

Mathematica Reference No.: 06251-600

MATHEMATICA
Policy Research, Inc.

HUNGER IN AMERICA 2010
National Report Prepared
for Feeding America

Final Report

January 2010

James Mabli
Rhoda Cohen
Frank Potter
Zhanyun Zhao

Submitted to:

Feeding America
35 E. Wacker Drive, Suite 2000
Chicago, IL 60601

George Braley
Senior Vice President of Government
Relations and Public Policy

Maura Daly
Vice President of Government
Relations and Advocacy

Elaine Waxman
Director of Research and Analysis

Emily Engelhard
Manager of Social Policy Research and Analysis

Submitted by:

Mathematica Policy Research
P.O. Box 2393
Princeton, NJ 08543-2393
(609) 799-3535

Rhoda Cohen
Project Director

ACKNOWLEDGMENTS

We would like to acknowledge the strong support and vision of the staff at Feeding America, George Braley, Maura Daly, Elaine Waxman, Emily Engelhard, and Lindsey Baker, who provided strong support throughout the research process. The quality of the product was also much improved through sound advice from the Technical Advisory Group: John Cook, Jim Ohls, Rob Santos, Chris Gundersen, Beth Osborne Daponte, and Steve Carlson. We also acknowledge the contributions of the Member Advisory Committee, Mariann Guinn, Karen Joyner, Jeff Dronkers, Nicholas Saccaro, Erin Rockhill, JC Dwyer and Kristen Yandora, in the review of the data collection instruments and procedures.

Also, a number of staff from Mathematica Policy Research made important contributions, which contributed to the success of the project. Frank Potter, working with Zhanyun Zhao, developed and implemented the sampling plan and developed the analysis weights for the project, with the assistance of Yuhong Zheng, Cathy Lu and Shinu Verghese. Mathematica internal advisors, including Laura Castner and John Hall, made many important suggestions for the analysis and reports.

On the survey side, Marcia Comly and Laurie Bach spent long hours obtaining the sample frames from the food banks and providing feedback to them throughout the sampling process. The data they obtained were placed in a comprehensive computer tracking database developed by Shilpa Khambati and Roland Scurato. David Eden worked tirelessly to update and produce the training video for affiliates to use in training large numbers of field interviewers. Andrea Smith made significant contributions to the series of webinars supporting the development of the sample frame and the in-person training sessions for the Hunger Study Coordinators. Andrea Sleeper provided on-going support for the distribution of data collection materials to the food banks.

Marcia Tobias, Pat Barta, Cynthia Campbell, Cheryl Lichtenstein, Leslie Randall, Lorraine Davis, Linda Warren, and Brandon Wentworth, under the supervision of Ae Sengmavong, Season Bedell-Boyle and Marcia Tobias provided guidance to the food banks' Hunger Study Coordinators. Jessica Boehm played a key role in reviewing and preparing the completed client questionnaires for shipment to Questar for electronic data capture.

Jeffrey Holt, Ira Nichols-Barrer, and Elizabeth Petraglia provided critical and advanced programming and analysis skills needed to produce the report. Carlo Caci offered extraordinary computer skills in enhancing and implementing a system to expeditiously generate national, local, state, and special analysis databases. Dawn Patterson provided exceptional secretarial support throughout the process. The competency and flexibility demonstrated by all involved were key factors in the success of the project.

CONTENTS

Chapter	Page
1. HIGHLIGHTS OF FINDINGS	1
2. INTRODUCTION.....	7
2.1 OBJECTIVES	9
2.2 OVERVIEW OF THE FEEDING AMERICA NETWORK.....	10
2.3 GROUPS AND ORGANIZATIONS INVOLVED IN THE STUDY	14
2.4 OVERVIEW OF THE REST OF REPORT	15
3. METHODS.....	17
3.1 INSTRUMENT DEVELOPMENT	17
3.2 TRAINING OF FOOD BANK STUDY COORDINATORS	18
3.3 AGENCY SURVEY	18
3.4 CLIENT SURVEY	22
3.5 RESPONSE RATES	26
3.6 ANALYSIS METHODS	30
3.6.1 Tables	30
3.6.2 Other Methodological Considerations.....	32
3.7 REPORTING CONVENTIONS IN FOOD BANK REPORTS.....	38
4. ESTIMATES OF THE NUMBER OF FEEDING AMERICA CLIENTS SERVED	41
4.1 BACKGROUND AND LIMITATIONS.....	41
4.2 OVERVIEW OF FINDINGS	43
4.3 ESTIMATES OF NUMBER OF PANTRIES IN THE NETWORK	44
4.4 ESTIMATES OF THE NUMBER OF PANTRY CLIENTS	47
4.5 ESTIMATES OF NUMBER OF KITCHENS IN THE NETWORK	50
4.6 ESTIMATES OF THE NUMBER OF KITCHEN CLIENTS	52

CONTENTS (*continued*)

Chapter	Page
4.7 ESTIMATES OF EMERGENCY SHELTERS IN THE NETWORK AND ESTIMATES OF THE NUMBER OF EMERGENCY SHELTER CLIENTS IN A YEAR	55
4.8 ESTIMATES OF DIFFERENT CLIENTS ACROSS THE WHOLE FEEDING AMERICA SYSTEM	57
4.9 DISCUSSION OF CHANGES IN AGENCY AND CLIENT ESTIMATES FROM 2005 TO 2009	59
4.9.1 The Size of the Feeding America Network in 2005 and 2009	59
4.9.2 Interpreting Changes in Client Estimates from 2005 to 2009	60
4.9.3 Changes Between 2005 and 2009 in Key Factors That Influence the Participation Estimates	63
5. CLIENTS: DEMOGRAPHIC PROFILE	65
5.1 NUMBER OF CLIENT RESPONDENTS	65
5.2 SUMMARY DEMOGRAPHIC PROFILE	67
5.3 AGE, GENDER, AND CITIZENSHIP COMPOSITION	70
5.4 MARITAL STATUS	80
5.5 HIGHEST EDUCATION LEVEL ATTAINED	81
5.6 RACIAL AND ETHNIC BACKGROUND	82
5.7 EMPLOYMENT OF ADULTS IN HOUSEHOLD	84
5.8 HOUSEHOLD INCOME	91
5.8.1 Federal Poverty Level	91
5.8.2 Household Income for the Previous Month	92
5.8.3 Sources of Household Income for the Previous Month	95
5.8.4 Annual Household Income in 2008	100
5.8.5 Education and Income in 2008	104
5.8.6 Presence of Elderly or Children and Income in 2008	106

CONTENTS *(continued)*

Chapter	Page
5.9 HOUSING.....	108
5.9.1 Housing Status.....	108
5.9.2 Household Resources	115
6. CLIENTS: FOOD INSECURITY.....	117
6.1 HOUSEHOLD FOOD INSECURITY	119
6.1.1 Household Food Insecurity and Household Composition.....	119
6.1.2 Household Food Insecurity and Supplemental Nutrition Assistance Program Participation.....	130
6.1.3 Household Food Insecurity and Household Income	135
6.1.4 Household Food Insecurity and Health.....	138
6.1.5 Household Food Insecurity and Citizenship Status.....	140
6.2 INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS.....	142
6.3 INDICATORS OF FOOD INSECURITY AMONG ADULTS.....	147
6.4 INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN.....	157
6.5 CHOICE BETWEEN FOOD AND NECESSITIES	167
7. CLIENTS: USE OF FOOD ASSISTANCE PROGRAMS.....	175
7.1 USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM.....	175
7.2 REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS	185
7.3 REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE APPLIED.....	193
7.4 USE OF OTHER PROGRAMS.....	203

CONTENTS (*continued*)

Chapter	Page
7.5 GENERAL ASSISTANCE, WELFARE, AND TANF IN THE PREVIOUS TWO YEARS.....	209
7.6 GROCERY SHOPPING PATTERNS.....	210
8. CLIENTS: HEALTH STATUS	213
8.1 HEALTH STATUS	213
8.2 HEALTH INSURANCE AND ACCESS TO MEDICAL CARE.....	216
9. CLIENTS: SERVICES RECEIVED AT FOOD PROGRAMS.....	223
9.1 NUMBER OF PANTRIES OR KITCHENS USED	223
9.2 SATISFACTION WITH SERVICES AT FOOD PROGRAMS	226
9.3 WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY	231
10. AGENCIES AND FOOD PROGRAMS: PROFILES	233
10.1 PARTICIPATING AGENCIES AND PROGRAMS REPRESENTED	233
10.2 NUMBER OF PROGRAMS OPERATED BY AGENCIES	236
10.3 AGENCIES OPERATING VARIOUS TYPES OF PROGRAMS.....	237
10.4 LENGTH OF PROGRAM OPERATION.....	237
10.5 OTHER SERVICES OR FACILITIES PROVIDED IN ADDITION TO FOOD DISTRIBUTION.....	242
10.6 TYPE OF AGENCY THAT OPERATES THE PROGRAM	250
10.7 PROGRAMS SERVING SELECTED TYPES OF CLIENTS	254
10.8 AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 2006 TO 2009	256
10.9 SEASONALITY OF CLIENT MIX.....	258
11. AGENCIES AND FOOD PROGRAMS: FOOD SERVICES.....	263
11.1 NUMBER OF BOXES OR BAGS DISTRIBUTED IN A TYPICAL WEEK.....	263

CONTENTS *(continued)*

Chapter	Page
11.2 AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN	265
12. AGENCIES AND FOOD PROGRAMS: ABILITY TO MEET CLIENT NEEDS	271
12.1 STABILITY OF EXISTING FOOD PROGRAMS	271
12.2 FREQUENCY OF STRETCHING FOOD RESOURCES.....	278
12.3 PROGRAMS THAT TURNED AWAY CLIENTS.....	286
12.4 ADDITIONAL FOOD RESOURCES NEEDED PER WEEK.....	290
13. AGENCIES AND FOOD PROGRAMS: RESOURCES	293
13.1 SOURCES OF FOOD DISTRIBUTED BY PROGRAMS.....	293
13.2 STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK ..	302
13.3 PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANKS	307
14. AGENCIES AND FOOD PROGRAMS: IMPORTANCE OF FOOD BANKS	309
14.1 PRODUCTS NEEDED FROM FOOD BANKS.....	309
14.2 IMPACT OF ELIMINATION OF FOOD BANK.....	313
14.3 AREAS OF ADDITIONAL ASSISTANCE DESIRED	315
15. CHANGES IN CLIENT AND AGENCY CHARACTERISTICS: 2005 TO 2009.....	319
15.1 DEMOGRAPHIC PROFILE.....	321
15.2 FOOD INSECURITY	325
15.3 USE OF FOOD ASSISTANCE PROGRAMS.....	331
15.4 HEALTH STATUS	336
15.5 SERVICES RECEIVED AT FOOD PROGRAMS.....	338
15.6 AGENCIES AND FOOD PROGRAMS	342

CONTENTS (*continued*)

Chapter	Page
APPENDIX A DETAILS OF CALCULATION OF THE NUMBER OF PEOPLE SERVED IN SUBGROUPS OF FA CLIENTS	
APPENDIX B SNAP ELIGIBILITY CRITERIA	
APPENDIX C SOURCES OF INFORMATION SHOWN IN THE CHARTS AND TABLES IN CHAPTERS 5 THROUGH 14	
APPENDIX D HUNGER IN AMERICA TABLE CROSSWALK, 2006 TO 2010	

CHARTS

Chart	Page
CHART 2.2.1 SOURCES OF FOOD AND CHANNELS OF FOOD DISTRIBUTION FOR FOOD BANKS.....	12
CHART 3.3.1 AGENCY SURVEY ACTIVITIES	21
CHART 3.4.1 CLIENT SURVEY ACTIVITIES.....	25
CHART 3.5.1 STUDY OVERVIEW	27
CHART 3.5.2 ORGANIZATIONS AND INDIVIDUALS INVOLVED IN THE RESEARCH PROCESS.....	28
CHART 3.5.3 SERVICE AREAS OF FOOD BANKS PARTICIPATING IN THE HUNGER STUDY	29
CHART 5.1.1 WEIGHTED PERCENTAGES OF CLIENT RESPONDENTS BY TYPE OF INTERVIEW SITE.....	66
CHART 5.3.1 GENDER COMPOSITION OF CLIENTS AT PROGRAM SITES BY PROGRAM TYPE.....	72
CHART 5.3.2 AGE COMPOSITION OF ALL MEMBERS OF CLIENT HOUSEHOLDS BY PROGRAM TYPE.....	76
CHART 5.6.1 RACIAL AND ETHNIC BACKGROUND BY PROGRAM TYPE	83
CHART 5.7.1 HOUSEHOLDS WITH AT LEAST ONE WORKING ADULT BY PROGRAM TYPE.....	85
CHART 5.7.2 EMPLOYMENT STATUS OF ALL ADULTS IN CLIENT HOUSEHOLDS BY PROGRAM TYPE.....	90
CHART 5.8.2.1 HOUSEHOLD INCOME FOR PREVIOUS MONTH AS PERCENTAGE OF FEDERAL POVERTY LEVEL BY PROGRAM TYPE.....	94
CHART 5.8.3.1 MAIN SOURCE OF HOUSEHOLD INCOME FOR PREVIOUS MONTH AMONG ALL CLIENTS.....	97
CHART 5.8.3.2 ALL SOURCES OF HOUSEHOLD INCOME FOR PREVIOUS MONTH AMONG ALL CLIENTS.....	99
CHART 5.8.4.1 HOUSEHOLD INCOME IN 2008 AS PERCENTAGE OF FEDERAL POVERTY LEVEL BY PROGRAM TYPE	103

CHARTS *(continued)*

Chart	Page
CHART 5.9.1.1 HOUSING BY PROGRAM TYPE.....	111
CHART 5.9.2.1 HOUSEHOLD RESOURCES BY PROGRAM TYPE	116
CHART 6.1.1.1 FOOD INSECURITY AMONG ALL CLIENT HOUSEHOLDS.....	121
CHART 6.1.1.1A FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN YOUNGER THAN AGE 18.....	121
CHART 6.1.1.1B FOOD INSECURITY AMONG HOUSEHOLDS WITH SENIORS AGE 65 OR OLDER.....	122
CHART 6.4.1A INDICATOR OF FOOD INSECURITY AMONG HOUSEHOLD WITH CHILDREN: ANSWERED 'OFTEN' OR 'SOMETIMES' TO 'CHILDREN WERE NOT EATING ENOUGH' BY PROGRAM TYPE ...	159
CHART 6.4.1B INDICATOR OF FOOD INSECURITY AMONG HOUSEHOLD WITH CHILDREN: HOUSEHOLDS WHERE CHILDREN EVER SKIPPED MEALS BY PROGRAM TYPE.....	159
CHART 6.4.1C INDICATOR OF HUNGER AMONG HOUSEHOLD WITH CHILDREN: HOUSEHOLDS WITH CHILDREN WHO WERE EVER HUNGRY BY PROGRAM TYPE	160
CHART 7.1.1 USE OF SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BY PROGRAM TYPE	179
CHART 7.2.1 REASONS WHY CLIENT HOUSEHOLDS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS BY PROGRAM TYPE.....	187
CHART 7.3.1 REASONS WHY CLIENT HOUSEHOLDS ARE NOT RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS BY PROGRAM TYPE.....	195
CHART 8.1.1 HOUSEHOLDS WITH AT LEAST ONE MEMBER REPORTED TO BE IN POOR HEALTH BY PROGRAM TYPE	215
CHART 8.2.1 HEALTH INSURANCE AMONG ALL CLIENTS.....	219
CHART 9.2.1 SATISFACTION WITH FOOD PROVIDED BY PROGRAM TYPE.....	228
CHART 9.3.1 WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY ALL CLIENTS.....	232

CHARTS (*continued*)

Chart	Page
CHART 10.1.1 PERCENTAGE OF PARTICIPATING PROGRAMS BY PROGRAM TYPE.....	235
CHART 10.4.1 PERCENTAGE OF PROGRAMS IN OPERATION FOR 11 TO 20 YEARS BY PROGRAM TYPE	239
CHART 10.6.1 TYPE OF AGENCY THAT OPERATES THE PROGRAM BY PROGRAM TYPE.....	251
CHART 12.1.1 PROGRAMS THAT FACE AT LEAST ONE PROBLEM THREATENING THEIR CONTINUED OPERATION BY PROGRAM TYPE.....	273
CHART 12.1.1P NATURE OF PROBLEMS THAT THREATEN CONTINUED OPERATION AMONG PANTRY PROGRAMS	274
CHART 12.2.1 FREQUENCY OF STRETCHING FOOD RESOURCES BY PROGRAM TYPE.....	282
CHART 12.3.1P REASONS FOR TURNING AWAY CLIENTS AMONG PANTRY PROGRAMS.....	288
CHART 12.4.1 AVERAGE AND MEDIAN NUMBER OF ADDITIONAL MEAL EQUIVALENTS NEEDED BY PROGRAM TYPE.....	291
CHART 13.2.1 MEDIAN NUMBER OF PAID STAFF AND VOLUNTEERS DURING PREVIOUS WEEK BY PROGRAM TYPE	305
CHART 14.1.1P PRODUCTS NEEDED FROM FOOD BANKS AMONG PANTRY PROGRAMS.....	311
CHART 14.1.1K PRODUCTS NEEDED FROM FOOD BANKS AMONG KITCHEN PROGRAMS.....	311
CHART 14.1.1S PRODUCTS NEEDED FROM FOOD BANKS AMONG SHELTER PROGRAMS.....	312
CHART 14.2.1 IMPACT OF ELIMINATION OF FOOD BANK BY PROGRAM TYPE..	314
CHART 14.3.1P AREAS OF ADDITIONAL ASSISTANCE NEEDED AMONG PANTRY PROGRAMS.....	317
CHART 14.3.1K AREAS OF ADDITIONAL ASSISTANCE NEEDED AMONG KITCHEN PROGRAMS	317

CHARTS (*continued*)

Chart	Page
CHART 14.3.1S AREAS OF ADDITIONAL ASSISTANCE NEEDED AMONG SHELTER PROGRAMS	318

TABLES

Table	Page
TABLE 4.2.1 ESTIMATES OF NUMBERS OF DIFFERENT CLIENTS SERVED BY THE FA NETWORK (WEEKLY AND ANNUAL ESTIMATES).....	44
TABLE 4.3.1 ESTIMATED NUMBER OF PANTRIES IN THE FA NETWORK.....	46
TABLE 4.4.1 DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE USING PANTRIES ANNUALLY	49
TABLE 4.5.1 ESTIMATED NUMBER OF KITCHENS IN THE FA NETWORK	51
TABLE 4.6.1 DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE USING KITCHENS ANNUALLY	53
TABLE 4.7.1 ESTIMATED NUMBER OF SHELTERS IN THE FA NETWORK	55
TABLE 4.7.2 DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE USING SHELTERS ANNUALLY	56
TABLE 4.8.1 ESTIMATED ANNUAL CLIENTS, UNDUPLICATED ACROSS AGENCIES (PERSONS).....	57
TABLE 5.1.1 NUMBER OF CLIENT RESPONDENTS	66
TABLE 5.2.1 SUMMARY DEMOGRAPHIC PROFILE OF FA CLIENTS	67
TABLE 5.3.1 AGE, GENDER, AND CITIZENSHIP COMPOSITION AMONG ADULT CLIENTS.....	70
TABLE 5.3.2 AGE, GENDER, AND CITIZENSHIP COMPOSITION	73
TABLE 5.3.2N AGE COMPOSITION (ESTIMATED NUMBER OF CLIENT HOUSEHOLD MEMBERS ANNUALLY)	75
TABLE 5.3.3 AGE COMPOSITION AMONG ALL CLIENTS	77
TABLE 5.3.3N AGE COMPOSITION (ESTIMATED NUMBER OF CLIENTS ANNUALLY)	78
TABLE 5.4.1 MARITAL STATUS.....	80
TABLE 5.5.1 HIGHEST EDUCATION LEVEL ATTAINED.....	81
TABLE 5.6.1 RACIAL AND ETHNIC BACKGROUND.....	82
TABLE 5.7.1 EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD.....	84

