour each at 3 events	\$129.72	
			\$778.32
Materials/Equipment			
Travel	150 miles round trip per month	\$72.75	
Video	Distributed by USDA FNS wo/charge	\$0.00	
			\$145.50
Total cost to Orange County Dept. of Social Services:			\$923.82
Approved applications			38
Cost to Orange County Dept. of Social Services per approved application:			\$24.31

Table 9.3 Benefits – From October and November, 2005 (six events)

Total applicants	confidential
Approved applications	38
Denied applications	confidential

Table 9.4 Cost-Effectiveness Analysis

Costs to Community Action Partnership	\$8,744.00
Costs to Dept. of Social Services	\$923.82
Total Costs	\$9,667.82
Approved applications (per event)	38
Total cost per approved application	\$254.42

Outreach at Drug Rehabilitation Centers (San Francisco, California)

Table 10.1 Costs to San Francisco Department of Human Services

ITEM	AMOUNT	COST	TOTALS
Labor			
Eligibility Worker	2 workers - 12 hours per month each	\$789.12	
			\$789.12
Travel			
Travel to facilities	8 monthly roundtrips - 30 miles each	\$116.40	
			\$116.40
Total Cost to San Francisco DHS:			\$905.52
Approved Applications:			26
Cost to San Francisco DHS per application:			\$34.83

Table 10.2 Costs to Walden House

ITEM	AMOUNT	COST	TOTALS
Labor			
Assistants	10hrs and 20 minutes of time	\$167.97	
			\$167.97
Total cost to Walden House:			\$167.97
Approved applications:			26
Cost to San Francisco DHS per application:			\$6.46

Table 10.3 Benefits – Reported from December, 2005

Total Applicants	31
Approved Applications	26
Denied Applications	5

Table 10.4 Cost-Effectiveness Analysis

Costs to Drug Rehabilitation Facility	\$167.97
Costs to SF Department of Human Services	\$905.52
Total Costs	\$1073.49
Approved applications	26
Total cost per approved application	\$41.29

Media: “The New Face of Food Stamps” (Arizona)

Table 11.1. Arizona Media buys Reported for July and August, 2005.

ITEM	AMOUNT	COST	TOTALS
Labor			
Program Manager CFNP	2 weeks - full time	\$1,399.35	
Fringe Benefits	2 weeks - full time	\$141.31	
			\$1,540.66
Preparation			
Design and Resizing of FSP newsprint ads	1 graphic designer fee	\$400.00	
Design and Resizing of ASH newsprint ads	1 graphic designer fee	\$400.00	
Media Consulting	1 professional media consultant fee	\$760.00	
			\$1,560.00
Newsprint			
Mohave Valley Booster		\$144.00	
The Reminder (Winslow)		\$97.00	
Sierra Vista Herald		\$88.90	
Navajo Times		\$197.76	
Nogales International/		\$198.00	
The White Sheet		\$180.00	
			\$905.66
Radio			
KISS – hip-hop	28 spots/ 1 wk	\$2,000.00	
KNAI-Spanish	20 spots/3 wks	\$1,000.00	
KMLE-country	13 spots/ 1 wk	\$1,530.00	
KPXQ-Christian	16 spots/ 1 wk	\$500.00	
KGMS-Christian	20 spots + bonus	\$250.00	
KIIM-country	180 spots/ 4 wks	\$1,680.00	
KHYT-classic rock	192 spots/4 weeks	\$1,040.00	
KOHT-hip hop	31 spots/ 2 weeks	\$1,500.00	
KPPV-contemporary	36 spots/ 9 days	\$800.00	
KGMG-oldies	33 spots/ 2 wks	\$505.00	
KJJJ/ KNTR-news/country	40 spots/ 2.5 wks	\$480.00	
KZMK/KWCD-contemporary/country	56 spots/ 2 wks	\$484.00	
KSED-country	28 spots/4 wks	\$504.00	
			\$12,273.00
Website			
Maintenance	FSP portion only for 2 month campaign	\$53.03	
			\$53.03
Total cost of “The New Face of Food Stamps” campaign:			\$16,332.35

Table 11.2 Costs associated with additional applications submitted to DES

Month	Applications submitted to DES	Increase from Baseline*
Jan-05	28,212	
Feb-05	21,951	
Mar-05	25,931	
Apr-05	26,144	
May-05	26,040	N/a
Jun-05	28,909	
Jul-05	26,792	-683
Aug-05	31,538	4,064
Sep-05	28,014	540
Oct-05	26,810	-665
Increase applications associated with media:		3,256
Total Cost of Media Campaign:		\$16,332.35
Cost per additional application:		\$5.02

*Baseline is the average number of approved applications during May and June 2005

Table 11.3. Costs associated with additional downloaded applications from A.S.H.

Month	Downloaded Applications	Increase from Baseline*
Jan-05	255	
Feb-05	229	
Mar-05	296	
Apr-05	250	
May-05	290	N/a
Jun-05	351	
Jul-05	431	111
Aug-05	469	149
Sep-05	288	-33
Oct-05	346	26
Increase downloads associated with media:		253.00
Total Cost of Media Campaign:		\$16,332.35
Cost per additional application download:		\$64.81

*Baseline is the average number of approved applications during May and June 2005

Table 11.4. Costs associated with additional hits to the A.S.H. website

Month	ASH Website Hits	Increase from Baseline*
Jan-05	2,347	
Feb-05	2,115	
Mar-05	2,348	
Apr-05	2,221	
May-05	2,564	N/a
Jun-05	2,698	
Jul-05	3,907	1,276
Aug-05	3,760	1,129
Sep-05	3,974	1,343
Oct-05	4,276	1,645
Increased website hits from baseline		5,393
Total Cost of Media Campaign:		\$16,332.35
Cost per additional website hit:		\$3.03

*Baseline is the average number of approved applications during May and June 2005

Table 11.5. Survey results before, during, and after media campaign

Month	% Report hearing about ASH from Flyer/Poster	% Report hearing about ASH from Newspaper	% Report hearing about ASH from Radio/TV
May-05	5.60	1.10	7.03
Jun-05	5.21	1.08	1.32
Jul-05	3.73	4.35	18.24
Aug-05	3.65	1.58	3.65
Sep-05	2.68	11.37	12.20
Oct-05			

Appendix B: Funding Supplement

I. Food Stamp Program State Outreach Plan Guidance³⁹

The Food Stamp Act of 1977 provides that State agencies which administer the Food Stamp Program, the opportunity to inform low-income households about the availability, eligibility requirements, application procedures and benefits of the Food Stamp Program (FSP), and receive Federal matching funds for such program informational activities. The law prohibits reimbursement for recruitment activities.

To start up a project, a State agency will need to:

- Get FNS approval of its State plan providing specific information on the scope, design, and financing of the projects, including sources of matching funds.
- Work with the FNS regional office to ensure full understanding of operational issues and responsibilities.
- Draw down funds for the project only after being notified of approval by the FNS regional office.

The following is information on allowable and non-allowable expenditures for Food Stamp Program outreach:

Examples of allowable expenditures:

States must follow the cost principles in OMB Circular A-87. Nonprofit organizations must follow the cost principles in OMB Circular A-122. Examples of allowable expenditures as they pertain to Food Stamp Program outreach include:

- Placing food stamp literature in soup kitchens, shelters, churches, and other places;
- Staffing booths at fairs to provide information about the FSP or to answer questions;
- Visiting senior centers to explain FSP rules;
- Visiting homes in impoverished neighborhoods;
- Distributing information at places where low-income persons are known to gather, such as housing developments, WIC clinics, schools in low income areas, English as a second language classes; soup kitchens; community service providers; employers of low wage workers, etc.
- Pre-screening individuals;
- Helping individuals fill out application forms and obtain verification;
- Accompanying applicants to the food stamp office to assist with application process;
- Conducting workshops for members of community organizations serving low income people;

³⁹ USDA Food and Nutrition Service (2006). Food Stamp Program State Outreach Plan Guidance. <http://www.fns.usda.gov/fsp/outreach/stateplan.htm>.

- Reimbursing the mileage for training;
- Placing paid ads in the local newspaper to educate about the FSP and its requirements;
- Producing and distributing educational posters and brochures;
- Producing radio and television spots to be used as public service announcements to educate potential applicants about the FSP;
- Placing media spots on television, radio and print media;
- Designing an outreach program, including the development, publication and distribution of materials to the community;
- Monitoring local agencies' or contractors' outreach performance.

Examples of unallowable costs to the Food Stamp Program:

- Acting as an authorized representative for applying, receiving food stamps at issuance, or food purchasing;
- Intervening with local food stamp offices, at the certification interview or other times, to advocate on behalf of specific applicants or recipients;
- Recruiting of individuals to participate in the FSP. Recruitment activities are those activities designed to persuade an individual who has made an informed choice not to apply for food stamps to change his or her decision and apply.
- The State agency cannot incur costs for the volunteers' actual work since volunteers, by definition, are unpaid. The State agency can plan, manage, facilitate, and oversee volunteers' work and may claim the State's costs. The State agency may reimburse volunteers for their actual expenses necessary to conduct FSP informational activities.