TABLES (continued)

Table	Page
TABLE 5.7.2 DETAILED EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD...	86
TABLE 5.7.2N ESTIMATED NUMBER OF EMPLOYED ADULTS, FULL-TIME AND PART-TIME	88
TABLE 5.8.1.1 THE 2009 FEDERAL POVERTY LEVEL—MONTHLY INCOME	91
TABLE 5.8.2.1 HOUSEHOLD INCOME FOR THE PREVIOUS MONTH	92
TABLE 5.8.3.1 MAIN SOURCE OF HOUSEHOLD INCOME FOR THE PREVIOUS MONTH	95
TABLE 5.8.3.2 ALL SOURCES OF HOUSEHOLD INCOME FOR PREVIOUS MONTH	98
TABLE 5.8.4.1 HOUSEHOLD INCOME FOR 2008	100
TABLE 5.8.4.1N ESTIMATED NUMBER OF CLIENT HOUSEHOLDS RECEIVING TANF OR GA DURING PREVIOUS MONTH	102
TABLE 5.8.5.1 INCOME IN 2008, BY EDUCATION	104
TABLE 5.8.6.1 INCOME IN 2008, BY PRESENCE OF ELDERLY OR CHILDREN	106
TABLE 5.9.1.1 HOUSING STATUS	108
TABLE 5.9.1.1N ESTIMATED NUMBER OF CLIENTS WITH OR WITHOUT A PLACE TO LIVE.....	110
TABLE 5.9.1.2 INCOME IN 2008, BY HOUSING STATUS	112
TABLE 5.9.1.3 INCOME IN 2008, BY HOME OWNERSHIP	113
TABLE 5.9.2.1 HOUSEHOLD RESOURCES	115
TABLE 6.1.1.1 HOUSEHOLD FOOD INSECURITY	119
TABLE 6.1.1.1N ESTIMATED NUMBER OF HOUSEHOLDS, BY FOOD SECURITY STATUS.....	123
TABLE 6.1.1.2 FOOD INSECURITY, BY PRESENCE OF CHILDREN	125
TABLE 6.1.1.3 FOOD INSECURITY, BY PRESENCE OF YOUNG CHILDREN	126
TABLE 6.1.1.4 FOOD INSECURITY, BY PRESENCE OF ELDERLY OR CHILDREN..	127

TABLES (continued)

Table	Page
TABLE 6.1.2.1 FOOD INSECURITY, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM PARTICIPATION.....	130
TABLE 6.1.2.1N ESTIMATED NUMBER OF HOUSEHOLDS, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM PARTICIPATION AND FOOD INSECURITY	133
TABLE 6.1.3.1 FOOD INSECURITY, BY INCOME IN 2008.....	135
TABLE 6.1.3.2 INCOME IN 2008, BY FOOD SECURITY STATUS.....	136
TABLE 6.1.4.1 FOOD INSECURITY, BY HEALTH STATUS.....	138
TABLE 6.1.5.1 FOOD INSECURITY, BY CITIZENSHIP STATUS	140
TABLE 6.1.5.2 FOOD INSECURITY AMONG HOUSEHOLDS CONTAINING AT LEAST ONE NONCITIZEN, BY PRESENCE OF YOUNG CHILDREN.....	141
TABLE 6.2.1 INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS	142
TABLE 6.2.1N ESTIMATED NUMBER OF HOUSEHOLDS, BY INDICATORS OF FOOD INSECURITY	143
TABLE 6.2.2 INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFIT RECEIPT.....	145
TABLE 6.3.1 INDICATORS OF FOOD INSECURITY AMONG ADULTS	147
TABLE 6.3.1N ESTIMATED NUMBER OF HOUSEHOLDS, BY INDICATORS OF FOOD INSECURITY	149
TABLE 6.3.2 INDICATORS OF FOOD INSECURITY AMONG ADULTS, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFIT RECEIPT.....	151
TABLE 6.3.3 INDICATORS OF FOOD INSECURITY AMONG ADULTS, BY URBAN/METROPOLITAN STATUS	154
TABLE 6.4.1 INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN	157
TABLE 6.4.1N ESTIMATED NUMBER OF CLIENT HOUSEHOLDS WITH CHILDREN BY INDICATORS OF FOOD INSECURITY	161

TABLES (continued)

Table	Page
TABLE 6.4.2 INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFIT RECEIPT	163
TABLE 6.4.3 INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN, BY URBAN/METROPOLITAN STATUS	165
TABLE 6.5.1 CHOICE BETWEEN FOOD AND NECESSITIES.....	167
TABLE 6.5.2 HOUSEHOLD TRADE-OFFS, BY FOOD SECURITY STATUS	169
TABLE 6.5.3 HOUSEHOLD TRADE-OFFS, BY HOUSEHOLD STRUCTURE	172
TABLE 7.1.1 USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM.....	175
TABLE 7.1.1N USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM.....	178
TABLE 7.1.2 USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM, BY PRESENCE OF ELDERLY OR CHILDREN	180
TABLE 7.1.3 USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM, BY URBAN/METROPOLITAN STATUS	182
TABLE 7.2.1 REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS	185
TABLE 7.2.2 REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, BY PRESENCE OF ELDERLY OR CHILDREN.....	188
TABLE 7.2.3 REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS BY URBAN/METROPOLITAN STATUS	190
TABLE 7.3.1 SELF-REPORTED REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE EVER APPLIED	193

TABLES (continued)

Table	Page
TABLE 7.3.2 SELF-REPORTED REASONS THAT RESPONDENTS OR THEIR HOUSEHOLDS DO NOT CURRENTLY RECEIVE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE EVER APPLIED, BY PRESENCE OF ELDERLY OR CHILDREN.....	196
TABLE 7.3.3 SELF-REPORTED REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE EVER APPLIED, BY URBAN/METROPOLITAN STATUS	198
TABLE 7.3.4 REPORTED INCOME LEVELS OF CLIENTS WHO INDICATED INELIGIBLE INCOME AS A REASON FOR NOT RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS	200
TABLE 7.3.5 REPORTED INCOME LEVELS OF CLIENTS WHO INDICATED INELIGIBLE INCOME AS A REASON FOR NOT RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, BY ELDERLY AND CHILD STATUS	201
TABLE 7.3.6 REPORTED INCOME LEVELS OF CLIENTS WHO INDICATED INELIGIBLE INCOME AS A REASON FOR NOT RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, BY URBAN/METROPOLITAN STATUS	202
TABLE 7.4.1 USE OF OTHER PROGRAMS	203
TABLE 7.4.2 USE OF OTHER PROGRAMS, BY URBAN/METROPOLITAN STATUS.....	205
TABLE 7.4.3 NONPARTICIPATION IN THE SUMMER FOOD PROGRAM	206
TABLE 7.4.4 NONPARTICIPATION IN THE SUMMER FOOD PROGRAM, BY URBAN/METROPOLITAN STATUS	208
TABLE 7.5.1 GENERAL ASSISTANCE, WELFARE, AND TANF IN THE PREVIOUS TWO YEARS	209
TABLE 7.6.1 GROCERY SHOPPING PATTERNS	210
TABLE 8.1.1 HEALTH STATUS	213
TABLE 8.2.1 HEALTH INSURANCE AND ACCESS TO MEDICAL CARE	216

TABLES (continued)

Table	Page
TABLE 8.2.1N ESTIMATED NUMBER OF CLIENTS AT PROGRAM SITES WHO HAD BEEN REFUSED MEDICAL CARE.....	218
TABLE 8.2.2 INCOME IN 2008, BY MEDICAID PARTICIPATION STATUS	220
TABLE 8.2.3 INCOME IN 2008, BY UNINSURED STATUS	221
TABLE 9.1.1 NUMBER OF DIFFERENT PANTRIES OR KITCHENS USED	223
TABLE 9.2.1 SATISFACTION WITH SERVICES AT FOOD PROGRAMS	226
TABLE 9.2.2 SATISFACTION WITH SERVICES AT FOOD PROGRAMS, BY URBAN/METROPOLITAN STATUS	228
TABLE 9.3.1 WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY	231
TABLE 10.1.1 PROGRAMS REPORTED ON BY PARTICIPATING AGENCIES, BY PROGRAM TYPE.....	234
TABLE 10.2.1 NUMBER OF EMERGENCY FOOD PROGRAMS OPERATED BY AGENCIES	236
TABLE 10.3.1 AGENCIES OPERATING VARIOUS TYPES OF PROGRAMS	237
TABLE 10.4.1 LENGTH OF PROGRAM OPERATION	238
TABLE 10.4.2 LENGTH OF PROGRAM OPERATION, BY URBAN/METROPOLITAN STATUS	240
TABLE 10.5.1 OTHER SERVICES OR FACILITIES THAT AGENCIES OR PROGRAMS PROVIDE IN ADDITION TO FOOD DISTRIBUTION, BY PROGRAM TYPE	242
TABLE 10.5.2 OTHER SERVICES OR FACILITIES THAT AGENCIES OR PROGRAMS PROVIDE IN ADDITION TO FOOD DISTRIBUTION, BY PROGRAM TYPE AND URBAN/METROPOLITAN STATUS	245
TABLE 10.5.3 NUMBER OF ADDITIONAL SERVICES, BY PROGRAM TYPE.....	247
TABLE 10.5.4 OTHER FACILITIES AGENCIES PROVIDE IN ADDITION TO FOOD DISTRIBUTION, BY PROGRAM TYPE	248
TABLE 10.6.1 TYPE OF AGENCY THAT OPERATES THE PROGRAM.....	250

TABLES (continued)

Table	Page
TABLE 10.6.2 TYPE OF AGENCY THAT OPERATES THE PROGRAM, BY URBAN/METROPOLITAN STATUS	252
TABLE 10.7.1 PROGRAMS SERVING SELECTED TYPES OF CLIENTS	254
TABLE 10.8.1 AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 2006 TO 2009	256
TABLE 10.9.1 AGENCY ESTIMATES OF THE SEASONALITY OF CLIENT MIX	258
TABLE 10.9.2 AGENCY ESTIMATES OF THE SEASONALITY OF CLIENT MIX, BY URBAN/METROPOLITAN STATUS	260
TABLE 11.1.1 NUMBER OF BOXES OR BAGS DISTRIBUTED IN A TYPICAL WEEK	263
TABLE 11.2.1 AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN	265
TABLE 11.2.2 AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN, BY URBAN/METROPOLITAN STATUS	267
TABLE 11.2.3 AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN, BY TYPE OF AGENCY THAT OPERATES THE PROGRAM	269
TABLE 12.1.1 STABILITY OF EXISTING FOOD PROGRAMS	271
TABLE 12.1.2 STABILITY OF EXISTING FOOD PROGRAMS, BY URBAN/METROPOLITAN STATUS	275
TABLE 12.1.3 STABILITY OF EXISTING FOOD PROGRAMS, BY TYPE OF AGENCY THAT OPERATES THE PROGRAM	276
TABLE 12.2.1 FREQUENCY OF STRETCHING FOOD RESOURCES	278
TABLE 12.2.1N ESTIMATED NUMBER OF PROGRAMS HAVING TO STRETCH FOOD RESOURCES	279
TABLE 12.2.2 FREQUENCY OF STRETCHING FOOD RESOURCES, BY URBAN/METROPOLITAN STATUS	280
TABLE 12.2.3 FREQUENCY OF STRETCHING FOOD RESOURCES, BY TYPE OF AGENCY THAT OPERATES THE PROGRAM	283

TABLES (continued)

Table	Page
TABLE 12.3.1 PROGRAMS THAT TURNED AWAY CLIENTS	286
TABLE 12.3.2 MOST FREQUENT REASONS THE PROGRAM TURNED AWAY CLIENTS	289
TABLE 12.4.1 ADDITIONAL FOOD RESOURCES NEEDED PER WEEK BY KITCHEN AND SHELTER PROGRAMS	290
TABLE 13.1.1 SOURCES OF FOOD DISTRIBUTED BY PROGRAMS	293
TABLE 13.1.2 PERCENTAGE OF FOOD RECEIVED BY PROGRAMS FROM FOOD BANK, BY URBAN/METROPOLITAN STATUS.....	296
TABLE 13.1.3 PERCENTAGE OF FOOD RECEIVED BY PROGRAMS FROM FOOD BANK, BY TYPE OF AGENCY THAT OPERATES THE PROGRAM..	298
TABLE 13.1.4 PERCENTAGE OF FOOD RECEIVED BY PROGRAMS FROM FOOD BANK, BY FREQUENCY OF STRETCHING FOOD RESOURCES	300
TABLE 13.2.1 STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK	302
TABLE 13.2.1N ESTIMATED NUMBER OF VOLUNTEER HOURS DURING PREVIOUS WEEK.....	306
TABLE 13.3.1 PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANK	307
TABLE 14.1.1 PRODUCTS NEEDED FROM FOOD BANKS	309
TABLE 14.2.1 IMPACT OF ELIMINATION OF FOOD BANK	313
TABLE 14.3.1 AREAS OF ADDITIONAL ASSISTANCE DESIRED.....	315
TABLE 15.1.1 CHANGES IN DEMOGRAPHIC CHARACTERISTICS	321
TABLE 15.1.2 CHANGES IN EMPLOYMENT AND INCOME CHARACTERISTICS ..	323
TABLE 15.2.1 CHANGES IN FOOD SECURITY	325
TABLE 15.2.2 CHANGES IN FOOD SECURITY, BY PRESENCE OF ELDERLY OR CHILDREN.....	326

TABLES (continued)

Table	Page
TABLE 15.2.3 CHANGES IN FOOD SECURITY, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM PARTICIPATION AND ELIGIBILITY STATUS.....	327
TABLE 15.2.4 CHANGES IN HOUSEHOLD TRADE-OFFS BETWEEN FOOD AND NECESSITIES, BY FOOD SECURITY	329
TABLE 15.3.1 CHANGES IN THE USE OF FEDERAL FOOD ASSISTANCE PROGRAMS.....	331
TABLE 15.3.2 CHANGES IN THE REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE APPLIED	334
TABLE 15.4.1 CHANGES IN HEALTH STATUS.....	336
TABLE 15.5.1 CHANGES IN THE NUMBER OF DIFFERENT PANTRIES OR KITCHENS USED.....	338
TABLE 15.5.2 CHANGES IN THE SATISFACTION WITH SERVICES AT FOOD PROGRAMS.....	340
TABLE 15.6.1 CHANGES IN THE TYPES OF AGENCY THAT OPERATE THE PROGRAM.....	342
TABLE 15.6.2 CHANGES IN AGENCY OR PROGRAM PROVISION OF OTHER SERVICES IN ADDITION TO FOOD DISTRIBUTION.....	344
TABLE 15.6.3 CHANGES IN THE FREQUENCY OF STRETCHING FOOD RESOURCES.....	346
TABLE 15.6.4 CHANGES IN THE SOURCES OF FOOD DISTRIBUTED BY PROGRAMS.....	347
TABLE 15.6.5 CHANGES IN STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK.....	349
TABLE 15.6.6 CHANGES IN PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANK	350
TABLE 15.6.7 CHANGES IN PRODUCTS NEEDED FROM FOOD BANKS	352

TABLES (*continued*)

Table

Page

1. HIGHLIGHTS OF FINDINGS

This report presents the result of a study conducted in 2009 for Feeding America (FA) (formerly America's Second Harvest), the nation's largest organization of emergency food providers. The study is based on completed in-person interviews with more than 62,000 clients served by the FA national network, as well as on completed questionnaires from more than 37,000 FA agencies. The study summarized below focuses on emergency food providers and their clients who are supplied with food by food banks in the FA network. Emergency food programs are defined to include food pantries, soup kitchens, and emergency shelters serving short-term residents. It should be recognized that many other types of providers served by food banks are, for the most part, *not* described in this study, including such programs as Congregate Meals for seniors, day care facilities, and after school programs.

Key findings are summarized below:

ESTIMATES OF THE NUMBER OF FA CLIENTS SERVED

- The FA system served an estimated 37.0 million different people annually, an increase of 46% since 2005. This includes 33.9 million pantry users, 1.8 million kitchen users, and 1.3 million shelter users (Table 4.2.1).
- About 5.7 million different people, or 1 in 50 Americans, receive emergency food assistance from the FA system in any given week, an increase of 27% since 2005 (Table 4.2.1).

CHARACTERISTICS OF FA CLIENTS

FA agencies serve a broad cross-section of households in America. Key characteristics include:

- 38% of the members of households served by the FA National Network are children under 18 years old. This compares to 36% in 2005 (Tables 5.3.2 and 15.1.1).

- As in 2005, 8% of the members of households are children age 0 to 5 years (Tables 5.3.2 and 15.1.1).
- 8% of the members of households are elderly. This compares to 10% in 2005 (Tables 5.3.2 and 15.1.1)
- About 40% of clients are non-Hispanic white, which is consistent with the findings from 2005. Non-Hispanic black clients represent 34% of the clients, a decrease from 38% in 2005. Hispanic clients represent 20% of the clients, an increase from 17% in 2005. The rest are from other racial groups (Tables 5.6.1 and 15.1.1).
- As in 2005, 36% of households include at least one employed adult (Tables 5.7.1 and 15.1.2).
- 71% of all client households have incomes below the federal poverty level during the previous month, compared to 69% in 2005 (Tables 5.8.2.1 and 15.1.2).
- The median monthly income level for client households decreased by 7% from \$825 to \$770 in 2009 dollars (based on March Consumer Price Index) (Table 15.1.2).
- 10% are homeless, compared to 12% in 2005 (Tables 5.9.1.1 and 15.1.2).

MANY FA CLIENTS ARE FOOD INSECURE

- Among all client households served by emergency food programs of the FA National Network, 75% are food insecure, according to the U.S. government's official food security scale, an increase from 70% in 2005. This includes client households that have low food security (39%) and those that have very low food security (36%) (Tables 6.1.1.1 and 15.2.1).
- Among client households with children served by emergency food programs of the FA National Network, 78% are food insecure, according to the U.S. government's official food security scale, an increase from 73% in 2005. (Tables 6.1.1.1 and 15.2.2).

MANY CLIENTS REPORT HAVING TO CHOOSE BETWEEN FOOD AND OTHER NECESSITIES

- 46% of clients served by the FA National Network report having to choose between paying for food and paying for utilities or heating fuel. This compares to 42% in 2005 (Tables 6.5.1 and 15.2.4).
- 39% had to choose between paying for food and paying their rent or mortgage. This compares to 35% in 2005 (Tables 6.5.1 and 15.2.4).

- 34% had to choose between paying for food and paying for medicine or medical care compared. This compares to 32% in 2005 (Tables 6.5.1 and 15.2.4).
- 35% had to choose between paying for food and paying for transportation (Table 6.5.1).
- 36% had to choose between paying for food and paying for gas for a car (Table 6.5.1).

CLIENTS ALSO RECEIVE FOOD ASSISTANCE FROM THE GOVERNMENT

- 41% of client households served by the FA National Network are receiving benefits from the Supplemental Nutrition Assistance Program (SNAP), compared to 35% in 2005 (Tables 7.1.1 and 15.3.1). It is likely that many more FA clients are eligible for SNAP (Table 7.3.2).
- Among households with children age 0 to 3, 54% participate in the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), compared to 51% in 2005 (Tables 7.4.1 and 15.3.1).
- Among households with school-age children, 62% and 54%, respectively, participate in the federal school lunch and school breakfast programs, compared to 62% and 51%, respectively, in 2005 (Tables 7.4.1 and 15.3.1).
- Among households with school-aged children, 14% participate in the summer food program (Table 7.4.1).

MANY CLIENTS ARE IN POOR HEALTH

- As in 2005, 29% of households served by the FA National Network report having at least one household member in poor health (Tables 8.1.1 and 15.4.1).