The following outlines specific actions a State must take to develop an outreach plan:

- The State agency must file a budget projection (funding request using the FNS-366A, Budget Projection) and optional State Plan with the FNS Regional office by August 15th for the upcoming Federal fiscal year which begins October 1. Upon the regional office's approval of the State Plan and budget projection, funds are made available.
- States may submit State plan amendments to FNS for approval any time during the year to reflect changes in scope and design of their outreach efforts, including funding changes.
- Funds are put in the State agency's Letter of Credit.
- Thirty days following each quarter, the State agency reports its actual costs to the FNS on an SF-269 form, Financial Status Report. This is the claim form for the reporting of the expenditure of program costs for Federal reimbursement. The State agency reports total expenditures, the State share of the costs, and the Federal share.

The following enumerates fiscal policies pertaining to Food Stamp Program outreach expenditures:

- FNS pays the State agency 50 percent of the State agency's total allowable outreach expenditures for FSP outreach activities. For example, if the State agency has \$100 in costs, it would draw \$50 in State funds and \$50 in Federal funds to cover the State's check or funds transfer.
- The State agency's costs would include expenditure of funds for work it has performed in-house (by State agency employees) and payments to others for work or services performed (e.g., private non-profit organization, for-profit contractor) under a contract or agreement with the State agency.
- FNS pays the State agency, and the State agency in turn pays any contractors it has procured to conduct local outreach activities.
- The State portion of the match must be State cash, with exceptions noted below.
- Allowable match sources the State may use to meet its share of match:

State Cash. The FSP regulations (7 CFR 277.4(c)) provide that the State agency may use cash contributed or donated by other non-Federal public (State and local government) agencies and (State and local government) institutions.

• Allowable match sources with waiver:

--Private third party cash donations. States may request that FNS waive 7 CFR 277.4(c) to allow private cash donations to the State agency to be used for program costs that would be eligible for Federal reimbursement. Waiver requests offering justification should come in with the Outreach Plan. FNS's approval of the waiver includes conditions:

- 1) The funds must be under the State agency's control. While the funds may be donated for FSP outreach activity, the donated funds may not revert back to the donor.
- 2) The donations are to be donated without any limitation or restriction imposed by the donor.
- 3) The donations must not result in endorsement of a particular brand or firm over another, or an advertising tie-in.
- 4) State law and State accounting procedures must allow for internal accounting procedures to identify and access the donated funds

• Non-allowable match sources.

--Private third party cash donations without a waiver and documentation of agreement to the conditions noted above are not permissible.

- Private third party in-kind, noncash contributions. FNS is prohibited by program regulations from reimbursing a State agency for the value of private, third-party, in-kind (non-cash) donations because they do not constitute an actual expenditure of funds by the State. Examples of in-kind donations are: office space, equipment, and volunteer time.
- Other Federal Funds. Funds paid under another Federal assistance agreement are not allowable unless authorized by the Federal legislation. Indian tribal organizations have Federal funds that are generally matchable. The Outreach Plan must specify whether Federal funds from another Federal Program will be used and from what law (give the citation).

In the Outreach Plan the State agency will need to:

- Discuss how the project and activities are funded and identify projected project costs for the fiscal year. Notate the source of the funds:
 - State funds
 - Private donations with waiver justification
 - Federal funds with citation of law permitting such use.
 - Identify the number of full-time equivalents (FTEs or staff years) and position of staff that will be doing outreach. A staff year or FTE is based on 2080 hours per year. Include only paid workers. Indicate if State agency will also be using volunteers for outreach but do not claim a dollar value for the work performed by volunteers.
 - Attach or summarize the content of any contract or agreement that identifies how costs are to be paid.
 - Summarize the State, Federal, and total cost for each project, identifying costs for major items such as salaries and benefits, contracts, space and utilities, copying or printing costs, supplies, equipment (such as personal computer, printer, and copier) and repair costs, travel costs, training, and administration, etc.
 - Include with the State Plan the budget projection (Form FNS-366A, Budget Projection) and any waiver requests to be submitted to FNS (e.g., a waiver request to use private donations).

Attachments:

- Attachment A USDA's Food and Nutrition Service Regional Offices/ FNS Web Site
- Attachment B USDA's Food and Nutrition Service Toll Free Information Line

Attachment A

USDA's Food and Nutrition Service Regional Offices and Web

State inquiries about State plans may be made of Food and Nutrition Service regional offices. For further information, contact:

- Mid-Atlantic Regional Office, Mercer Corporate Park, 300 Corporate Blvd., Robbinsville, NJ 08691-1598
- Midwest Regional Office, 77 West Jackson Blvd, 20th Floor, Chicago, IL 60604-3507.
- Mountain Plains Regional Office, 1244 Speer Blvd., Suite 903, Denver, CO 80204-3581.
- Northeast Regional Office, 10 Causeway Street, Room 501, Boston, MA 02222-1069.
- Southeast Regional Office, 61 Forsyth Street SW, Room 8T36, Atlanta, GA 30303-3415.
- Southwest Regional Office, 1100 Commerce Street, Room 5-C-30, Dallas, TX 75242-9980
- Western Regional Office, 550 Kearny Street, Room 400, San Francisco, CA 94108-2518

USDA's FNS Web Site

Fire up your browser and point it to our web site address:

<http://www.fns.usda.gov>

You will find a multitude of free outreach materials available. You may order these in bulk from our online order form. You also may download them for local copying. Also, if you wish to professionally print these materials, and adjust them to reflect your State specific contact information, you may request a CD Rom of the materials starting in November 2002.

Attachment B

USDA's Food and Nutrition Service Free Information Line

To provide customer service and enable FSP customers to obtain informational materials, the Food and Nutrition Service, USDA provides a national toll free 800 number: 1-800-2215689. This service is available 24 hours a day, 7 days a week.

Who can call the toll free number? Any one can call the toll free number. Customers include potential applicants, community leaders, faith-based groups, students, teachers, other Federal agencies, Congressional staff, etc. Individuals interested in learning more about the eligibility requirements and the nutritional benefits of the FSP are invited to call for informational materials.

If I call the 800 number, what can I expect? You will have the opportunity to:

- request an informational brochure from a “live” telephone operator;
- obtain your State's toll free number;
- have, if service is available in your State, your call automatically transferred to a

State number. Again, this feature is not available in all States; or,

- obtain the web site address of the Food and Nutrition Service.

Callers wishing to receive food stamp informational materials will be asked by the operator for their names, mailing addresses, and for information on how they learned about the toll free number.

How long does it take to get the informational materials? Customers calling the toll free number usually receive the information within 2 to 3 days. Trained personnel mail out the informational materials from Monday through Friday, excluding Federal holidays.



New Funding is Available for Food Stamp Outreach!

If your non-profit organization is conducting food stamp outreach or is interested in providing this service to families or individuals below 135% of poverty, you may be eligible to participate in the California Association of Food Bank's Food Stamp Outreach Partnership Program.

Background

The California Association of Food Banks (CAFB) has recently launched a food stamp outreach campaign in coordination with the California Department of Social Services (DSS), the California Department of Health Services (DHS) and the California Nutrition Network. CAFB's vision includes a robust coalition of community organizations that provide information and application assistance to their qualifying clients. That is why CAFB is glad to announce a new source of funding for these non-profit partners to help cover the costs of this work.

Beginning April 2006, organizations providing prescreening and application assistance to food stamp eligible households may be eligible to receive a match grant of federal outreach dollars. The following activities are eligible for this match funding: distribution of outreach materials, pre-screening of eligible households, assistance in completing the application and support of the client through the application process.

How are Funds Administered

Funding is administered on a quarterly reimbursement basis and requires a match. The match can be comprised of any non-federal source of money as long as it is not already used to draw down another source of federal match. CAFB will reimburse participating organizations 1/3rd of the entire program costs spent on allowable activities. This means that for every \$1 spent by a partner organization on allowable food stamp outreach activities, CAFB will reimburse \$0.33.

Currently, there is no limit as to how much money a community-based organization can draw down in federally matched food stamp outreach dollars.

To Join the Food Stamp Outreach Partnership Program

To learn more about this funding source for your food stamp outreach efforts, please contact Jessica Bartholow at Jessica@cafoodbanks.org or (510) 282-0909 to request an application packet. Paperwork should be submitted before the end of January to secure your funding for the period beginning April 1, 2005.

Appendix C – Outreach Materials:

Alameda County Community Food Bank – Peer piece for working families:

Food Stamps Can Work For You Too!



Germey Baird

Working father of two children

"Food stamps relieve a lot of the stress of worrying about where or how my kids are gonna eat and where the food is gonna come from. They have something to eat before they go to school and before they go to bed. I'm able to provide them with the nutritious food that is essential for their growth."