MOST CLIENTS ARE SATISFIED WITH THE SERVICES THEY RECEIVE FROM THE AGENCIES OF THE FA NATIONAL NETWORK

- 92% of adult clients said they were either “very satisfied” or “somewhat satisfied” with the amount of food they received from their FA provider; 93% were satisfied with the quality of the food they received (Table 9.2.1).

THE FA NATIONAL NETWORK INCLUDES MANY PANTRIES, KITCHENS, AND SHELTERS

- The FA National Network includes approximately 33,500 food pantries, 4,500 soup kitchens and 3,600 emergency shelters. Relative to 2005, this

represents a 13% increase in the number of pantries, a 20% decrease in the number of kitchens, and a 14% decrease in the number of shelters.

VARIOUS TYPES OF ORGANIZATIONS OPERATE EMERGENCY FOOD PROGRAMS OF THE FA NATIONAL NETWORK

- 72% of pantries, 62% of kitchens, and 39% of shelters are run by faith-based agencies affiliated with churches, mosques, synagogues, and other religious organizations. This compares to 74%, 65%, and 43% in 2005 (Tables 10.6.1 and 15.6.1).
- In addition to operating emergency food programs, agencies may offer additional services. Among all agencies surveyed, 67% with at least one pantry, kitchen, or shelter are faith-based. About 55% of agencies, including those with other types of programs, are also faith-based (Table 10.6.1).
- Private nonprofit organizations with no religious affiliation comprise 33% of other types of agencies (Table 10.6.1).

AGENCIES WITH EMERGENCY FOOD PROVIDERS OBTAIN THEIR FOOD FROM A VARIETY OF SOURCES

- Food banks are by far the most important source of food for agencies with emergency food providers, accounting for 75% of the food distributed by pantries, 50% distributed by kitchens, and 41% distributed by shelters. This compares to 74%, 49%, and 42%, respectively, in 2005 (Tables 13.1.1 and 15.6.4).
- Other important sources of food include religious organizations, government, and direct purchases from wholesalers and retailers (Table 13.1.1).
- 33% of pantries, 24% of kitchens, and 22% of shelters receive food from the Commodity Supplemental Food Program (Table 13.1.1).
- 54% of pantries, 34% of kitchens, and 31% of shelters receive food from The Emergency Food Assistance Program (Table 13.1.1).
- 2% of pantries, 1% of kitchens, and 2% of shelters receive food from the Food Distribution Program on Indian Reservations (Table 13.1.1).

VOLUNTEERS ARE EXTREMELY IMPORTANT IN THE FA NETWORK

- As many as 93% of pantries, 87% of kitchens, and 72% of shelters in the FA National Network use volunteers, compared to 89%, 86%, and 71% in 2005 (Tables 13.2.1 and 15.6.5).
- Many programs rely *entirely* on volunteers: 68% of pantry programs and 42% of kitchens have no paid staff at all (Table 13.2.1).

2. INTRODUCTION

Many individuals and families across the United States confront a diverse and extensive range of barriers in their procurement of adequate food such as financial constraints associated with income and job loss, the high cost of a nutritious diet, and limited access to large stores with more variety and lower prices.¹ These challenges are reflected in recent government data which indicate that of all households in the United States, at least 14.6% (17.1 million households) were food insecure at some point during 2008.² Moreover, 5.7% (6.7 million households) had, at some point during the year, very low food security characterized by disruptions in eating patterns and reductions in food intake of one or more household members, from inability to afford enough food. These disruptions are even more common in households with children under 18 (6.6% of such households, or 2.6 million, have very low food security). In acknowledging the extent of food insecurity, policymakers, in accordance with Healthy People 2010, have set the public health goal of reducing the rate of food insecurity to 6% by the year 2010.³ This task has proved difficult, as the number of food-insecure Americans remains stubbornly high. Indeed, the existence of so many people without secure access to adequate nutritious food represents a serious national concern.

¹ Banks, J., M. Marmot, Z. Oldfield, and J.P. Smith. "Disease and Disadvantage in the United States and in England." *Journal of the American Medical Association*, vol. 295, 2006, pp. 2037-2045. Also, Turrell, G., B. Hewitt, C. Patterson, B. Oldenburg, and T. Gould. "Socioeconomic Differences in Food Purchasing Behavior and Suggested Implications for Diet-Related Health Promotion." *Journal of Human Nutrition and Dietetics*, vol. 15, 2002, pp. 355-64. Also, Powell, M. and Y. Bao. "Food Prices, Access to Food Outlets and Child Weight." *Economics & Human Biology*, vol. 7, no. 1, March 2009, pp.64-72.

² Mark Nord, Margaret Andrews, and Steven Carlson. "Household Food Security in the United States, 2008." U.S. Department of Agriculture, Food and Nutrition Service. Economic Research Report No. 83 (ERS-83) November 2009.

³ Office of Disease Prevention and Health Promotion, U.S. Department of Health and Human Services. "Healthy People 2010." Washington, DC: DHHS Office of Disease Prevention and Health Promotion, 2000.

While a sizable portion of low-income households and individuals adopt cost-saving practices, such as buying products when they are on sale and buying products in bulk, many find it necessary to rely on an extensive network of public and private emergency food providers to maintain an adequate food supply. In particular, throughout the United States, food pantries, emergency kitchens, and homeless shelters play a critical role in meeting the nutritional needs of America's low-income population. By providing food for home preparation (pantries) and prepared food that can be eaten at the agencies (kitchens and shelters), these organizations help meet the needs of people and households that otherwise, in many instances, would lack sufficient food.

FA, formerly America's Second Harvest, plays a critical role in helping these organizations accomplish their mission. A network comprising about 80% of all food banks in the United States, FA supports the emergency food system by obtaining food from various sources, such as major food companies, and by providing technical assistance and other services to the food banks and food rescue organizations. In addition to its role in directly negotiating food donations and in providing, through its affiliates, substantial amounts of food in bulk to emergency food providers, FA increases awareness of the problems and ramifications of food insecurity and hunger and developing public and private initiatives to respond to it.

Over the years, FA has periodically studied the workings of its network and the characteristics of the clients the network serves, both to assess the severity of the nutrition-related problems of the poor in America and to identify ways of making its operations more effective. This report, which presents the results of the fifth comprehensive study sponsored by FA, provides detailed information about the programs and agencies that operate under FA network members and the clients the programs serve, and it provides an important basis for

developing public and private responses to food insecurity and hunger at both the national and the local levels.

This chapter provides important background for the findings. Subsequent sections are as follows:

- A highlight of the objectives of the study
- An overview of the FA network
- An identification of the groups of organizations involved in conducting the study
- A description of the layout of the report

2.1 OBJECTIVES

The Hunger in America 2010 study comprises a national survey of FA emergency food providers and their clients. The study had the following primary objectives:

- To provide annual and weekly estimates at the national and local levels of the number of distinct, unduplicated clients who use the FA network and to provide a comprehensive description of the nature of hunger and food insecurity among them.
- To describe the national demographic characteristics, income levels, SNAP benefit utilization, food security status, and service needs of persons and households served by the FA network, and to examine the ability of local agencies to meet the food security needs of their clients.
- To present national and local profiles of the characteristics of the agencies and programs that constitute the FA network in describing the charitable response to hunger throughout the nation.
- To compare national data between the 2006 and 2010 FA research studies to identify trends in emergency food assistance demands, federal food assistance program use, and the compositions of the network's agencies and the clients they serve.

The Hunger in America 2010 study was designed to provide a comprehensive profile of the extent and nature of hunger and food insecurity as experienced by people who access FA's

national network of charitable feeding agencies. Information was collected on clients' sociodemographic characteristics, including income and employment, benefits from the Supplemental Nutrition Assistance Program (SNAP) (formerly the Food Stamp Program) and other federal or private programs, frequency of visits to emergency feeding sites, and satisfaction with local access to emergency food assistance. Information obtained from provider agencies included size of programs, services provided, sources of food, and adequacy of food supplies.

2.2 OVERVIEW OF THE FEEDING AMERICA NETWORK

The FA network's 205 certified members are regularly monitored by FA staff and food industry professionals to ensure compliance with acceptable food handling, storage, and distribution standards and practices. FA network members distribute food and grocery products to charitable organizations in their specified service areas, as shown in Chart 2.2.1.

Within this system, a number of different types of charitable organizations and programs provide food, directly or indirectly, to needy clients. However, there is no uniform use of terms identifying the essential nature of the organizations. Hunger relief organizations are usually grassroots responses to local needs. As such, they frequently differ throughout the country and use different terminology. For clarity, and for consistency with the terminology used in the 2006 study, the terms used in this report are defined as follows:

Food Bank. A food bank is a charitable organization that solicits, receives, inventories, stores, and distributes donated food and grocery products to charitable agencies that directly serve needy clients. These agencies include churches and qualifying nonprofit [Internal Revenue Code 501(c) (3)] charitable organizations.

Partner Distribution Organization (PDO). PDOs, smaller food banks or larger agencies allied with affiliated food banks, are private, nonprofit, charitable organizations

providing important community services. Although some are agencies, all PDOs distribute part of their food to other charities for direct distribution to clients.

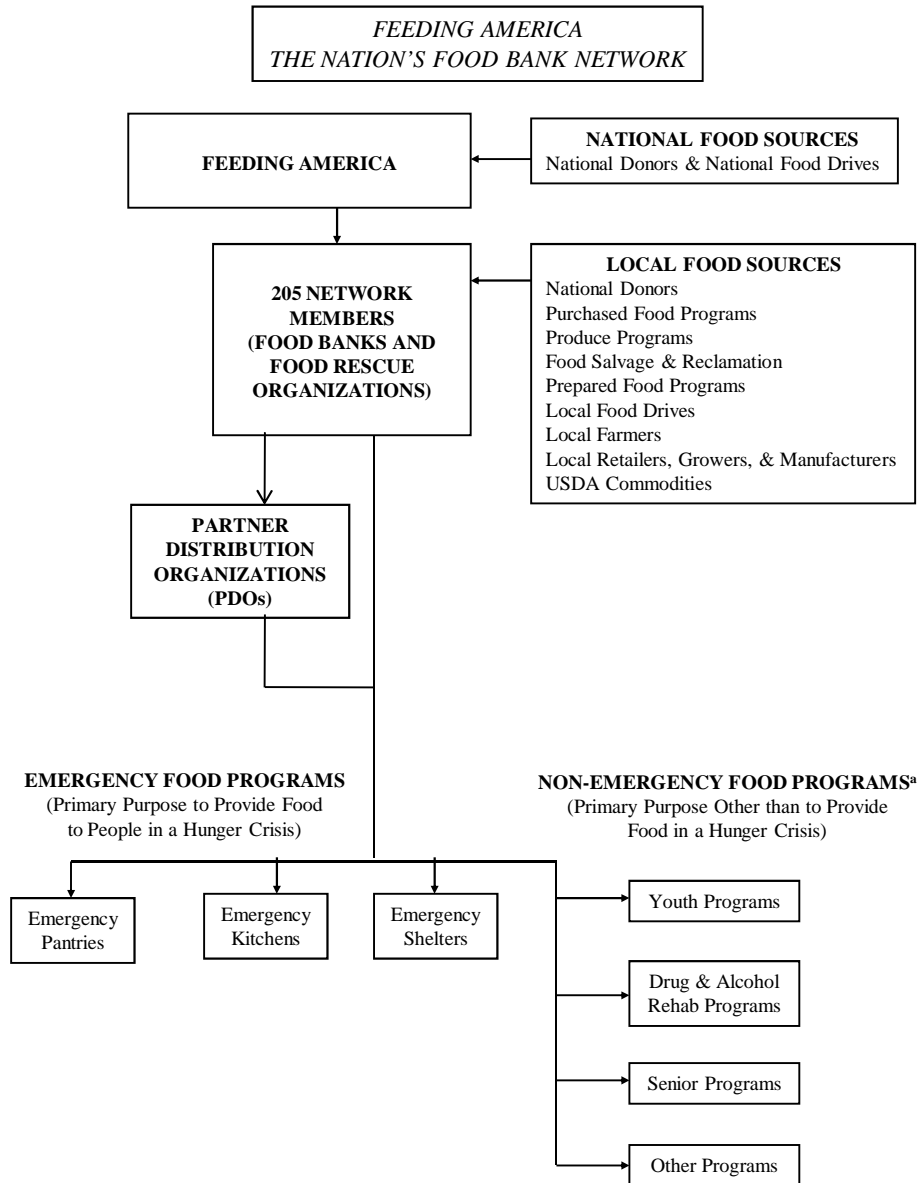
Food Rescue Organization (FRO). FROs are nonprofit organizations that obtain mainly prepared and perishable food products from groceries, farmers, warehouses and distributors, as well as from food service organizations, such as restaurants, hospitals, caterers, and cafeterias, and distribute to agencies that serve clients.

Agencies and Food Programs. FA network members distribute food to qualifying charitable agencies, most of which provide food directly to needy clients through programs. Some agencies operate single-type and single-site food programs, while others operate at multiple sites and sometimes operate several types of food programs.

For this research, there are two general categories of food programs that FA network members serve: emergency and nonemergency.

CHART 2.2.1

SOURCES OF FOOD AND CHANNELS OF FOOD DISTRIBUTION FOR FOOD BANKS



^a Non-Emergency food programs were not sampled for client data collection.

Emergency food programs include food pantries, soup kitchens, and shelters. Their clients typically need short-term or emergency assistance.

- ***Emergency Food Pantries*** distribute nonprepared foods and other grocery products to needy clients, who then prepare and use these items where they live. Some food pantries also distribute fresh and frozen food and nutritious prepared food. Food is distributed on a short-term or emergency basis until clients are able to meet their own needs. An agency that picks up boxed food from the food bank to distribute to its clients was included as a food pantry. The study excluded from this category any agency that does not directly distribute food to clients or distributes bulk food only on a basis other than emergency need (such as U.S. Department of Agriculture [USDA] commodities to all people over age 60). On the other hand, a food bank distributing food directly to clients, including clients referred from another agency, qualified as a food pantry.
- ***Emergency Soup Kitchens*** provide prepared meals served at the kitchen to needy clients who do not reside on the premises. In some instances, kitchens also provide lighter meals or snacks, such as fresh fruit, vegetables, yogurt and other dairy products, and prepared food such as sandwiches, for clients to take with them when the kitchen is closed. This category includes “Kids Cafe” providers.
- ***Emergency Shelters*** provide shelter and serve one or more meals a day on a short-term basis to low-income clients in need. Providing shelter may be the primary or secondary purpose of the service. Examples include homeless shelters, shelters with substance abuse programs, and transitional shelters such as those for battered women. The study did not categorize as shelters residential programs that provide services to the same clients for an extended time period. Other excluded programs are mental health/retardation group homes and juvenile probation group homes.

Nonemergency organizations refer to any programs that have a primary purpose other than emergency food distribution but also distribute food. Examples include day care programs, senior congregate-feeding programs, and summer camps.

2.3 GROUPS AND ORGANIZATIONS INVOLVED IN THE STUDY

The study was conceived and coordinated by the national offices of FA. Data were collected by 185 FA network members or consortia around the country.⁴ FA's research contractor, Mathematica Policy Research provided technical advice throughout the study and implemented the sampling and data analysis activities.

As part of the study review process, oversight and advice were provided by a Technical Advisory Group convened by FA. This group consisted of:

- John Cook, Associate Professor at Boston Medical Center Department of Pediatrics (Chair)
- Beth Osborne Daponte of the United Nations Development Programme's Human Development Report Office (on leave from Yale University)
- Jim Ohls, independent consultant for Feeding America
- Rob Santos, Senior Institute Methodologist at the Urban Institute

As part of the study review process, an additional team of reviewers participated in the review of the national draft report:

- Steve Carlson, Office of Research and Analysis Food and Nutrition Service at the USDA
- Stacy Dean, Director, Food Assistance Policy Center on Budget and Policy Priorities
- Craig Gundersen, Associate Professor at the Department of Agricultural and Consumer Economics at the University of Illinois
- Walter Lamia, doctoral candidate at the Colorado State University School of Education

Also, the Member's Advisory Committee (MAC), consisting of selected members of the FA national network, provided valuable input during the research process:

- Marian Guinn, CEO of God's Pantry Food Bank (Committee Chair)
- Jeff Dronkers, Chief Programs & Policy Officer of the Los Angeles Regional Food Bank

⁴ About 10 percent of food banks in the FA network did not participate in the study.

- Karen Joyner, Chief Financial Officer of the Food Bank of Southeastern Virginia
- Lori Kapu, Chief Programs Officer of Care and Share Food Bank
- Erin Rockhill, Director of Agency Relations & Program Development of the Second Harvest Food Bank of East Central Indiana
- Carol Tienken, Chief Operating Officer of the Greater Boston Food Bank
- Kristen Yandora, Controller of Forgotten Harvest
- JC Dwyer, State Policy Coordinator of the Texas Food Bank Network

2.4 OVERVIEW OF THE REST OF REPORT

Chapter 3 provides an overview of the methodologies used in the study and shows the proportion of agencies that participated among all eligible agencies in the FA National Network. Chapter 4 estimates the numbers of clients served by the FA National Network. Chapters 5 through 9 present detailed findings from the client survey, including information about characteristics of FA clients, their levels of need, and their experiences with the program. Chapters 10 through 14 present findings from the agency survey, including data on characteristics and program operations of FA agencies. Chapter 15 focuses on changes in diverse sets of outcomes and characteristics of both clients and agencies between 2005 and 2009 due to the high degree of comparability in survey methodologies relative to prior Hunger in America studies.

3. METHODS

This study had two components: (1) an agency survey that collected information about the food programs operating in the FA network, and (2) a client survey that collected information from the people using food pantries, emergency kitchens, and shelters in order to provide a better understanding of their needs. Mathematica designed the sampling frame based on data provided by each of the participating food banks. These food banks also assisted Mathematica with the data collection. Mathematica provided technical assistance with the implementation of the agency and client surveys.

This section provides an overview of the methods used in the survey and analysis work. (Detailed information is in the Technical Appendix of the report.) We first discuss two key activities common to both surveys: (1) instrument development, and (2) the training of food bank staff on survey procedures. We then describe each of the two surveys.

3.1 INSTRUMENT DEVELOPMENT

The data collection instruments for this study were based on the questionnaires used in the 2005 study, revised to reflect the 2005 data collection experience and the needs of FA. Mathematica worked closely with FA to ensure that the revisions would generate high-quality data.

The 2009 agency survey instrument included the following question that was not asked in 2005:

- Whether SNAP eligibility counseling or outreach was provided by the pantry, kitchen, or shelter and, if so, what kind?

Similarly, the 2009 client survey instrument included the following set of questions that were not asked in 2005:

- Whether there is a grandchild living in the respondent's household and, if so, whether the respondent provides basic needs to the grandchild?
- Whether anyone in the respondent's household participates in the BackPack Weekend Food Program?
- For households with children, whether the child or children participated in the Summer Food Program in the summer of 2008 and, if not, the reasons for not participating?

3.2 TRAINING OF FOOD BANK STUDY COORDINATORS

To ensure that each food bank study coordinator had the proper knowledge to administer the surveys, Mathematica conducted three regional, two-day, in-depth training sessions. Most of the training dealt with showing the study coordinators how to prepare local interviewers to conduct the client survey. Each coordinator also received a training video that demonstrated the client interview process and a manual that contained sample materials and outlined the responsibilities of FA network members.

3.3 AGENCY SURVEY

Mathematica developed the sampling frame for the agency survey by first creating a database of all active agencies identified by participating FA network members. The agency survey sample consisted of a census of the agencies provided by the participating members.

Using the database, Mathematica staff printed bar-coded mailing labels to identify the agencies and their addresses and then shipped the proper number of questionnaires, labels, and mailing envelopes to each participating member. Some members mailed advance letters informing agencies of the planned survey. Both at the training and in the manual, study

coordinators received instruction on assembling and mailing the questionnaires. Each envelope included a personalized cover letter.