Food Stamps for Working Families

- People who work may still be eligible for food stamps
- The Food Stamp Program is not a welfare program, it is an entitlement program that is available to ALL people who need it.
- Food stamps can help you supplement your food budget even if you are employed or receiving unemployment.
- Food stamps can help you buy the healthy food you and your family like.
- You can own your own home and car and be eligible for food stamps.
- You may be able to apply for food stamps without ever having to go to the food stamp office.
- Food stamps are free, but you must apply.

You may also be eligible for food stamps!

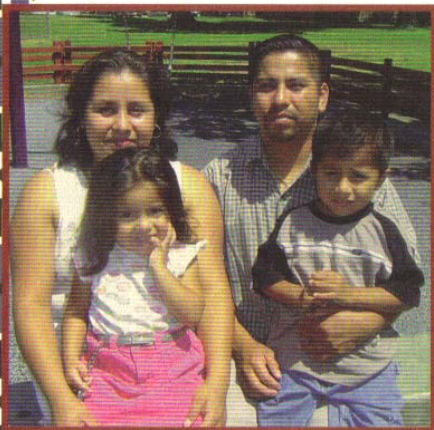
Call the Food Bank at

1-800-870-3663

to find out.



ALAMEDA COUNTY
**COMMUNITY
FOOD BANK**



Ignacio Morales

Trabajador y padre de dos hijos

"Yo trabajo, pero aun asi necesitamos ayuda para que nos alcance el dinero para la comida. Desde que nos aceptaron para las estampillas se nos ha hecho más fácil comprar comida nutritiva. Ahora mis hijos y mi esposa no se acuestan con hambre. Y como las estampillas vienen ahora en tarjeta, no nos da pena pagar en la registradora."

Sí Es Macho Usar Estampillas Para Comida

- ▲ El Programa de Estampillas Para Comida no es welfare, es asistencia para mejorar su nutrición.
- ▲ Su estado migratorio no será afectado si usted o miembros de su familia reciben ayuda de alimentación de los Programas WIC y Estampillas Para Comida. Estos dos programas proveen comida del Departamento de Agricultura y los dos son asistencia de nutrición.
- ▲ Si usted no tiene papeles legales y tiene hijos ciudadanos, usted puede solicitar para que ellos reciban Estampillas Para Comida.
- ▲ Con Estampillas Para Comida, usted puede comprar alimentos tales como carnes y verduras frescas, frijoles, arroz, leche y más.
- ▲ Con la nueva tarjeta de EBT es mucho más fácil hacer sus compras de alimentos
- ▲ La Estampillas Para Comida son gratis pero tiene que solicitarlas.

¡Usted también puede calificar!

Llamenos al

1-800-870-3663

para averiguar.



**Will using benefits hurt my chances of getting
a Green Card or becoming a U.S. Citizen?**

Good News! INS says:

If you DO NOT have a green card yet



**It will NOT hurt
your chances
of getting a
green card**
if YOU, your
CHILDREN, or
other Family
Members use:



HEALTH CARE, such as: Medi-Cal, Healthy
Families, WIC, prenatal care, other free or low-cost
medical care



Food Programs, such as: Food Stamps,
WIC, school Meals and other food assistance



**Other programs that do not give cash,
such as:** public housing, disaster relief, childcare
services, job training, transportation vouchers



**You MIGHT
have a
problem
getting your
green card
later
ONLY IF:**



You use CASH WELFARE, such as: CalWORKs,
Supplemental Security Income (SSI) General
Assistance (GA), Cash Assistance Program for
Immigrants (CAPI)



**OR your family's only source of support is
cash welfare received by your CHILDREN or
other FAMILY MEMBERS**



**Or you are in a nursing home or other LONG-
TERM CARE** paid for by Medi-Cal or other
government funds

Call one of the phone numbers listed on the back for more information

If you are a VICTIM OF ABUSE



**Who has filed a self-petition under the Violence Against Women
Act (VAWA),** use of cash welfare and other programs will NOT count against you

If you are a REFUGEE or ASYLEE



**You can use ANY benefits, including cash welfare, health care,
food programs and non-cash programs,** without hurting your chances of
getting a green





ALAMEDA COUNTY
**COMMUNITY
FOOD BANK**

NEW!

Food Stamp Enrollment Clinics

What is a Food Stamp Enrollment Clinic?

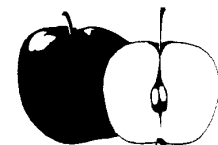
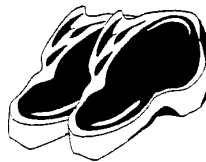
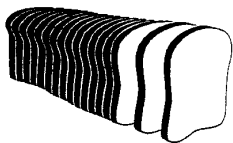
The Alameda County Community Food Bank is now offering Food Stamp Enrollment Clinics (FSEC), a new service **free of charge** to community based organizations and their clients.

At Food Stamp Enrollment Clinics, Food Bank staff will come to your site, screen clients for food stamp eligibility and assist them in completing the food stamp application.

What is the Food Stamp Program?

The Food Stamp Program is a federal nutrition assistance program designed to promote the general welfare and safeguard the health and well-being of the nation by raising the levels of nutrition among low-income households. Food stamp benefits are NOT welfare, and are not considered a form of public charge.

Whether working or unemployed, families and/or individuals may be able to get food stamps. Even if your clients do not have a social security number, but their kids do, the children may be eligible for food stamps.



**Help your clients get the healthy food they need.
Sign up for a Food Stamp Enrollment Clinic today!**

☐ **Yes, I would like to schedule a Food Stamp Enrollment Clinic at my agency.**

Agency Name: _____

Contact Name: _____

Street Address: _____

Contact Phone: _____

City/State/Zip: _____

Email: _____

Preferred date/time for clinic: _____

FAX BACK TO: (510) 635-3773

For more information contact Elizabeth Gomez, community outreach coordinator, at (510) 636-4905

Food Stamp Outreach Materials ORDER FORM

Please submit completed order forms to:

Liz Gomez at Food Bank: Fax (510) 636-4905 or Mail: PO BOX 2599 Oakland, 94614 OR

Winnie Yi at Lao Family: Fax (510) 533-1516 or Mail: 1551 23rd Ave., Oakland, 94606

Contact Name: _____

Organization: _____

Ship to Address: _____

City: _____ Zip Code: _____

Telephone: _____ Fax: _____ E-mail: _____

Item No.	Title	Quantity
1	English: Food Stamp Application for Outreach Partner	
2	Spanish: Food Stamp Application for Outreach Partner	
3	Chinese: Food Stamp Application for Outreach Partner	
4	Vietnamese: Food Stamp Application for Outreach Partner	
5	Application Tracking Log for Outreach Partner	
6	Pre-Screen Worksheets for Outreach Partner	
7	English: USDA Food Stamp Pamphlet	
8	Spanish: USDA Food Stamp Pamphlet	
9	Chinese: USDA Food Stamp Pamphlet	
10	Vietnamese: USDA Food Stamp Pamphlet	
11	English/Spanish: "Free Food Within Your Reach" a Resource Guide for Alameda County	
12	English/Chinese: "Free Food Within Your Reach" a Resource Guide for Alameda County	
13	English/Vietnamese: "Free Food Within Your Reach" a Resource Guide for Alameda County	
14	English: Checklist Envelope for Clients	
15	Spanish: Checklist Envelope for Clients	
16	Chinese: Checklist Envelope for Clients	
17	Vietnamese: Checklist Envelope for Clients	
18	English: Request to Waive or Schedule Face to Face Interview	

Please let us know if you have other language needs.

NOTE: Exclude any household member who receive SSI/SSP and do not count any of their income or resources.

DOB:

Step 1 – Household Composition

Step 2– Excluded and Eligible Members A & B

Is anyone in your household undocumented?

If **no**, go to **step 3**

If **yes**, enter total (undoc)2A =

add members from **step 1** +

Grand Total 2B = _____ **go to step 3**

If yes, enter total **step 1** = go to **step 2**

If no, stop there is no food stamp eligibility

Step 3 – Elderly/Disabled or Veteran

- Age 60 or over
- Disabled -in receipt of SSA benefits
- A veteran - in receipt of VA benefits

If **no**, go to step 4A

If yes, go to step 4B

Step 4A - Resources

4B – Resources for Elderly or Disabled

Does your household have more than \$3,000 in resources such as cash, bank accounts, stocks, etc?

If **no**, go to **step 5**

If **no**, go to step 5

If **yes**, stop there is no food stamp eligibility.

If **yes**, **stop** there is no food stamp eligibility.

Step 5 – Countable Income:

A=members in step 1

B=members in step 2

- Work or Self Employment (gross)
- SSA benefits, UIB/SDI benefits
- Child Support
- Other Source

6A - Add monthly gross income of all members listed in **step 1** = **Total 6A** \$ _____. Are there any households members listed from **step 2**? if no, go to **step 7**

if yes, go to step 6B

6B - Add monthly gross income of all members listed in **step 2A** = Total \$ _____ ÷ (divide) this total by the grand total members listed in **step 2B** = \$ _____ x (multiply) this result by members listed in **step 1** = **total countable monthly share for 2A** = \$ _____ add any monthly income listed from members in **step 1** above **Total 6A** + \$ _____

Grand Total 6B = \$ _____ **go to Step 7**

Step 7– Eligibility Income Comparison

Is the monthly total income from **step 6A** or **6B** under the Gross Monthly Income Eligibility Standard for the total eligible household members listed in **Step 1**?