Agencies also had the option to complete the survey online. In letters mailed to their member agencies, food banks provided the web address and log-in information that each agency could use to complete the questionnaire online. In addition, those agencies for which Mathematica had valid e-mail addresses were sent an electronic invitation to participate. Reminder e-mails were sent every two weeks during the early part of the field period and weekly toward the end of the February-to-June 2009 field period to agencies that had not submitted a questionnaire.

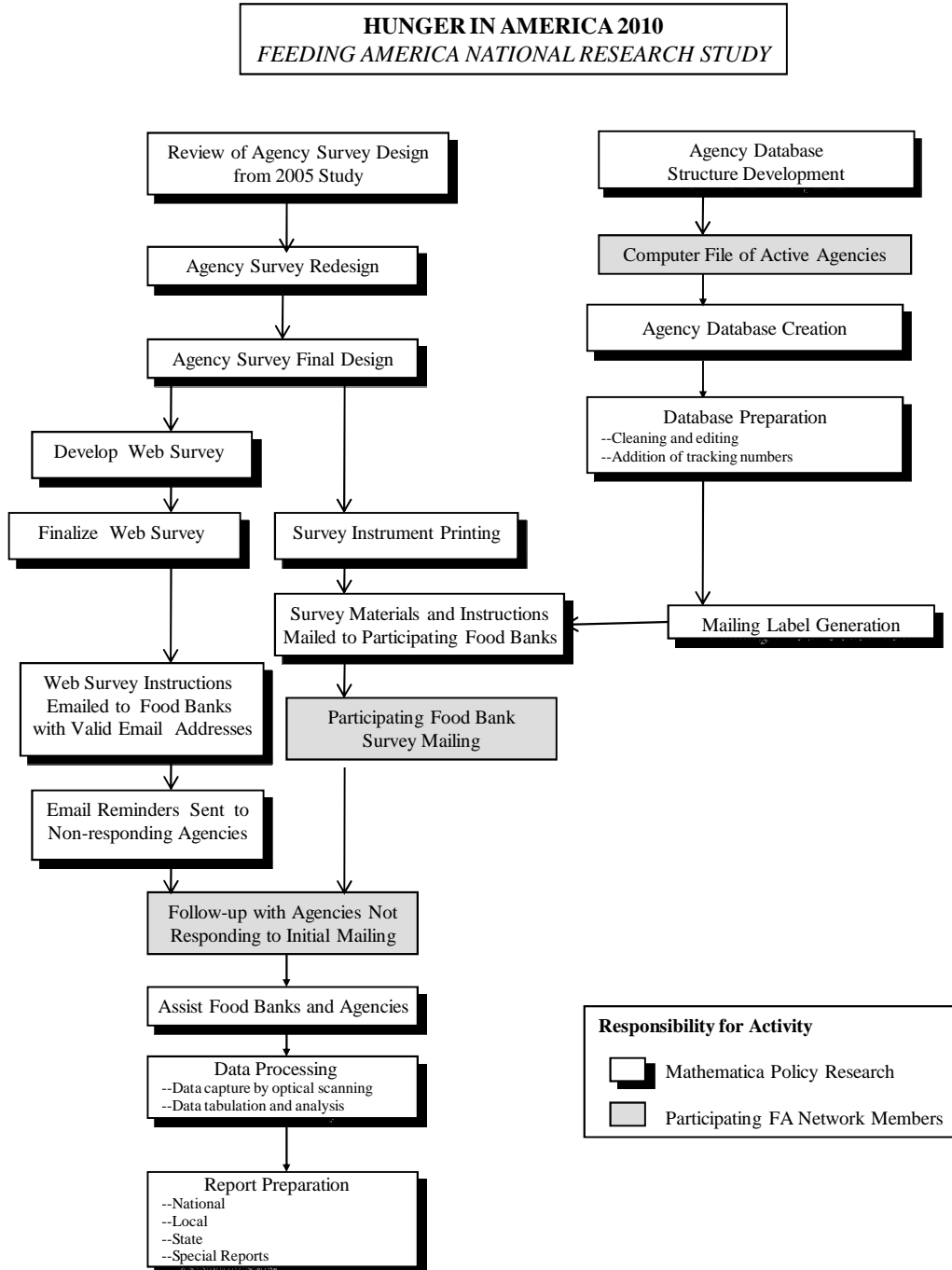
The cover letter, as well as the instructions on the hard copy questionnaire, directed the agency to mail the completed questionnaire back to Mathematica. In most instances, agencies did so, but some members collected the surveys from their agencies and mailed them to Mathematica in bulk. When Mathematica received a questionnaire, staff logged it into a database by scanning the bar code on the mailing label. Each Monday morning, Mathematica sent an e-mail to the members listing all the questionnaires received the previous week. These emails served as the basis for the mailing of reminder postcards to those agencies that did not return the questionnaire within two weeks of the initial mailing, and a second mailing, this time of questionnaires, to agencies that did not return the first one within two weeks after the mailing of reminder postcards. The weekly e-mails also helped the member study coordinators schedule reminder calls to agencies that did not return the questionnaire within three weeks after the second mailing. Occasionally, in areas where response to the mailings of questionnaires was particularly low, member coordinators completed the questionnaires with nonresponding

agencies over the phone. Members were also asked to apprise Mathematica of agencies that no longer provided food services so that they could be identified as ineligible in the database.

After Mathematica received the questionnaires, logged them into the database, and reviewed them, they were shipped to a subcontractor for data capture and imaging. The subcontractor optically scanned them and produced data files and CD-ROMs with images of each completed questionnaire for Mathematica. Chart 3.3.1 summarizes the sequence of activities of the agency survey.

CHART 3.3.1

AGENCY SURVEY ACTIVITIES



3.4 CLIENT SURVEY

Preparation for the client survey began with the selection of the FA providers where interviewing was to take place. As previous Hunger in America surveys had done, the client survey in the 2010 study focused on obtaining data on emergency food providers in the FA system and on the people those providers serve. The three types of providers whose clients were included in the 2009 survey (and previous Hunger in America surveys) were food pantries, emergency kitchens, and shelters. Many food banks also provide food to *other types* of agencies, such as those serving congregate meals to seniors and agencies operating day care centers or after-school programs. These other types of agencies perform important roles, but they were defined to be outside the purview of the study because they do not focus on supplying *emergency* food to low-income clients.

At the outset of the 2010 study, Mathematica asked the FA food banks that chose to participate to provide Mathematica with lists of all the agencies they served, indicating whether each agency was involved in emergency food provision and, if so, what type of agency it was (pantry, kitchen, shelter, or multitype). Mathematica sampling statisticians then drew initial samples of the agencies where interviews were to take place. These selections were made with probabilities proportional to a measure of size based on reported poundage distributions as the measure of size; that is, large agencies had greater probabilities of selection.

After the initial sampling, Mathematica asked the food banks to provide detailed information for the providers or programs in the sample of agencies. The information sought included when they were open and the average number of clients they served per day. For small, medium, and large food banks (as classified by FA), the sample of agencies for this detailed information was approximately 57, 76, and 95, respectively. Mathematica then used the detailed

information from the sample of agencies to form three pools of providers and drew samples of providers for the client interviewing. At this time, Mathematica also selected a reserve sample to account for possible refusal or ineligibility of a provider selected in the primary sample.

For each sampled provider or program, Mathematica selected a specific day and time when the interviewing was to occur, based on the detailed information the food bank had sent. Mathematica also provided a range of acceptable dates and times in case the selection was not workable for the data collectors. The food banks were responsible for sending staff or volunteers to each selected program at the specified date and time to conduct the interviews. The data collectors were to use (1) the client selection forms developed by Mathematica and approved by FA, and (2) a questionnaire that Mathematica and FA had designed jointly. Clients at the facilities were selected for the interviews through locally implemented randomization procedures designed by Mathematica.⁵ In total, more than 62,000 clients were interviewed. Mathematica had another firm (a subcontractor) optically scan the completed questionnaires into an electronic database, and the resulting data files provided the basis for the client analysis.

During the fielding, Mathematica used randomly selected site replacements only when an agency, provider, or program refused to participate in the client interview effort or if, after conferring with the food bank and agency, Mathematica determined the provider to be ineligible for the study. In cases where food banks did not have reserve sample, Mathematica drew a supplemental first-stage sample and requested additional information or assigned an additional visit to a program among the programs already sampled. In some instances, Mathematica discovered while obtaining additional information that an agency (or provider) was no longer

⁵ These procedures involve enumerating the client being served at the time of data collection (for example, by when they came to the facility or their place in a line), then taking a “1 in n” sample with a random starting point.

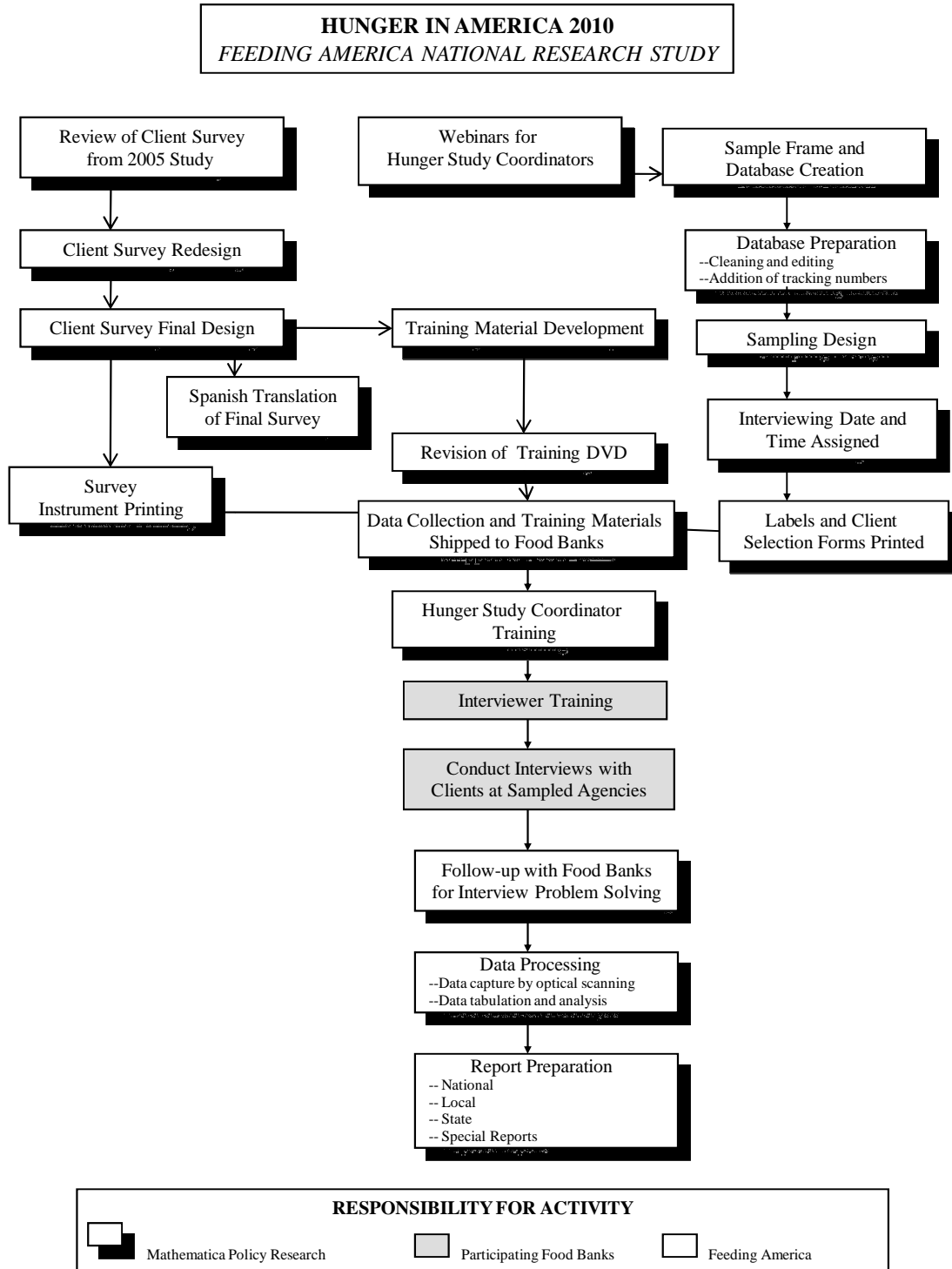
operating or did not run a pantry, kitchen, or shelter. In such instances, Mathematica dropped the agency (or provider) from the sample.

For the client questionnaires, Mathematica prepared bar-coded labels with identification numbers. Mathematica also developed and printed client selection forms designed to allow the interviewer to randomly select program participants and to enumerate the number of completed interviews, refusals, and ineligible sample members during on-site data collection. Mathematica shipped these materials and client questionnaires to food banks for distribution to the individual data collectors.

After data collection at a provider was completed, the food bank study coordinators shipped questionnaires and client selection forms back to Mathematica, where staff logged each questionnaire into a database by scanning the bar-coded label on the cover page. As with the agency survey, Mathematica each Monday morning sent an e-mail to the members listing the agencies where client questionnaires were completed the previous week. The e-mails allowed the member study coordinators to monitor their progress in completing the client survey portion of the study.

After Mathematica received the questionnaires and logged them into the database, they were shipped to the subcontractor for data capture and imaging. The subcontractor optically scanned the questionnaires and produced data files. As with the agency survey, Mathematica received CD-ROMs containing data files and electronic images of all completed client questionnaires. Chart 3.4.1 summarizes the sequence of activities in the client survey.

CHART 3.4.1
CLIENT SURVEY ACTIVITIES



3.5 RESPONSE RATES

As Chart 3.5.1 shows, of the FA national network of 205 members, 185 member food banks covering all or part of 47 states and the District of Columbia participated in the agency survey. Of those members, 184 completed data collection for the client survey.

Client Survey. A total of 184 network members contacted 12,700 agencies to gain access for on-site client data collection. Of those agencies, 12,554 provided detailed information about their programs and 6,454 were sampled for their program sites and participated in client data collection.

FA network members' staff and volunteers sampled 82,301 clients at the eligible agencies; of those 1,557 were determined to be ineligible for age or other reasons. Client interviews were completed with 62,143, or 77.0%, of the eligible respondents.⁶ Client interviews from three network members were excluded from the national study due to data collection problems. Thus, the estimates in chapters 5 through 15 are based on 61,085 interviews from 181 network members.

Agency Survey. A total of 185 participating FA network members sent out questionnaires to 50,471 eligible agencies.⁷ Mathematica received completed questionnaires from 37,212 (73.7%) agencies.

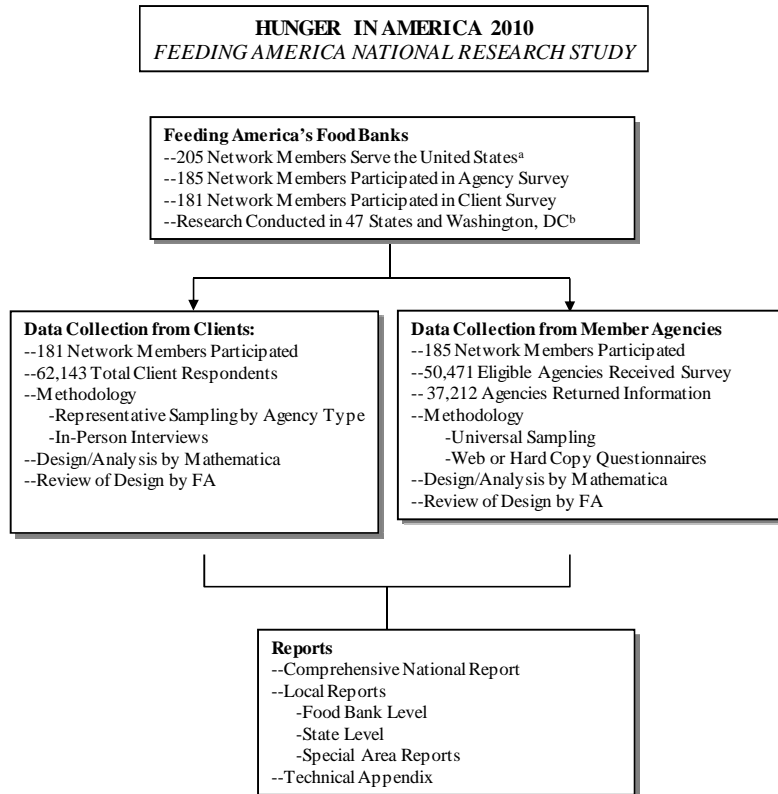
FA Research Involvement. Chart 3.5.2 shows the organizations and individuals involved in the national study. It also identifies the completed numbers of responses from the client interviews and the agency survey, by program type. For the service areas of food banks

⁶ Interviews were conducted only with respondents age 18 or older.

⁷ Some additional questionnaires were mailed out to agencies who were later found to be no longer operating or to be otherwise ineligible.

participating in the Hunger in America 2010 study, see Chart 3.5.3. The shaded and unshaded areas of the chart together represent the service areas of the FA national network.

CHART 3.5.1
STUDY OVERVIEW



^a This includes Puerto Rico.

^b Client survey conducted in 47 states and Washington, DC.