If yes, complete an application.

If **no**, there is no food stamp eligibility.

GLOSSARY OF TERMS USED IN PRE-SCREENING SHEET

- **HOUSEHOLD** – When applying for food stamps, a ‘household’ represents only those members in the household who live together and prepare meals together as a family.
- **CITIZEN** – Persons born in the U.S., or abroad to U.S. citizen parents, persons who naturalized, and persons whose parents are naturalized.
- **REFUGEE** – Non-citizens who while *outside* the U.S. and their home country, were granted permission to live in the U.S. because they have a well-founded fear of persecution in their home country. Most people who fall under this category.
- **ASYLUM SEEKER** – Non-citizens who while *in* the U.S., were granted permission to live in the U.S. because of a well-founded fear of persecution in their home country. Most people will know if he/she falls under this category.
- **SSA** – In this pre-screening sheet, “SSA” stands for Social Security Administration.

POINTS TO REMEMBER:

- ✓ **Convicted Drug felons** after 8/22/96 are not eligible to receive food stamps. This only applies to persons convicted of a drug felony.
- ✓ **SSI/SSP (Social Security Supplemental Income) recipients** are not eligible to receive food stamps if the SSI/SSP amount already includes a provision for food. However, other members of the household who do not receive SSI/SSP may be eligible to receive food stamps.
- ✓ You can **own a home and/or car** and be eligible for food stamps. If you own property other than the home you are currently living in, it may affect your eligibility.
- ✓ People can receive **emergency or expedited food stamps** if they earn less than \$150 a month and have no other income. Must apply in person. Social Services will determine eligibility within 3 working days.
- ✓ Only the Social Services Agency can make the **final determination for eligibility** and the exact benefit amount a person will receive. The following table will give you an ‘idea’ of how much in food stamps a person can receive.

Income Guideline/Food Stamp Benefit Allotment

Household Size	Gross Monthly Income Limit	Net Monthly Income Limit	Maximum Benefit
1	\$1,037	\$ 798	\$ 152
2	1,390	1,070	278
3	1,744	1,341	399
4	2,097	1,613	506
5	2,450	1,885	601
6	2,803	2,156	722
7	3,156	2,428	798
8	3,509	2,700	912
+1	+354	+272	+114

October 1, 2005- September 30, 2006

MAIL ALL APPLICATIONS to the Hayward office:

**Attention: E11C
Alameda County Social Services
24100 Amador St.
Hayward, CA 94544**

- ✓ Individuals can track status of own application by calling **1-888-999-4772**.

Food Stamp Pre-Screen Tracking Log

Organization Name: _____

Month: _____

Contact Name: _____

Contact Phone: _____

	APPLICANT NAME	BIRTHDATE	DATE OF PRE SCREEN	DATE SUBMITTED APPL. TO SOC. SERV.	NOTES
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Please submit tracking logs at the end of the month to Alameda County Community Food Bank ATTN: Liz Gomez.
Phone: (510) 636-4905 Fax: (510) 635-3773 Address: PO Box 2599 Oakland, CA 94614

Food Stamps in a Day!

Would you like to enroll in the Food Stamp Program without leaving the Tenderloin? St. Anthony Foundation will again host a one day event to enroll our clients in the Food Stamp Program. Food Stamp Office workers will come to St. Anthony Foundation. In many cases, you will know if you are qualified by the end of your interview and can have your Food Stamp Benefits as early as 1 p.m. the next day! **Last month this event filled by 11:45 a.m. Coming early (between 11:00- 11:30 a.m.) greatly improves your likelihood of getting an appointment to apply for Food Stamps.**

When: Tuesday, February 15, 2005
11:00 a.m. - 3:00 p.m.
(or until all appointments are filled, whichever comes earlier)

Where: Poverello Room (just around the corner from the Dining Room)
St. Anthony Foundation
109 Golden Gate Avenue
San Francisco, CA 94102

How to Apply: Although in many cases, we can help you even if you do not bring any paperwork, having **ANY** of the following pieces of information with you can greatly speed up the process:

- State issued I.D. or Driver's License (from any state)
- Social Security Card (just knowing your number is fine)
- Passport
- Library Card, Student I.D., or any other I.D. issued by a government agency.
- Proof of income
- Proof of Child Care expenses (including court ordered child support)
- Rent Receipt or Mortgage Payment
- Receipts for medical expenses

Did You Know?:

- Homeless people are eligible
- It doesn't matter if you own a car or how much your car is worth
- It doesn't matter if you own your own home
- Starting January 1st, persons convicted of certain drug felonies more than five years ago are now eligible to apply
- All qualifying U.S. born children, regardless of their parents' status, are eligible for Food Stamps.
- If you live in an SRO, or are Homeless or Disabled, you can use your Food Stamps at several local restaurants.