CHART 3.5.2

ORGANIZATIONS AND INDIVIDUALS INVOLVED IN THE RESEARCH PROCESS

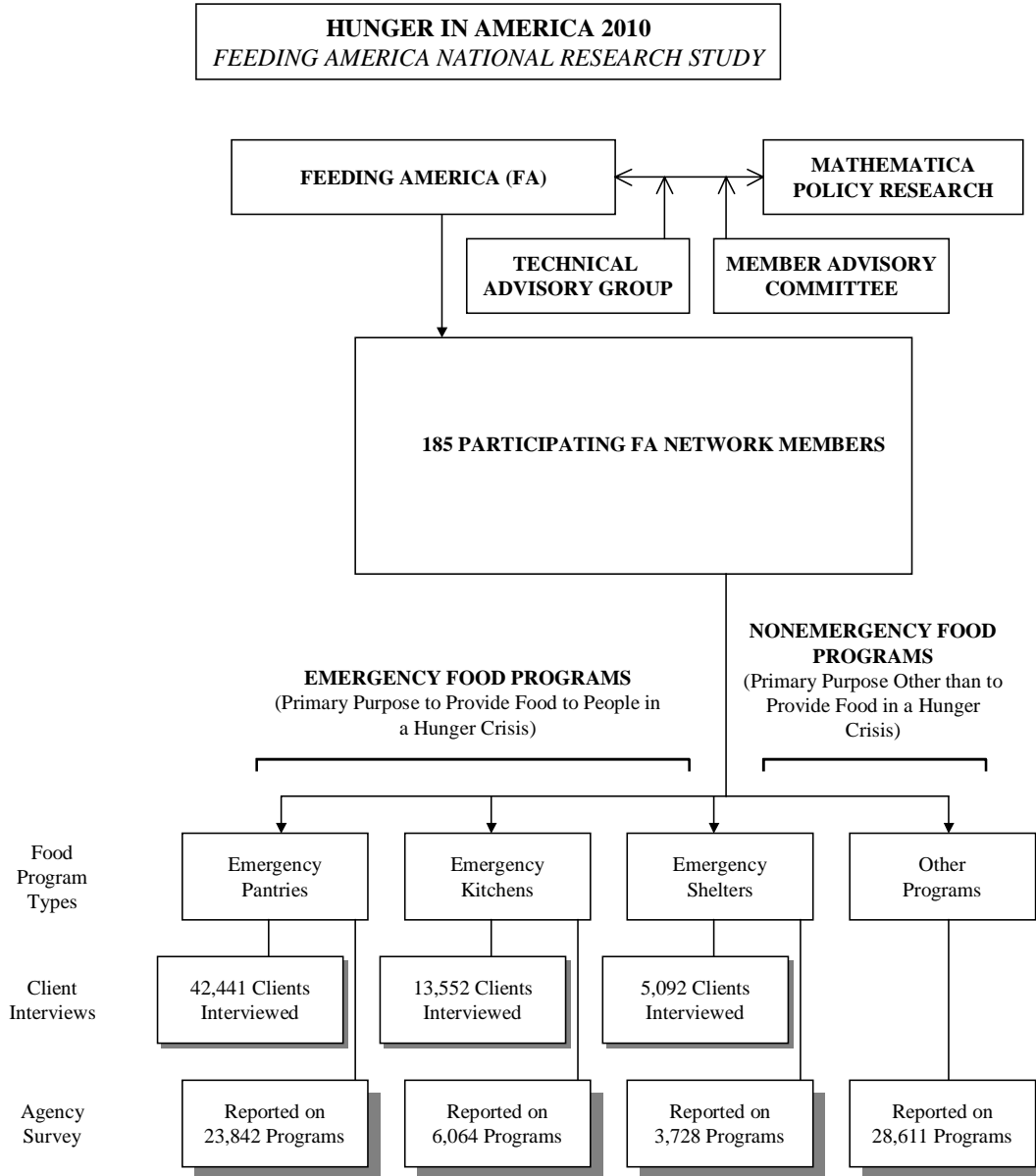
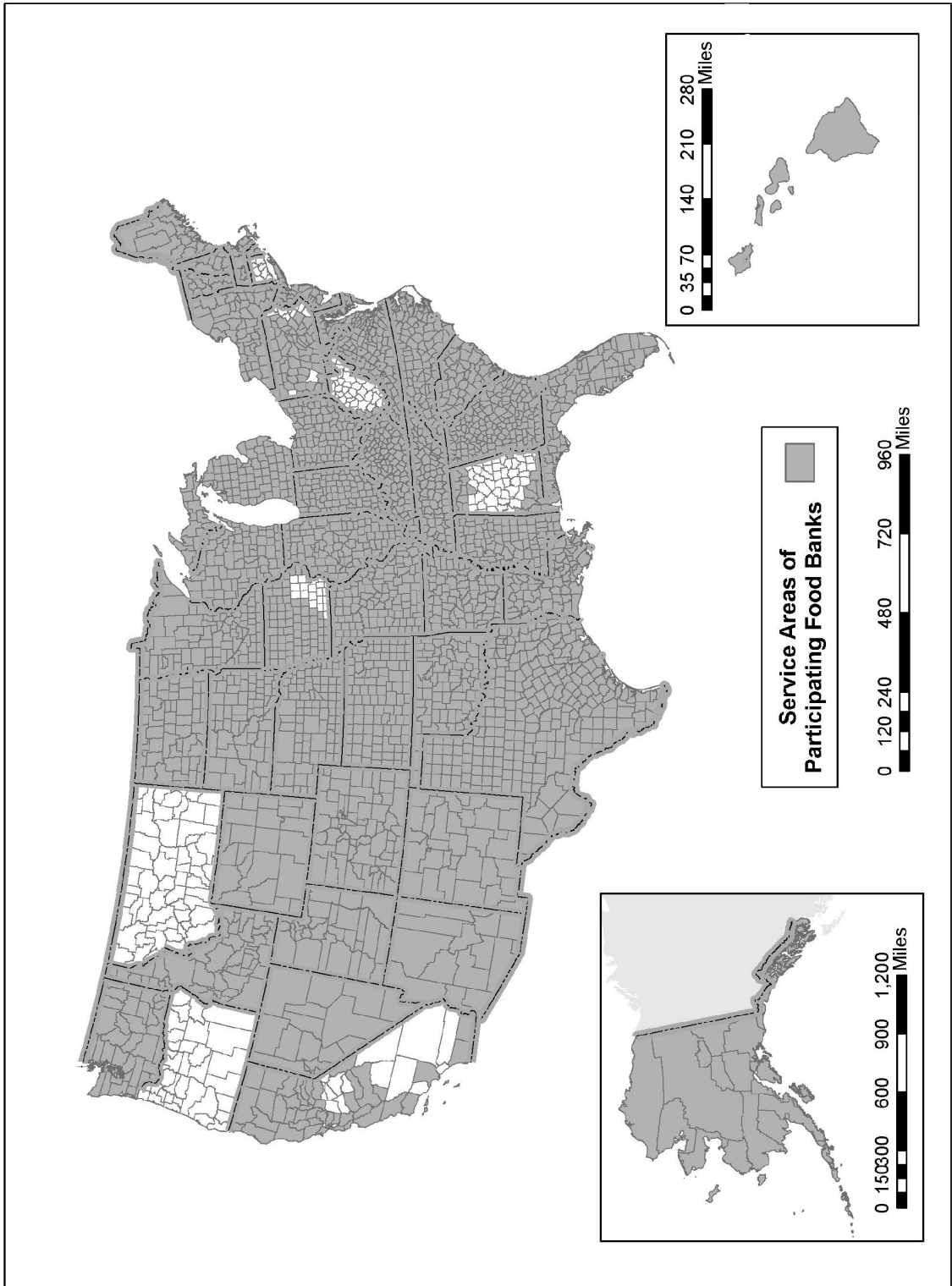


CHART 3.5.3
SERVICE AREAS OF FOOD BANKS PARTICIPATING IN THE HUNGER STUDY



3.6 ANALYSIS METHODS

Most of the findings presented in this report are based on tabulations of the survey data. In this section, we describe the methods used in this work.

3.6.1 Tables

In the descriptive tabulations of clients presented in chapters 5 through 9, the percentage figures in the tables are based on the total weighted number of usable responses to the client survey, unless specified otherwise. Responses are weighted to represent clients or households of all emergency food programs. In general, weights are based on the inverse probabilities of selection in the sampling and also account for survey nonresponse.⁸ Weights were scaled so that the final weights represent a month-level count of different clients, as derived in Chapter 4 of the national report.⁹

Similarly, all tables containing information obtained from the agency survey, as presented in chapters 10 through 14, are based on the weighted total number of usable responses to the agency survey, unless specified otherwise. The descriptive tabulations in these chapters represent all FA emergency food programs. The weights, calculated based on the sampling frame, also account for survey nonresponse.

Percentage distributions in the client tables are presented by the type of the programs where clients were interviewed (pantries, kitchens, or shelters). When appropriate, the percentage distribution for “all clients” is shown in the last column. Most tabulations of the agency data are presented by the type of programs operated by the agencies.

⁸ To reduce variances in the analysis, we truncated weights with extremely large values. However, to keep the sum of weights unchanged, we then adjusted the weights by an adjustment factor, which is the ratio of the sum of the original weights to the sum of the truncated weights.

⁹ Originally, we computed weights to make the sample representative at the weekly level. We later converted them to a monthly scale to take into account the fact that, compared with kitchen and shelter users, most pantry users do not visit the program in any given week.

The percentages in the tables are rounded to one decimal place and are based only on the valid responses. They exclude missing, “don’t know,” refusal, and other responses deemed incomplete for the question.

The sample sizes presented at the bottom of single-panel tables (or at the bottom of each panel of multipanel tables) reflect the total number of responses to the question (unweighted). Where the question relates to a subset of the respondents, the appropriate sample size is presented. In general, these sample sizes include missing responses, as well as “don’t know” and refusal responses. We report the percentages of item nonresponse in notes to each table.

The main reason for including only valid responses is to present appropriately the weighted percentage distribution among the main response categories of interest. Our preliminary analysis of item nonresponse revealed little evidence of any systematic biases, and excluding missing data also has the advantage of being consistent with the convention used in the Hunger in America 2006 study commissioned by FA.

Some tables also present the average (mean) or the median values associated with the variable of interest. The average, a measure of central tendency for continuous variables, is calculated as the weighted sum of all valid values in a distribution, divided by the weighted number of valid responses. The median is another measure of central tendency. It is the value that exactly divides an ordered frequency distribution into equal halves. Therefore, 50% of the weighted number of valid responses have values smaller than the median, and the other 50% have values larger. The median is suitable only for describing central tendency in distributions where the categories of the variable can be ordered, as from lowest to highest.

3.6.2 Other Methodological Considerations

Certain other conventions should be noted in interpreting the findings of the study and how they are presented. Below we discuss the distinction between *clients* and *respondents* and describe the structure of reports available from the project.

Clients Versus Respondents. *Clients* are defined differently by program type. The kitchen and shelter programs are viewed as serving only those who are present at the program site. (Thus, in general for these providers, the survey respondents are representative of all clients.¹⁰) However, pantry programs are regarded as serving all members of respondents' households.

At the kitchen and shelter providers, the sampling unit was the individual. That is, the interviewers were instructed to treat members of a single household as separate respondents if they were selected by our random sampling process and met other eligibility criteria (such as being at least 18 years old). At the pantry programs, on the other hand, the sampling unit was the household because clients typically obtain food for themselves and their household. Only one interview was completed for each randomly selected household, even when two or more members of the household were present at the program.

Ideally, the survey would have obtained all relevant information about every member of the household, especially among pantry users. However, so as not to overburden respondents, the survey was designed to acquire information about at most 10 members of the household, including the respondent. Also, this series of questions was limited to a set of variables of interest, such as sex, age, relationship to the respondent, citizenship, and employment status.

¹⁰ One exception was children at the kitchens and shelters. They were clients, but they were not respondents, because only clients 18 or older were interviewed for this study. However, the children were taken into account in estimating the total number of clients.

Because households with more than 10 members are uncommon, we do not believe that this has significantly affected our estimates.

National Versus Local Reports. Hunger in America 2010 has produced a set of reports to serve both national and local interests and to be useful to a wide range of audiences with varying needs. This national report consists of information gathered through 181 participating members for the client survey and 185 members for the agency survey. In addition, in most cases, a local report was generated containing information on clients and agencies served by a particular member. There are roughly 185 member-level local reports. In addition, state-level reports were produced when all FA network members in a particular state participated in this study. About 41 states achieved full participation of their members.

In addition to the comprehensive national and local reports, FA will disseminate *Hunger in America 2010: An Extended Executive Summary*, which contains key findings from the comprehensive national report. A Technical Appendix, which describes in detail the methodologies of the current study, will be available separately for technical audiences.

Tables in the local and national reports are numbered comparably to facilitate comparisons between the local and national findings. Not all tables from the national report are reproduced in the local documents.

Statistical Sampling Variation and Measurement Error. As with all estimates relying on statistical samples, the client survey estimates in this report are subject to “sampling error,” resulting from the fact that they are based on *samples* of clients rather than information about *all* clients. The margins of error due to this factor vary among individual estimates, depending on such factors as sample sizes, the nature of the client characteristics being estimated, and the number of different providers within a food bank at which the client data collection took place.

In addition to the sampling error, error also exists in the estimates from the operational components of the survey (non-sampling error), such as nonresponse, reporting error, and measurement error. While the sampling design and sample sizes can impose some control on the sampling error (and while this error can be quantified), the non-sampling error reflects the degree of success in designing the questionnaire and data collection procedures and in conducting the data collection activities at all stages. Unfortunately, the non-sampling error cannot be quantified. The exact amount of variation (both sampling error and non-sampling error) will be different for different data items, and the relative contribution of sampling error and non-sampling error to the total survey error will also vary by survey estimate.

For most percentage estimates based on the full sample size, this sampling variation can lead to 90% confidence intervals extending approximately plus or minus 1.5 percentage points around the estimate. For instance, if a certain client characteristic percentage is estimated to be 60% and the “margin of error” is 1.5 percentage points, we can be reasonably certain it is somewhere in the range of 58.5 to 61.5 percentage points. In many instances, particularly when the sample is divided into subgroups, the width of the 90% confidence interval can be greater.

Confidence intervals for pantry clients, who make up most of the overall sample, are similar to those described above. For kitchens or shelters, with their smaller sample sizes, confidence intervals tend to be in the range of plus or minus 2.5 percentage points.

The ranges of precision highlighted above focus only on sampling variation due to statistical sampling and the number of completed interviews. As noted previously, other forms of survey error (the non-sampling error) will increase overall survey error. These other forms of error include:

- ***Nonresponse.*** When completed interviews are obtained from only a portion of the clients selected for the survey

- **Response Error.** When the client interviewed does not provide an accurate answer to a question because the client either misunderstands the question or chooses not to provide an accurate answer
- **Reporting Error.** When counts or other information used in the sampling and other data collection activities are in error or missing
- **Measurement Error.** When the question in the questionnaire is not worded effectively to obtain the desired information from the client

These forms of error exist in all surveys, but the size of the non-sampling error (relative to the sampling error) depends on the design of the data collection activities and implementation of these by all persons involved. In this survey, most of the interviewers did not have extensive experience in data collection work, and while Mathematica supplied general training guidelines and materials, there was undoubtedly considerable variation between food banks as to how the training was implemented. Inevitably, as in any survey, some interviewers may have read questions incorrectly, clients may have understood questions incorrectly, and even correct answers may sometimes have been incorrectly recorded on the survey instrument. All these factors may have led to “non-sampling error” *that is in addition to the sampling error discussed above*. Indeed, estimates of income suggesting that there are clients with high income levels and estimates of SNAP participation suggesting rates of participation that are lower than expected among the population receiving emergency food indicate that response error may be present in the answers to several survey questions.

Estimating Client Turnover Rates Within the FA System. An important goal of the periodic FA surveys has been to develop *annual* estimates of the number of clients participating in the FA emergency food assistance system. However, it is much more straightforward to estimate the number of clients *at a given point in time* than to estimate the number over a year. This is because the *annual* number depends on turnover in the system. As an example, consider

a pantry that serves 100 clients per month. If the *same* clients go to the pantry month after month, then the *annual* number of clients for the pantry will be equal to 100 since there is no turnover across months. If *mostly the same* clients go to the pantry month after month, then the *annual* number of clients for the pantry will be slightly greater than 100 to account for a few clients leaving and others replacing them. If *mostly different* clients come each month, however, the pantry could serve 1,000 clients, or even more, in a year. Thus, taking into account the amount of client turnover can have major implications for overall client estimates.

Turnover rates are important for the *research objective* of making annual estimates of different clients. They are much less important from an *operational perspective*, however, and most FA providers do not have reliable data on the total number of different clients served in a year. Also complicating annual estimation research is the constraint that, for logistical reasons, the survey can observe the system directly for only a few months.

Because of these factors, the study depends on information obtained during the client interviews to draw inferences about client usage of the system over a 12-month period. Survey recall problems pose formidable challenges to interpreting the data, however, because many clients may not accurately recall and report their past usage patterns for an entire year. Typically, clients are able to supply accurate information about their usage of the emergency food system during a recent period, such as a week (or even perhaps a month), but as the period gets longer, recall usually becomes less reliable. While long recall periods are a problem for many surveys, they may be particularly problematic for the FA client population, because many of them are concentrating on how to meet day-to-day household needs with low resources, rather than thinking about the past year.

As in the 2005 survey, we tried to examine client turnover based on the self-reports of survey respondents about their patterns of using the FA system. The research strategy focuses on

the “newcomer rate,” defined as the percentage of clients at a given point in time who have started using FA providers within the past month but had not used the FA system in the previous 12 months. If we can estimate “newcomers” defined in this way for 12 months in a row, the sum yields a measure of all the people who entered the system during the past year.¹¹

The 2009 survey used a question that was first added to the questionnaire in 2005:

P61b Now, thinking about the past year, did you or anyone in your household use a pantry...

- 1 Every month, (12 MONTHS)
- 2 Almost every month, (10-11 MONTHS)
- 3 Most months, (6-9 MONTHS)
- 4 Some months, (4-5 MONTHS)
- 5 Just a few months, (2-3 MONTHS)
- 6 Just this month?
- D DON'T KNOW
- R REFUSED

Using this question, we find that the point estimate of the percentage of clients that are newcomers in the previous month is 15.6% for pantries—by far the most important component in the total estimates. This implies that, at the typical pantry on a given day, 15.6% of clients have started using the pantry that day or at some other time in the previous month and have not previously used the system for at least a year (or ever).

Despite the economic distress that the country was experiencing in early 2009, the 2009 newcomer rate based on the survey data was only marginally higher than it had been in 2005. Given the very large increase in the national unemployment rate between 2005 and 2009, and

¹¹ Key to the approach outlined in the text is that a “newcomer” is defined as a person who starts using the FA system *and has not previously used it for at least a year*. Of course, some people may enter and exit the system several times during the year; however, in making *annual unduplicated estimates*, we want to count these people only once a year.

even larger county-level increases in the service areas many food banks participating in the study, Mathematica, Feeding America staff, and members of the Technical Advisory Group had expected a substantial increase in the newcomer rate. Regression analyses revealed neither an association between the newcomer rate and unemployment in 2009 nor an association between changes in the newcomer rate and changes in unemployment between 2005 and 2009, and the lower-than-expected 2009 estimates were attributed to underreporting of the newcomer rate in the survey data. As a result, the newcomer rate was adjusted upward based on changes in the average monthly national unemployment rate from the 2005 survey period (January through June 2005) to the 2009 survey period (January through June 2009). For pantries, this adjustment increased the newcomer rate from 15.6% to 20.8%.

3.7 REPORTING CONVENTIONS IN FOOD BANK REPORTS

In some instances, there were certain client-based tabular analyses for which fewer than 30 observations were available. (This happened mostly with shelters and, to a lesser extent, kitchens.) In these instances, the relevant tabulations have not been included in the tables, because there are too few client observations for the results to be statistically reliable.¹²

When client tabulations have been suppressed because of small sample sizes, the entry *n.p.* (“not presented”) is made in the relevant columns of the tables. In these cases, the client observations *are* included in computing the “total” column, which is aggregated across the three types of programs.

In some instances, there may be no observations available at all for a column of a table. In those cases, we have entered *N.A.* (“not available”). In other instances, a survey question is

¹² On the other hand, when presenting agency findings, we have reported tabulations with fewer than 30 programs, in part because some of the smaller members do not have as many as 30 kitchens or shelters.

asked only of clients at a specific type of program, such as pantries. In these cases, the entry *n.a.* (“not applicable”) is made in the relevant columns of the tables.

4. ESTIMATES OF THE NUMBER OF FEEDING AMERICA CLIENTS SERVED

A key factor in assessing the size and contribution of the FA network is to form an estimate of the number of people the network's emergency food providers serve.¹³ Estimates of the numbers of different types of providers in the network are also of great interest. Both sets of numbers are derived in this chapter.

In presenting weekly and annual estimates of the number of different people served, our objective is to gauge the number of people served food at any time in the period covered. That is, we wish to form an estimate of the number of people *ever served* at least once in a typical week and the number served at least once in the past year. Our weekly estimates are based on the analysis weights calculated using the survey sampling design and accounting for nonresponse or non-cooperation at each survey stage (agencies, programs, and clients). For the annual results, additional extrapolation across the year is needed, as described below.

4.1 BACKGROUND AND LIMITATIONS

The estimation process draws on several data sources to derive estimates of the size of the FA system:

- Information from the survey sample frame of providers, which was compiled from food bank records.
- Information from the sampling and data collection operations on the observed numbers of clients served by providers, the providers' days of operation, and similar factors.

¹³ Because the client counts are not based solely on survey data (for example, as in the Hunger in America 2006 study, they employ model-based assumptions about how newcomers are distributed across months of the year), the term "projection" may be more appropriate than "estimate." However, so as to not alternate between referring to client counts as projections and agency counts as estimates, we refer to each set of counts as estimates.

- Information from the client survey on respondents' length and frequency of use of the emergency food system.
- Information from FA administrative files on the sizes of the food banks that participated in the study compared with those that did not participate.

Given these rich data sources, several approaches can be taken in the estimation work. In much of the work below, we draw primarily on an approach, rooted in standard statistical estimation theory, where we (1) compute the probabilities of various providers and clients being in our survey sample, (2) compute analysis weights based on these probabilities, and (3) make estimates of the underlying population totals by summing the relevant analysis weights. In some instances, however, we use alternative approaches to develop certain estimates, compensate for limited information availability, make adjustments based on hypotheses, and test the robustness of our conclusions. We describe these approaches later in this chapter.

Our estimates unavoidably contain some uncertainty, which comes from several factors:

- ***Statistical Sampling Error.*** Sampling error results from the fact that many of the estimation parameters are based on *statistical samples*, rather than on surveys of all the relevant providers and clients.
- ***Reporting Error.*** Some of the interview questions on which our estimates are based were unavoidably complex. As a result, some error undoubtedly exists because respondents did not always understand the questions and did not always report accurately.
- ***Nonresponse Bias.*** As with any survey, it must be assumed that there is at least some error *due to nonresponse*. In this survey, it would be caused by the agencies and clients who did not respond to our surveys being systematically different from those that did.
- ***Coverage Bias.*** About 88% of the FA food banks participated in the study, which may lead to coverage bias. While we have adjusted for this, we cannot determine for sure exactly how accurate our adjustments are.
- ***Alternative Estimation Methods.*** As the subsequent discussion makes clear, several methods could be used in deriving the results presented below. Our discussion explains the reasons for the choices we make, but some judgment is involved in this and may influence the final results.

- **Seasonality.** Because of logistical requirements, most of the data were collected during winter and spring 2009. Therefore, it is not possible with this data set to fully examine and correct for fluctuations in the FA system and clients over the entire year.

Despite these possible sources of error, the Mathematica research team for the study believes that the estimates derived below are based on the best survey methods and estimation procedures available, given the resources.

The next section provides an overview of our findings. After that we describe additional details of our calculations. We begin with pantries, since they are the largest component of the FA network.

4.2 OVERVIEW OF FINDINGS

Our basic approach to deriving annual estimates of clients served annually is to start with survey-based estimates of clients served per week, then apply several extrapolation factors to get an annual figure.¹⁴ However, because considerable margins of error are unavoidable in extrapolating from weekly estimates to annual estimates of clients served, we present measures of error in the form of confidence intervals for these counts.

Overall, FA pantries, kitchens, and shelters serve an estimated 37.0 million different people annually and 5.7 million different people in a typical week (Table 4.2.1).¹⁵ The 95-percent confidence intervals associated with these estimates extend from 33.8 to 40.2 million annual clients and from 5.7 to 5.8 million weekly clients. Both ranges take into account the multistage survey design. In addition, the annual range accounts for sampling error associated

¹⁴ The weekly estimates of clients served by pantries, kitchens, or shelters are estimated using a model-based method which is very similar to that used to produce the 2005 estimates in Hunger in America 2006 study. This is described in the Technical Appendix.

¹⁵ All participation counts for clients are based on an analysis file that excludes all clients interviewed at programs served by 3 food banks due to data collection problems. Thus, all client estimates are based on 181 food banks that participated in the client survey.

with the factors used in obtaining an annual estimate from a weekly estimate and is computed using the Taylor series linearization method. These factors are described in detail in Section 4.4 and the estimation of the standard error used to compute the confidence interval is discussed in detail in the Technical Appendix.

TABLE 4.2.1

ESTIMATES OF NUMBERS OF DIFFERENT CLIENTS SERVED BY THE FA NETWORK
(WEEKLY AND ANNUAL ESTIMATES)

	Each Agency Type Considered Separately	After Correcting for Overlap of Clients Across Agencies ^a
Weekly Estimates		
Pantries (Persons)	5.2 million	5.1 million
(Households)	1.8 million	1.8 million
Kitchens (Persons)	0.6 million	0.5 million
Shelters (Persons)	0.2 million	0.2 million
Total (Persons)		5.7 million
95-Percent Confidence Interval		5.7 to 5.8 million
Annual Estimates		
Pantries (Persons)	35.0 million	33.9 million
(Households)	12.3 million	11.9 million
Kitchens (Persons)	2.1 million	1.8 million
Shelters (Persons)	1.6 million	1.3 million
Total (Persons)	n.a.	37.0 million
95-Percent Confidence Interval	n.a.	33.8 to 40.2 million

^aAny client using a pantry is counted under pantries. Clients using just kitchens and shelters are counted under kitchens.

By far, the largest client group is that served by pantries, which account for more than 90% of the annual total. Kitchens are the next most commonly used provider.

4.3 ESTIMATES OF NUMBER OF PANTRIES IN THE NETWORK

To estimate the number of pantries in the FA network, we begin by estimating the number of pantries served by the *food banks participating in the data collection*. We then extrapolate to the nonparticipating food banks.

As described in Chapter 3, we began the data collection by asking the participating food banks for lists of all the agencies they served, classified by types of programs the agencies run. A total of 49,386 agencies were listed by the 181 food banks participating in the client survey (Table 4.3.1).¹⁶ However, the food banks listed some of these agencies as running food programs other than pantries, kitchens, or shelters, such as those for day care centers and halfway houses, which were not included in the detailed survey work. As Line 3 of the table shows, after subtracting the agencies without pantries, kitchens, or shelters, 29,802 agencies remained.

To plan the sampling and field operations for the client survey, we obtained detailed operating information for a random sample of these 29,802 agencies. In conducting this work, we found that 14.4% of the agencies that had originally appeared eligible for the survey either were not still operating or were operating types of programs not directly germane to the survey. This left an estimated 27,909 agencies operating types of providers that were to be included in the survey. As Line 6 shows, 91.6% of these 27,909 agencies operated pantries (the others operated kitchens or shelters). An additional step in the derivation accounts for the fact that some agencies operated more than one pantry (Line 8).

Based on these calculations, the estimated final number of pantries served by food banks participating in the client survey is 29,640. The final step in the derivation is to extrapolate from the participating food banks to the entire FA system. The 181 food banks that participated in the client survey represent about 86% of all FA food banks. However, the participating food banks are larger, on average, than the typical food bank. In particular, based on food bank reports to FA, they account for about 88% of all the total food distributed by food banks in the FA system.

¹⁶ Much of the estimation work focuses on the subset of food banks that participated in the client survey, because we have more complete information on the sample frames for them.

Based on this information, we use an extrapolation factor of 1.13 to extend the estimates based just on participating food banks to the system as a whole. With this adjustment, the estimate of total pantries in Table 4.3.1 becomes 33,493.

TABLE 4.3.1
ESTIMATED NUMBER OF PANTRIES IN THE FA NETWORK

1.	Total operating agencies listed in the files of the participating food banks	49,386
2.	Percentage of agencies listed as operating at least one pantry, kitchen, or shelter ^a	60.3
3.	Subtotal	29,802
4.	Percentage of agencies in Line 3 that were found prior to survey operations (during detailed sampling work) no longer to be operating or to be operating only types of agencies other than pantries, kitchens, or shelters	14.4
5.	Revised subtotal	27,909
6.	Percentage of agencies in Line 5 that operate pantries ^b	91.6
7.	Agencies operating pantries	25,552
8.	Average pantry providers per agency operating pantries	1.16
9.	Final estimate of pantries in participating food banks	29,640
10.	Adjustment factor for nonparticipating food banks ^c	1.13
11.	Final estimate of pantries	33,493

Source: Lines 1-7 are based on client survey records; Line 8 is based on tabulations of agency survey data.

^aRemaining agencies were listed in an “other” category, as operating some other type of provider with food service operations, such as a day care center or a halfway house program.

^bSome additional ineligible agencies were found during the survey work.

^cOn this table, nonparticipating food banks also include those that participated in the agency survey only.

4.4 ESTIMATES OF THE NUMBER OF PANTRY CLIENTS

Here we present estimates of the number of clients served by FA pantries, based on microlevel information about the design-based analysis weights assigned to individual observations in the sampling work.

For interviewing at pantries, the sampling unit was the household. As discussed in Chapter 3 and detailed in the Technical Appendix volume, we have computed weights for each of the observations in the client survey sample, based on their probabilities of being selected into the sample in a typical week. These weights are based on several factors, including:

- The probability of selecting the client's agency into the subset of agencies used for the client survey and the probability of selecting the client's program. (This reflects the probabilities of the agency being selected at several different stages of the sampling process, the number of days per week the programs are open, and program-level participation rates, in terms of the agencies agreeing to allow the on-site data collection work.)
- The probability of selecting the client into the sample during the on-site work at the agency during the day of client interviewing. (This reflects the number of clients at the agency that day and the number actually selected for interviewing.)
- Client responses to interview questions concerning how many times they had been at any pantry during the week the interviewing took place.

These factors have allowed us to compute probabilities of each of the selected clients (1) being at a pantry *in a typical week*, (2) being selected into the data collection sample, and (3) responding to the survey. The initial set of weekly client weights is calculated based on the inverses of these probabilities. These weights make the sample representative of the universe of households receiving food at least once from a pantry served by a participating food bank *in a typical week*. The sum of these weights, 1.6 million, presented in Line 1 of Table 4.4.1, can be interpreted as an estimate of the number of *different* households obtaining food from pantries served by the participating food banks in a typical week. This estimate is still in terms of

households, not *persons*. The conversion to persons will be done later in the estimation process below. In addition, the estimate applies only to clients in pantries that the participating food banks cover.

The weekly estimate in Line 1 of the table provides the basis of the annual estimates that we are about to derive. However, weekly estimates are also of considerable interest in themselves as a measure of the size of the system. This is true especially because this weekly estimate is probably somewhat more accurate than the annual estimates derived below. In particular, as our methodological discussion in Chapter 3 indicates, computing *annual* estimates unavoidably required asking survey respondents to report on their use of the emergency food system over a significant amount of time—a year in some instances. This long reporting span undoubtedly increases reporting error. In contrast, the weekly estimate requires only that respondents be able to report on their use of the system *during the week of the survey*—a considerably less exacting requirement.

The estimation process continues by drawing on various survey findings to obtain, ultimately, an *annual* estimate of different clients. The next step is to convert the weekly estimate in Line 1 to pantry visits in a month by multiplying by a factor of four weeks per month.¹⁷ We then divide by a survey-based estimate that shows that, on average, households that use pantries visit them 2.0 times per month. Based on these factors, Line 5 indicates that the number of different client household visits in a month at all FA pantries that the participating food banks cover is estimated to be 3.3 million.

¹⁷ We considered using a factor of 4.3 weeks per month but elected to use the 4.0 factor because 4.0 may reflect more accurately how survey respondents converted between weeks and months in answering the survey questions. The appropriate choice is not fully clear, but it makes a significant difference. Using 4.3 would increase the pantry estimates by about 7%. The 7% is calculated as: $[4.3 \div 4]$.

TABLE 4.4.1

DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE
USING PANTRIES ANNUALLY

1. Estimated number of pantry household visits in a week by different households in areas covered by participating food banks	1.6 million
2. Weeks in a month	4.0
3. Pantry household visits in a month	6.5 million
4. Average household visits per month (per household)	2.0
5. Different household visits in a month	3.3 million
6. Average monthly percentage of all client households that start using pantries each month	20.8
7. Total entrants in months 2 through 12 (Line 6 × Line 5 × 11 months)	7.6 million
8. Total different households in months 1 through 12 (Line 5 + Line 7)	10.9 million
9. Average household size (persons per household)	2.8
10. Different people served in months 1 through 12 in areas covered by participating food banks (Line 8 × Line 9)	30.9 million
11. Adjustment for nonparticipating food banks	1.13
12. Different people served annually by pantries in the network (Line 11 × Line 10)	35.0 million
13. Different people served annually by pantries in the network (95-percent confidence interval)	32.1 to 37.8 million

Note: The technique used in the table of adjusting totals by average should be viewed as an approximation of the exact relevant numbers, if the relevant variables, including sample weights, are correlated with one another. For instance, if two variables are correlated, the product of the averages for two variables might not be exactly the same as the average of their products.

The next step in the derivation is to go from the estimated monthly number of unique pantry clients to develop an *annual* estimate. As noted above, in all likelihood, this step is subject to more error than the earlier ones because many of the pantry clients might have had difficulty responding accurately to questions that cover a period as long as a full year.

During the interview, respondents were asked how many months in a row in the past year they had received food from pantries (Question P61b). The response categories to this question,

which interviewers read to respondents, were denominated in months, with the key category being “just this month.” We used information from this question to estimate the number of clients who are new to the system, in that they reported not having used a pantry in the 12 months before the current month. About 20.8% of clients fell into this category, resulting in about 7.6 million new-entrant households in the past year.¹⁸

The next step in deriving an estimate of different users annually is to draw on the survey data to estimate the number of people per household. Based on the survey data, there are about 2.8 people per household in the population using pantries. A subsequent adjustment extrapolates the estimate from the areas covered by participating food banks to the entire set of FA food banks. After making these adjustments, the final estimate of people the FA network pantries served in a year is 35.0 million. The corresponding 95-percent confidence interval, computed using the standard error of the weekly estimate and variation in the factors used to extrapolate to the annual count, extends from 32.1 to 37.8 million clients.

4.5 ESTIMATES OF NUMBER OF KITCHENS IN THE NETWORK

Our analysis of the number of emergency kitchens served by FA food banks uses the same analytical steps as the analysis of pantries. There were 3,550 agencies that, based on the information developed in compiling the sample frame, appeared to be operating kitchens (Table 4.5.1, Line 7). After taking into account that some agencies were operating more than one kitchen program, we estimate that 3,941 kitchens are being served by FA food banks participating in the study. An adjustment for nonparticipating food banks raises the total estimate of kitchens to 4,453.

¹⁸ This estimate has been adjusted using national employment data (see Section 3.6.2).

TABLE 4.5.1
ESTIMATED NUMBER OF KITCHENS IN THE FA NETWORK

1.	Total operating agencies listed in the files of the participating food banks	49,386
2.	Percentage of agencies listed as operating at least one pantry, kitchen, or shelter ^a	60.3
3.	Subtotal	29,802
4.	Percentage of agencies in Line 3 that were found no longer to be operating or to be operating only types of agencies other than pantries, kitchens, or shelters	14.4
5.	Subtotal	27,909
6.	Percentage of agencies in Line 5 that operate kitchens ^b	12.7
7.	Agencies operating kitchens	3,550
8.	Average kitchen providers per agency operating kitchens	1.11
9.	Final estimate of kitchens in participating food banks	3,941
10.	Adjustment factor for nonparticipating food banks	1.13
11.	Final estimate of kitchens	4,453

Source: Lines 1-7 are based on client survey records; Line 8 is based on tabulations of agency survey data.

^aRemaining agencies were listed in an “other” category as operating some other type of provider with food service operations, such as a day care center or a halfway house program.

^bSome additional ineligible agencies were found during the survey work.

4.6 ESTIMATES OF THE NUMBER OF KITCHEN CLIENTS

Our approach to estimating the number of kitchen clients served in a year also closely parallels that used for pantries. It begins with an estimate of the number of different clients served in a week. We then use data on clients' patterns of use to extrapolate up to an annual estimate. One different factor taken into account is that the sampling unit at the kitchens was adults age 18 and older, rather than households. Therefore, to get a complete measure of clients served, we must use survey data on minors accompanying the adults. As Table 4.6.1 shows, based on the survey weights, an estimated 0.4 million adults used kitchens in a week. Furthermore, there were about 0.2 children per adult. These estimates imply an estimated 0.5 million people using kitchens in a given week.

The next step is to extend this weekly estimate to the month and the year levels. The technique used with pantries—of multiplying the weekly estimates by four weeks per month and then dividing by the average number of times clients use the facility in a month—cannot reasonably be applied to kitchens. This is because kitchen clients tend to use these facilities much more often per week and per month.

An alternative version of the pantry approach is possible, however. Unlike with pantries, the number of people present at kitchens in a given week can be viewed as a reasonable approximation of the clients who are *currently using* the facility at a given point in time. This allows us to use the week as the unit of observation in parts of the accounting. (More formally, most people who can be viewed as “ongoing,” or current, clients of a kitchen are likely to use the kitchen at least once during a weekly sampling period and thus have a non-zero probability of selection into the survey on a given week. This is not true of ongoing pantry users, most of whom use pantries only once or twice a month.)

TABLE 4.6.1

DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE
USING KITCHENS ANNUALLY

1. Estimated number of different adults visiting kitchens in a week in areas covered by participating food banks	0.4 million
2. Average number of children accompanying adults	0.2 children per adult
3. Different adults and children visiting kitchens in a week	0.5 million
4. Average monthly percentage of clients who start using kitchens each month ^a	23.4
5. New entrants in a year ^b	1.4 million
6. Different adults and children using kitchens in a year	1.9 million
7. Adjustment for nonparticipating food banks	1.13
8. Different people served annually by kitchens in the FA network (Line 6 × Line 7)	2.1 million
9. Different people served annually by kitchens in the FA network (95-percent confidence interval)	1.9 to 2.3 million

Source: See the Technical Appendix volume for details on the derivation of the table entries.

^aEstimated percentage is percentage entering in a month. The base of the estimates is the estimated clients at a given point in time, as approximated by a week.

^bCalculated as follows: (11.75months) × (percentage entering per month from Line 4) × (base estimate of clients at a point in time from Line 3).

The survey question used to identify “newcomer” kitchen clients is essentially the same as that used for the same purpose for pantry clients (Question K70, “Now thinking about the past year, did you use a soup kitchen . . .”). As with pantries, the answer categories are denominated in months of use. Our approach to estimating the percentage of kitchen clients newly receiving services in a given month is based on the percentage of clients responding to the above turnover question by saying that the current month is the only month in the past year that they have been

to a kitchen.¹⁹ About 23.4% of clients fell into this category, resulting in about 1.4 million new kitchen clients during the year.²⁰ This leads to an annual estimated number of people using kitchens in the areas covered by participating food banks of 1.9 million. Finally, as shown at the bottom of the table, extrapolating this to the entire FA network leads to an estimate of 2.1 million different kitchen clients per year. The corresponding 95-percent confidence interval, computed using the standard error of the weekly estimate and variation in the factors used to extrapolate to the annual count, extends from 1.9 to 2.3 million clients.

¹⁹ Even though the weighted survey *base* is, analytically, “clients in a week,” the question effectively covers a period extending for the entire previous month, because the answer categories read to the respondents are denominated in months.

²⁰ This estimate has been adjusted using national employment data (see Section 3.6.2).

4.7 ESTIMATES OF EMERGENCY SHELTERS IN THE NETWORK AND ESTIMATES OF THE NUMBER OF EMERGENCY SHELTER CLIENTS IN A YEAR

We have derived estimates of the number of emergency shelters and estimates of the number of clients attending them using methods exactly the same as those used for kitchens (Table 4.7.1 and Table 4.7.2). Overall, we estimate that the number of emergency shelters served by all FA food banks is 3,576 and that the estimate of the number of different clients served meals annually by the shelters is 1.6 million. The corresponding 95-percent confidence interval for the shelter client count, computed using the standard error of the weekly estimate and variation in the factors used to extrapolate to the annual count, extends from 1.3 to 1.8 million clients.

TABLE 4.7.1
ESTIMATED NUMBER OF SHELTERS IN THE FA NETWORK

1.	Total operating agencies listed in the files of the participating food banks	49,386
2.	Percentage of agencies listed as operating at least one pantry, kitchen, or shelter ^a	60.3
3.	Subtotal	29,802
4.	Percentage of agencies in Line 3 that were found no longer to be operating or to be operating only types of agencies other than pantries, kitchens, or shelters	14.4
5.	Subtotal	27,909
6.	Percentage of agencies in Line 5 that operate shelters ^b	10.0
7.	Agencies operating shelters	2,801
8.	Average shelter providers per agency operating shelters	1.13
9.	Final estimate of shelters in participating food banks	3,165
10.	Adjustment factor for nonparticipating food banks	1.13
11.	Final estimate of shelters	3,576

Source: Lines 1-7 are based on client survey records; Line 8 is based on tabulations of agency survey data.

TABLE 4.7.1 (continued)

^aRemaining agencies were listed in an “other” category, as operating some other type of provider with food service operations, such as a day care center or a halfway house program.

^bSome additional ineligible agencies were found during the survey work.

TABLE 4.7.2

DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE USING SHELTERS ANNUALLY

1. Estimated number of adults visiting shelters in a week	0.19 million
2. Average number of children accompanying adults	0.2
3. Different adults and children visiting shelters in a week	0.22 million
4. Average monthly percentage of all clients who start using shelters each month ^a	46.1
5. New entrants in a year ^b	1.2 million
6. Different adults and children using shelters in a year ^c	1.4 million
7. Adjustment for nonparticipating food banks	1.13
8. Different people served annually by shelters in the FA network (Line 6 × 7)	1.6 million
9. Different people served annually by shelters in the FA network (95-percent confidence interval)	1.3 to 1.8 million

Source: See the Technical Appendix volume for details of the derivation of the table entries.