Food Stamp Screener For Food Stamps in a Day

Introduction Script: *The food stamp office is here today interviewing applicants for food stamps. If you qualify, you can have your food stamp benefits as early as*

1:00 p.m. tomorrow. After your interview, you will be given a special ticket that will allow you to move to the front of the Dining Room line so you won't lose your place. Are you interested in applying for food stamps today?

1. Are you a U.S. citizen or legal permanent resident?
 - *Yes—continue*
 - *No terminate (although they can still get food stamps for U.S. born children)*
2. Do you currently receive food stamps?
 - *Yes—terminate interview*
 - *No – continue*
3. Are you currently on either SSI or SSP?
 - *Yes – terminate interview*
 - *No – continue*
4. Resources – do you have less than \$2,000 in cash or in the bank?
 - *Yes, continue,*
 - *No, if elderly (60+) or disabled the limit is \$3,000.*

Otherwise, terminate interview.
5. Including yourself, how many people live in your household?
(Household is people you live with AND buy food/ prepare meals with, such as spouse, roommate, child, parent, etc.)
6. Does your household income fall inside the following guidelines *(see chart)*?
(Household is people you live with AND buy food/ prepare meals with, such as spouse, roommate, child, parent, etc.)
 - *Yes, continue*
 - *No, terminate interview*
7. Have you been convicted of a Drug Felony after August 22, 1996?
 - *Yes--was this a conviction for use or simple possession?*
 - *Yes—continue*
 - *No—terminate*

(Drug felons convicted of use or possession become eligible for Food Stamps effective January 1, 2005. Persons convicted of other drug felonies such as possession for sale, trafficking, etc., remain ineligible for Food Stamps.)
 - ***No—give entrance ticket to 109; APPLICANT IS POTENTIALLY QUALIFIED***

Termination script: *Your responses indicate you may not be eligible for food stamps. Because we have a very limited number of appointments for applicants today, we want to ensure we reserve those appointments for those applicants most likely to qualify for food stamps. If you would still like to apply for Food Stamps through the food stamp office, you can contact them directly (hand outreach sheet)*

Food Stamps

¡Come and apply for food stamps. Get more healthy and nutritious food for you and your family!

Date: Tuesday, June 21st, 2005

Time: 8:30am

*Anaheim Independencia Family Resource Center
10841 Garza Avenue
Anaheim, CA 92804
(714) 897-6670 ext. 3606*

Contact: Diana Darwish
Phone: 714-897-6670 ext. 3606



Please be on time!



Please bring the following documents when applying for food stamps:



- Photo I.D.
- Social Security cards for you and other household members
- Proof of income (check stubs, social security letter)
- Recent bank statement
- Proof of child care payment (if applicable)
- Proof of child support income (if applicable)
- Proof of U.S. Residency (if applicable)



U.S. Citizenship
and Immigration
Services

March 3, 2004

Attention: Low-Income Immigrants
Subject: Food Stamps Will Not Affect Potential applicants for U.S. CIS Benefits

Dear Customers:

The U.S. Government wants to ensure that you receive food assistance if you are eligible under the Food Stamp Program. This nutrition program of the United States Department of Agriculture is meant to improve the health and well-being of you and your family.

Many immigrants have fears or misunderstanding about how services like Food Stamps may affect their immigration status.

As a District Director of the U.S. Citizenship and Immigration Services (U.S. CIS- formerly known as INS), I want to assure you that applying for and receiving food stamps will have no impact on your application to become, or your status as, a permanent resident.

When you are applying to become a permanent resident, you are not considered a "public charge" if you are using food programs (such as Food Stamps, WIC and school meals), health care benefits or other programs that do not give cash.

U.S. CIS officers will not be asking you if you receive non-cash benefits like these. The only time officers can ask about an immigrant's use of food stamps is when the interviewing officer suspects the stamps were used illegally or acquired in a fraudulent manner.

We want to encourage you to access Food Stamps and assistance programs for which you may be eligible without fear of their effect on your immigration status.

Sincerely,

Jane E. Arellano

Jane E. Arellano
District Director
USCIS