^aEstimated percentage is percentage entering in a month. The base of the estimates is the estimated clients at a given point in time, as approximated by a week.

^bCalculated as follows: (11.75 months) × (percentage entering per month from Line 4) × (base estimate of clients at a point in time from Line 3).

4.8 ESTIMATES OF DIFFERENT CLIENTS ACROSS THE WHOLE FEEDING AMERICA SYSTEM

The estimates derived so far, along with additional data collected in the survey, make it possible to derive an estimate of the total number of different clients served by all three types of FA emergency food providers, taken together. Survey questions asked respondents whether they had used other types of providers (besides the one at which they were interviewed) during the week of the survey. Approximately 8% of pantry users said they had also used a kitchen or a shelter; approximately 51% of kitchen users said they had also used either a pantry or a shelter; and approximately 33% of shelter users said they had also used a pantry or a kitchen.²¹ Using these data, together with the estimates of provider use derived earlier, the estimated number of annual system-level clients is 37.0 million in 2009 (Table 4.8.1). The corresponding 95-percent confidence interval extends from 33.8 million to 40.2 million clients.

TABLE 4.8.1

ESTIMATED ANNUAL CLIENTS, UNDUPLICATED ACROSS AGENCIES (PERSONS)

	Each Agency Type Considered Separately	After Correcting for Overlap of Clients Across Agencies ^a
1. Estimated number of different pantry clients in a year	35.0 million	33.9 million
2. Estimated number of different kitchen clients in a year	2.1 million	1.8 million
3. Estimated number of different shelter clients in a year	1.6 million	1.3 million

²¹ Because we have data on cross-agency use only in a single week (the period before the survey), the figures on multiple-agency use reported in the text may somewhat underestimate the full degree of this type of use when used to estimate different clients in the *annual* estimates. This is true because clients could have used other types of agencies in weeks other than the one asked about. However, because most of the annual counts are based on a single agency type—pantries—we do not believe that the underestimation is substantial. For instance, to establish a probable upper bound on the possible error, suppose the multiple-use factors reported in the text were doubled. The resulting change in the overall annual estimate of different clients would then be less than 7%.

TABLE 4.8.1 (continued)

	Each Agency Type Considered Separately	After Correcting for Overlap of Clients Across Agencies ^a
4. Total different clients in system	n.a.	37.0 million
5. Total different clients in system (95-Percent Confidence Interval)	n.a.	33.8 to 40.2 million

^aAny client using a pantry is counted under pantries. Clients using only kitchens and shelters are counted under kitchens.

n.a. = not applicable.

4.9 DISCUSSION OF CHANGES IN AGENCY AND CLIENT ESTIMATES FROM 2005 TO 2009

As noted in Chapter 3, the survey methodology and the procedures with which annual and weekly client counts are estimated for the 2010 study are nearly identical to those used in the 2006 study. Thus, there is a high degree of comparability between the estimates from both surveys. In addition, neither the 2006 nor the 2010 study is directly comparable in a formal statistical sense to the 2001 study. This is due to a number of significant refinements and improvements that were made to the study procedures for the 2006 study and that were maintained in 2010. These refinements are described in detail in the Hunger in America 2006 report (see Section 3.8 on page 31).

In this section we describe changes between 2005 and 2009 in the number of FA clients as well as in several factors that are central to producing the estimates in each year. Due to the fact that the differences between the 2001 study and the 2006 and 2010 studies have been documented in the Hunger in America 2006 report, we focus on changes that occurred between 2005 and 2009.

4.9.1 The Size of the Feeding America Network in 2005 and 2009

The findings in Tables 4.3.1, 4.5.1, and 4.7.1 suggest that the system provides comprehensive services that are widely available and that, overall, this network has increased in size between 2005 and 2009. In 2009, the FA network included 33,493 food pantries, 4,453 emergency kitchens, and 3,576 shelters, with each participating food bank providing supplies to all these types of programs. This compares to 2005 in which FA facilities included 29,674 food pantries, 5,601 emergency kitchens, and 4,143 shelters. Thus, the number of pantries in the network has increased by 13% and the numbers of emergency kitchens and shelters have decreased by 20% and 14%, respectively, between 2005 and 2009.

The 2009 findings suggest that the FA network serves very large numbers of clients in a year and that the number of clients has increased from 2005 to 2009. The estimates suggest that 37.0 million different clients were served by the three types of FA emergency food programs in 2009, compared to 25.4 million clients in 2005.²² The annual number across all three types of programs has increased by 46% since 2005.²³

The estimate of the number of different clients served by the participating food banks in a typical week is also an important measure of the size of system. In 2009, 5.7 million different clients were served in a typical week, compared to 4.5 million in 2005—a 27% increase. In the next section we discuss how the estimates of the factors that convert the weekly counts to annual counts have changed over this period, which helps explain why the percentage changes for the weekly and annual counts differ.

4.9.2 Interpreting Changes in Client Estimates from 2005 to 2009

There have been sizable increases in the number of unduplicated clients served annually and weekly from 2005 to 2009. In this section we examine these increases in light of the

²² A range of estimates from 23.7 to 27.0 million clients was presented in the 2005 report, rather than a single estimate, due to variation in one of the factors (the newcomer rate) used to estimate the annual count from the weekly count. We have used the midpoint of this range to estimate the percent change from 2005 to 2009.

²³ The estimates of emergency food use in the Current Population Survey (CPS) indicate that 4.8 million households receive food from pantries at least once in the last twelve months, an increase of 20% from 2005 (data from 2009 is currently not available) (Nord et al. 2009). Also 0.6 million households receive food from emergency kitchens at least once in the last twelve months, a decrease of 2 percent from 2005. However, as discussed in the Hunger in America 2006 report and noted elsewhere in the relevant research literature, the absolute number of emergency food clients estimated in the CPS has consistently been substantially lower than the number estimated in the FA surveys. Possible reasons for the undercount include the known tendency of the CPS and similar national surveys to undercount use of assistance programs and, relatedly, the role of stigma in how a respondent answers. In particular, in the CPS it is easy for a respondent to decide not to report participation in emergency food if it is embarrassing to do so, while in the Hunger in America survey, this is not possible, since the interview takes place at the emergency food provider. Additional reasons for the discrepancy between the CPS and Hunger in America study estimates include (1) the CPS undercounts those who are most in need of assistance including those in housing Units, (2) the CPS asks respondents about food pantry and emergency kitchen use in the last 12 months, and visits to an agency that took place farther in the past may be more difficult to remember (recall bias); and (3) the CPS sampling frame does not include those not living in housing units. However, these factors notwithstanding, the size of the difference in the estimates should be noted, if not fully understood.

sampling and measurement error present in both years. We also compare the changes in client counts to changes in national indicators of federal food assistance program participation rates, food insecurity, and unemployment based on external data as a “plausibility” check.

The 2009 estimated annual count of 37.0 million is a midpoint of the 95-percent confidence interval that extends from 33.8 to 40.2 million clients. This interval is based on sampling error of both the weekly client count estimate and the set of factors (estimated using the same survey data set) such as the number of pantry visits per month, household size, and the newcomer rate used to convert the weekly count to an annual count (see rows 3, 6, and 9 of Table 4.4.1). It means that, while the specific point estimate of clients is 37.0 million, there is a reasonable probability that the true number of clients could be as low as 33.8 million or as high as 40.2 million.

In 2005, a range was also presented, extending from 23.7 to 27.0 million; however, this range was constructed solely using measurement error in one factor—the newcomer rate. The 2005 range was not, strictly speaking, based on a formal estimate of sampling error and thus did not represent true statistical sampling variation. While one cannot determine whether there is a true statistical difference between the 2005 and 2009 estimate, it is useful to note that the upper end of the 2005 range and the lower end of the 2009 range are separated by almost 7 million clients, making it almost certain that the annual client counts are statistically different in each year.²⁴

Accepting the specific annual estimate in 2009 of 37.0 million clients, together with a similar estimate in 2005 of 25.4 million clients, implies an increase of 46% from 2005 to 2009.

²⁴ Given the high degree of comparability in survey methodologies, one can also apply the relative standard error from the 2009 client count to the 2005 count to obtain an approximate standard error for the 2005 count. Doing so also demonstrates that there is a statistical difference between the two years in the number of clients served annually.

This percentage increase is calculated using the midpoints of the ranges in both years. However, given the ranges in 2009 and 2005 that are based on sampling and measurement error, it is possible that the “true” percentage increase is smaller than 46%. For example, if the “true” 2005 annual estimate was 27.0 million (the upper bound of the range) and the “true” 2009 estimate was 33.8 million (the lower bound of the range), then the percentage increase would be approximately 25%. For similar reasons it is also possible that the “true” percent increase could be larger than 46%.

A related question is whether the magnitudes of the increases in the annual and weekly client counts are plausible. External national indicators of federal food assistance participation, food security, and unemployment all support a sizable increase from 2005 to 2009 in the number of clients receiving emergency food from agencies and programs in the FA network. First, participation in the Supplemental Nutrition Assistance Program (SNAP) climbed from 25.3 million participants to 33.5 million participants from the survey period in 2005 to the survey period in 2009—a 32% increase.²⁵ Second, government estimates based on annual Census Bureau, Current Population Survey (CPS) data indicate that between 2005 and 2008 (data is not currently available for 2009) the number of people in the United States experiencing food insecurity rose from 12.6 million people to an unprecedented 17.1 million people—a 36% increase.²⁶ Third, employment data from the Bureau of Labor Statistics indicates that the unemployment rate increased from a monthly average of 5.2% in the survey period in 2005 to a monthly average of 8.7% in the survey period in 2009—a 66% increase.

²⁵ See <http://www.fns.usda.gov/pd/snapmain.htm>

²⁶ Mark Nord, Margaret Andrews, and Steven Carlson. “Household Food Security in the United States, 2008.” U.S. Department of Agriculture, Food and Nutrition Service. Economic Research Report No. 83 (ERS-83) November 2009.

The changes in SNAP participation rates and food security provide support the “true” increase in emergency food clients falling between 33% (corresponding to the difference between the midpoint of the 2005 range and the lower bound of the 2009 range) and 46% (corresponding to the difference between the midpoints of the 2005 and 2009 ranges). However, there is also evidence based on changes in unemployment that provides support that the 46% increase could be a reasonable estimate of the “true” increase in emergency food clients.

4.9.3 Changes Between 2005 and 2009 in Key Factors That Influence the Participation Estimates

Changes in the annual client counts from 2005 to 2009 for pantry, kitchens, and shelters are partly determined by several factors shown in Tables 4.4.1, 4.6.1, and 4.7.2. For example, Table 4.4.1 shows that the annual number of clients served by pantries is built up from the weekly household count using several factors that include the average number of household visits per month, the newcomer rate (labeled in the table as the “average monthly percentage of all client households that start using pantries each month”), and the average household size.

Between 2005 and 2009, the estimates of these factors changed in the following ways:

- The average number of household visits per month (per household) increased from 1.8 to 2.0, suggesting an increase in frequency of use among households. For a given number of (distinct) pantry household visits in a given month (line 3 in Table 4.4.1), a larger estimate for this frequency decreases the number of *different* client households (line 5 in Table 4.4.1).
- The average monthly percentage of all client households that start using pantries each month—the newcomer rate—increased from 14.0% to 20.8%. For a given number of different client household visits in a given month (line 5 of Table 4.4.1), an increase in the estimate of the newcomer rate increases the total annual number of different households (line 8 in Table 4.4.1).
- The average household size, measured as number of persons per households, increased from 2.7 to 2.8. For a given total annual number of different households (line 8 of Table 4.4.1), a larger estimate of average household size increases the number of different *people* served annually (line 10 in Table 4.4.1).

Considering changes in these factors collectively suggests that while there is a greater number of new households seeking network pantry services each month, the effect of this on the number of *different* clients is partially counterbalanced by the increase in the frequency with which households visit pantries.

Unlike for pantries, the factors that convert weekly client counts to annual client counts for kitchens and shelters consist only of an adjustment for the number of children accompanying adults to the kitchen or shelter (because only adults at least 18 years old are sampled at these programs) and an adjustment for the newcomer rate. In general, for a given weekly count, increases in each of these factors lead to increases in the annual client counts for kitchens and shelters. Between 2005 and 2009, the estimates of these factors changed in the following ways:

- The average number of children accompanying adults decreased from 0.3 to 0.2 children for kitchens and remained about the same for shelters (0.2).
- The average monthly percentage of clients who start using kitchens each month increased from 15.0% to 23.4%. For shelters, the newcomer rate increased from 36.0% to 46.1%.

For kitchen and shelter clients, the changes in these factors have opposing effects on the number of *different* clients served annually. While there are fewer children accompanying adults served at kitchens and shelters, there were greater numbers of new clients seeking services in 2009 than in 2005 at these programs. The result was a net increase in kitchen and shelter clients from 2005 to 2009.

5. CLIENTS: DEMOGRAPHIC PROFILE

One of the most important purposes of the evaluation has been to develop a description of the people and households served by the FA National Network. Key findings are presented in this section. Results reported in chapters 5 through 9 represent all clients served by the FA National Network.

We begin by describing the client sample on which the analysis is based. Section 5.2 then provides an overall profile of clients served by the FA National Network. Subsequent sections give additional details about clients' demographic characteristics, citizenship, education levels, household income levels, and other resources.

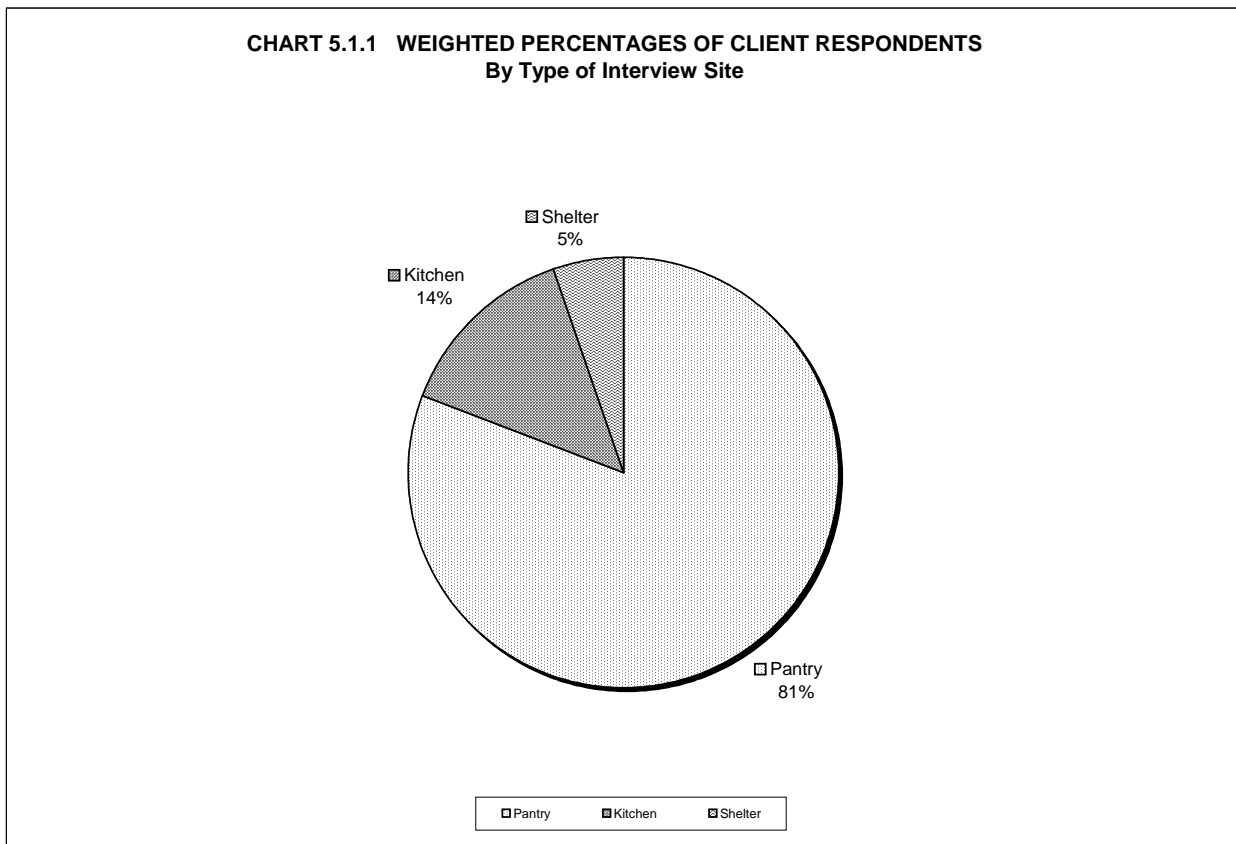
5.1 NUMBER OF CLIENT RESPONDENTS

A total of 61,085 clients were interviewed at selected program sites of the FA National Network. The clients interviewed at the pantry programs (42,441 clients) account for 69.5% of all client respondents.²⁷ Those interviewed at the kitchen programs (13,552 clients) make up 22.2% of the total, and those interviewed at the shelter programs (5,092 clients) account for the remaining 8.3%. Table 5.1.1 shows the percentage distribution after the weights described earlier were applied to each observation.

²⁷ The difference between this count and the number presented in chapter 3 (62,143 clients) reflects the exclusion of clients from three food banks from the analysis file of all clients interviewed at programs due to data collection problems. See section 3.5.

TABLE 5.1.1
NUMBER OF CLIENT RESPONDENTS

Site of Interview	Client Respondents		
	Number	Unweighted Percentage	Weighted Percentage
Pantry	42,441	69.5%	80.9%
Kitchen	13,552	22.2%	13.8%
Shelter	5,092	8.3%	5.3%
TOTAL	61,085	100.0%	100.0%



5.2 SUMMARY DEMOGRAPHIC PROFILE

Client respondents provided information about various demographic characteristics of themselves and their households. Table 5.2.1 summarizes the demographic profile of the client households of the FA National Network. It also contains statistics about adult clients who visit FA emergency food programs.

TABLE 5.2.1
SUMMARY DEMOGRAPHIC PROFILE OF FA CLIENTS

	Pantry	Kitchen	Shelter	All
Client Households				
Size of household ^a				
Households with 1 member	30.6%	59.7%	82.8%	37.4%
Households with 2-3 members	38.5%	27.1%	12.0%	35.5%
Households with 4-6 members	25.7%	11.0%	4.2%	22.5%
Households with more than 6 members	5.2%	2.2%	1.1%	4.6%
Average household size	2.9	1.9	1.4	2.7
Median household size	2	1	1	2
Households with nonfamily members	5.7%	7.2%	1.7%	5.7%
Households with one or more adults employed	37.9%	30.3%	22.8%	36.0%
Households with single parents	14.9%	6.7%	6.9%	13.3%
Households with single parents among households with children younger than age 18 ^b	35.0%	36.7%	67.8%	35.5%
Elderly and children in household				
Households with children younger than age 18	44.0%	18.9%	10.6%	38.8%
Households with children ages 0-5 years	20.9%	9.8%	6.3%	18.6%
Households with children ages 0-3 years	13.6%	6.4%	4.5%	12.2%
Households with any member 65 years or older	20.6%	13.2%	2.5%	18.6%
Households with grandchildren	10.5%	3.7%	0.9%	9.1%
Households with a respondent who provides basic needs to grandchild	8.2%	2.6%	0.6%	7.1%
Adult Clients at Program Sites				

TABLE 5.2.1 (continued)

	Pantry	Kitchen	Shelter	All
Adult Clients at Program Sites				
Male	33.0%	61.8%	74.8%	39.2%
Female	67.0%	38.2%	25.2%	60.8%
U.S. citizens	87.8%	94.0%	96.4%	89.1%
Registered voters ^c	66.6%	68.6%	60.3%	66.5%
Married or living as married	36.0%	20.0%	9.3%	32.4%
High school graduate	64.5%	70.0%	71.1%	65.7%
Currently employed	19.9%	20.9%	20.5%	20.0%
Clients in nonmetropolitan areas or metropolitan non-central city areas	52.5%	29.3%	24.7%	47.8%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

Source: This table was constructed based on usable responses to questions 2, 3, 4, 5, 6, 7, 9, 10, 11, 11a, 12, 81a, and 82 of the client survey.

Notes: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses, except for the percentage of employed clients (See Table 5.7.2). All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^aFor all programs, responses greater than 24 people in a household were recoded as 24 people. Additional data are available for at most 10 members of each household. See Chapter 3 for details.

^bThe sample size is 17,972 for the pantry, 2,094 for the kitchen 868 for the shelter, and 20,934 for all.

^cFor registered voters, missing, don't know, and refusal responses combined are 3.8% for pantry clients, 3.1% for kitchen clients, 1.8% for shelter clients, and 3.6% for all clients.

The upper part of Table 5.2.1 shows the composition of FA client households. The average household size is 2.7, and 36.0% of the households have an employed adult. In addition:

- 37.4% of the client households are single-person households.
- 4.6% of the client households have more than six members.
- Among client households with children under 18, 35.5% are single-parent.
- 38.8% of the client households have at least one member under 18.
- 18.6% of the client households have one or more children age 0 to 5 years.
- 18.6% of the households have at least one member age 65 years or older.

The lower part of Table 5.2.1 shows that 39.2% of the adult clients visiting emergency food programs are men, while 60.8% are women. (Table 5.3.1 contains detailed age, gender, and citizenship information.) Among adults at emergency providers, 89.1% are U.S. citizens, 65.7% are high school graduates, and 20.0% are currently working. These statistics, however, take into account only the client population who come to the program sites. Since the pantries' client base is not limited to the individual household members who come to pick up food, but includes all members of such clients' households, it is also of interest to examine similar tabulations based on all individual members of client households. Table 5.3.2 in the next section presents the age, gender, and citizenship composition of all members of client households.

5.3 AGE, GENDER, AND CITIZENSHIP COMPOSITION

Clients interviewed were asked to provide information on age, gender, and U.S. citizenship for themselves and for at most nine members of their households. Table 5.3.1 shows the distribution of each variable only among the population represented by clients interviewed at program sites (all adults). Table 5.3.2 shows the distribution among all members of client households. Finally, Table 5.3.3 shows the age distribution among all clients (including children).

TABLE 5.3.1

AGE, GENDER, AND CITIZENSHIP COMPOSITION AMONG ADULT CLIENTS

	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	Adult Clients at All Program Sites
Age				
18-29	11.5%	13.5%	18.5%	12.1%
30-49	42.7%	47.9%	53.4%	44.0%
50-64	30.0%	28.6%	26.0%	29.6%
65 and over	15.7%	10.0%	2.1%	14.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
Gender				
Male	33.0%	61.8%	74.8%	39.2%
Female	67.0%	38.2%	25.2%	60.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
U.S. Citizen				
Yes	87.8%	94.0%	96.4%	89.1%
No	12.2%	6.0%	3.6%	10.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

Source: This table was constructed based on usable responses to questions 2, 3, and 5 of the client survey.

Notes: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For age, missing, don't know, and refusal responses combined are 0.6% for pantry clients, 0.9% for kitchen clients, 0.8% for shelter clients, and 0.7% for all clients.

For gender, missing, don't know, and refusal responses combined are 0.8% for pantry clients, 0.7% for kitchen clients, 0.5% for shelter clients, and 0.8% for all clients.

TABLE 5.3.1 (continued)

For citizenship, missing, don't know, and refusal responses combined are 0.9% for pantry clients, 0.9% for kitchen clients, 1.1% for shelter clients, and 0.9% for all clients.

Among the adult clients who come to program sites, 12.1% are age 18 to 29, 44.0% are 30 to 49, 29.6% are 50 to 64, and 14.2% are 65 and older. In addition:

- Among the adult pantry clients who were represented at the interview sites (not including all members of their households), 11.5% are age 18 to 29, 42.7% are 30 to 49, 30.0% are 50 to 64, and 15.7% are 65 and older.
- 33.0% of adult pantry clients at program sites are male.
- 87.8% of adult pantry clients at program sites are U.S. citizens.
- Among the adult kitchen clients, 13.5% are age 18 to 29, 47.9% are 30 to 49, 28.6% are 50 to 64, and 10.0% are 65 and older.
- 61.8% of adult kitchen clients at program sites are male.
- 94.0% of adult kitchen clients at program sites are U.S. citizens.
- Among the adult shelter clients, 18.5% are age 18 to 29, 53.4% are 30 to 49, 26.0% are 50 to 64, and 2.1% are 65 and older.
- 74.8% of adult shelter clients at program sites are male.
- 96.4% of adult shelter clients at program sites are U.S. citizens.

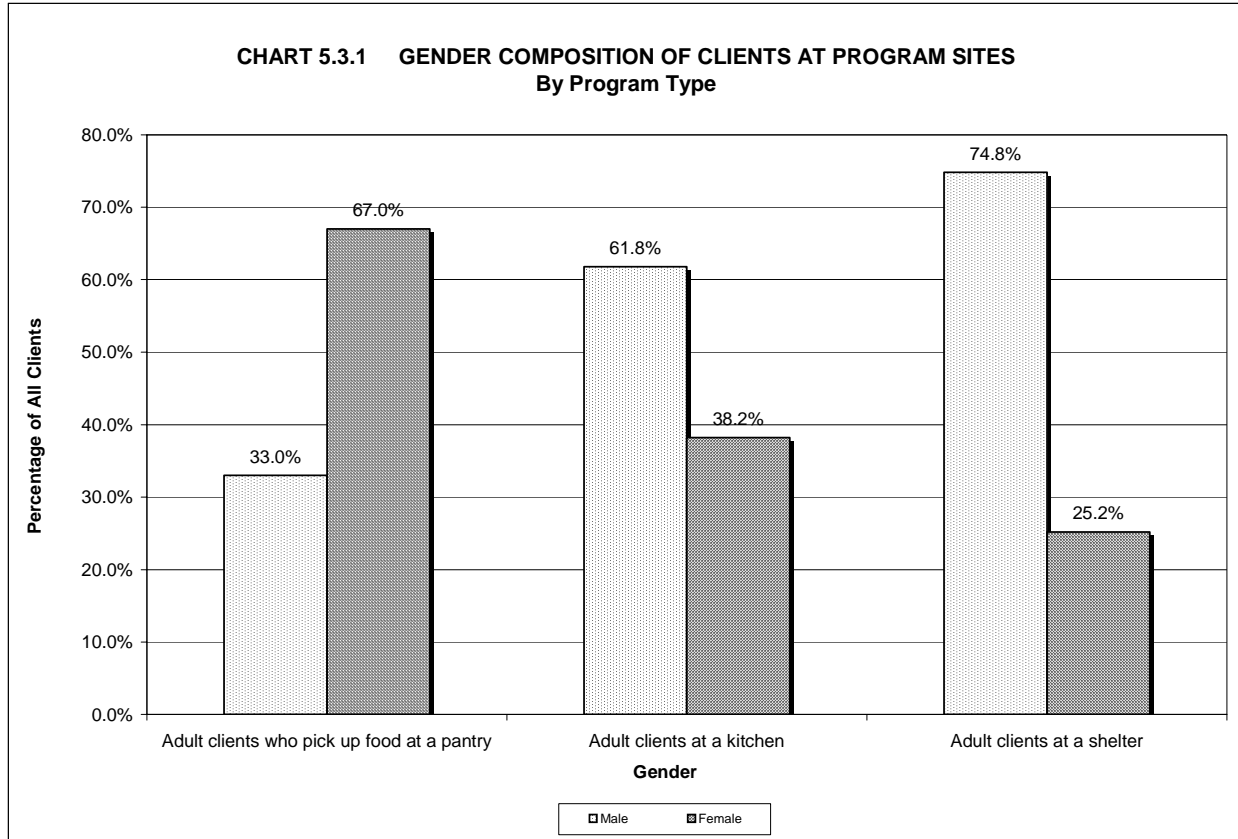


TABLE 5.3.2

AGE, GENDER, AND CITIZENSHIP COMPOSITION

	All Members of Household, Pantry	All Members of Household, Kitchen	All Members of Household, Shelter	All Members of Household, All Programs
Age^a				
0-3	5.5%	3.9%	4.3%	5.3%
4-5	3.3%	2.3%	2.0%	3.2%
6-17	30.8%	18.9%	13.3%	29.2%
18-29	13.4%	13.9%	16.3%	13.5%
30-49	24.1%	34.5%	41.2%	25.6%
50-64	14.8%	18.8%	20.8%	15.4%
65 and over	8.0%	7.7%	2.0%	7.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)^b	119,981	24,692	7,630	152,303
Gender^a				
Male	47.2%	56.6%	68.3%	48.7%
Female	52.8%	43.4%	31.7%	51.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
U.S. Citizen^a				
Yes	88.4%	93.3%	96.2%	89.2%
No	11.6%	6.7%	3.8%	10.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	115,883	23,858	7,328	147,069

Source: This table was constructed based on usable responses to questions 2, 3, 5, 6a, and 6b of the client survey.

Notes: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For age, missing, don't know, and refusal responses combined are 1.4% for pantry clients, 1.8% for kitchen clients, 2.2% for shelter clients, and 1.5% for all clients.

For gender, missing, don't know, and refusal responses combined are 1.1% for pantry clients, 1.0% for kitchen clients, 0.8% for shelter clients, and 1.1% for all clients.

For citizenship, missing, don't know, and refusal responses combined are 1.4% for pantry clients, 1.3% for kitchen clients, 1.1% for shelter clients, and 1.4% for all clients.

^aData available for at most 10 members of household. See the Technical Appendix volume for details.

^bThe sample sizes for age variables may be larger than those for the other two variables in this table. This is because the client questionnaire had additional questions to identify household members who are younger than age 18 and whether the household has any children between ages 0 and 5.

When we consider all members of client households, 5.3% are age 0 to 3, 3.2% are 4 to 5, 29.2% are 6 to 17, 13.5% are 18 to 29, 25.6% are 30 to 49, 15.4% are 50 to 64, and 7.9% are 65 and older. Information on age distribution, as well as gender and citizenship distributions, by program type follows:

- Among all members of pantry client households, 8.8% are age 0 to 5, 30.8% are 6 to 17, 13.4% are 18 to 29, 24.1% are 30 to 49, 14.8% are 50 to 64, and 8.0% are 65 and older.
- 47.2% of all members of pantry client households are male.
- 88.4% of all members of pantry client households are U.S. citizens.
- Among all members of kitchen client households, 6.2% are age 0 to 5, 18.9% are 6 to 17, 13.9% are 18 to 29, 34.5% are 30 to 49, 18.8% are 50 to 64, and 7.7% are 65 and older.
- 56.6% of all members of kitchen client households are male.
- 93.3% of all members of kitchen client households are U.S. citizens.
- Among all members of shelter client households, 6.3% are age 0 and 5, 13.3% are 6 and 17, 16.3% are 18 to 29, 41.2% are 30 to 49, 20.8% are 50 to 64, and 2.0% are 65 and older.
- 68.3% of all members of shelter client households are male.
- 96.2% of all members of shelter client households are U.S. citizens.

Table 5.3.2N translates the percentage distribution in the previous table (Table 5.3.2) into estimates of the numbers of members of FA client households by age bracket and by type of provider. The numbers in this table (and similar tables) are based on the midpoints of the estimated ranges of annual client counts presented in Chapter 4 (see Appendix A for details). Note that for kitchens and shelters, this table includes all members of the households, not just the members present at the FA providers.

TABLE 5.3.2N

AGE COMPOSITION (ESTIMATED NUMBER OF CLIENT HOUSEHOLD MEMBERS ANNUALLY)

	All Members of Household, Pantry	All Members of Household, Kitchen	All Members of Household, Shelter	All Members of Household, All Programs
Age				
0-3	1,861,100	105,500	64,100	2,020,400
4-5	1,131,200	64,000	29,500	1,221,600
6-17	10,468,200	515,800	197,500	11,148,300
18-29	4,539,600	378,300	241,900	5,150,600
30-49	8,186,200	939,300	609,700	9,755,000
50-64	5,029,800	511,300	308,300	5,859,400
65 and over	2,728,700	211,000	29,100	2,995,100
ESTIMATED TOTAL NUMBER OF PEOPLE IN CLIENT HOUSEHOLDS	33,944,850	2,725,324	1,480,227	38,150,401

Notes: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not add up exactly to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

As the table shows, pantries are estimated to serve annually about 3 million young children, and overall more than 13 million children under 18. Pantries also serve more than 2.7 million elderly clients per year. In addition:

- Members of households of clients at FA kitchens include nearly 0.7 million children under 18; the comparable number for shelters is 0.3 million.
- Members of the households of clients at FA kitchens include about 0.2 million people 65 and older; the comparable number for shelters is much smaller, which reflects not only the smaller numbers at shelters but also their different clientele.

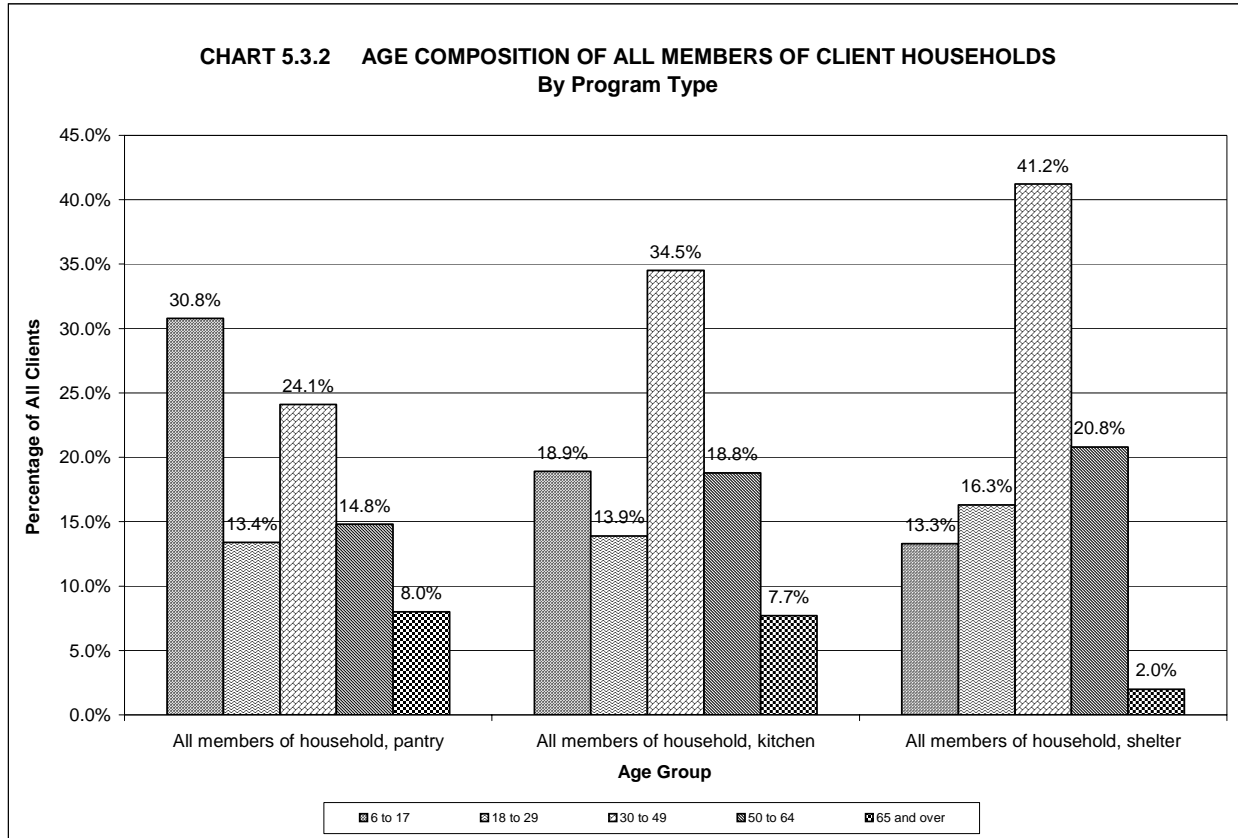


TABLE 5.3.3
AGE COMPOSITION AMONG ALL CLIENTS

	All Clients, Pantry	All Clients, Kitchen	All Clients, Shelter	All Clients, All Programs
Age ^a				
0-3	5.5%	2.9%	4.2%	5.3%
4-5	3.3%	1.9%	1.9%	3.2%
6-17	30.8%	9.1%	7.5%	29.0%
18-29	13.4%	11.7%	15.9%	13.3%
30-49	24.1%	40.9%	46.1%	25.6%
50-64	14.8%	24.8%	22.5%	15.6%
65 and over	8.0%	8.8%	1.8%	7.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	127,478	15,672	6,334	149,484

Source: This table was constructed based on usable responses to questions 2, 3, 5, 6a, and 6b of the client survey.

Notes: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For age, missing, don't know, and refusal responses combined are 1.4% for pantry clients, 2.3% for kitchen clients, 1.3% for shelter clients, and 1.5% for all clients.

^aData available for at most 10 members of household. See the Technical Appendix volume for details.

When we consider all clients, including children, 5.3% are age 0 to 3, 3.2% are 4 to 5, 29.0% are 6 to 17, 13.3% are 18 to 29, 25.6% are 30 to 49, 15.6% are 50 to 64, and 7.9% are 65 and older. Information on age distribution by program type follows:

- Among all pantry clients, 8.8% are age 0 to 5, 30.8% are 6 to 17, 13.4% are 18 to 29, 24.1% are 30 to 49, 14.8% are 50 to 64, and 8.0% are 65 and older.
- Among all kitchen clients, 4.8% are age 0 to 5, 9.1% are 6 to 17, 11.7% are 18 to 29, 40.9% are 30 to 49, 24.8% are 50 to 64, and 8.8% are 65 and older.
- Among all shelter clients, 6.2% are age 0 and 5, 7.5% are 6 and 17, 15.9% are 18 to 29, 46.1% are 30 to 49, 22.5% are 50 to 64, and 1.8% are 65 and older.

Table 5.3.3N translates the percentage distribution in the previous table (Table 5.3.3) into estimates of the numbers of FA clients by age bracket and by type of provider. The numbers in this table (and similar tables) are based on the midpoints of the estimated ranges of annual client counts presented in Chapter 4 (see Appendix A for details). Unlike Table 5.3.2N, for kitchens and shelters, this table includes only clients present at the FA providers (not all members of the households).

TABLE 5.3.3N
AGE COMPOSITION (ESTIMATED NUMBER OF CLIENTS ANNUALLY)

	All Clients, Pantry	All Clients, Kitchen	All Clients, Shelter	All Clients, All Programs
Age				
0-3	1,861,100	52,000	53,000	1,961,400
4-5	1,131,200	34,000	24,400	1,189,900
6-17	10,467,800	162,900	93,700	10,738,800
18-29	4,539,400	209,000	200,000	4,931,100
30-49	8,185,900	733,500	578,200	9,470,100
50-64	5,029,600	443,900	282,500	5,762,000
65 and over	2,728,600	157,000	23,100	2,937,600
ESTIMATED TOTAL NUMBER OF PEOPLE IN CLIENT HOUSEHOLDS	33,944,850	1,792,197	1,254,975	36,992,022

Notes: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not add up exactly to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

As the table shows, pantries are estimated to serve annually about 3 million young children, and overall more than 13 million children under 18. Pantries also serve more than 2.7 million elderly clients per year. In addition, members of households of clients at FA kitchens

include over 0.2 million children under 18. The comparable number for shelters is nearly 0.2 million.

5.4 MARITAL STATUS

Clients were also asked about their marital status. Table 5.4.1 presents the findings.

TABLE 5.4.1
MARITAL STATUS

Clients' Marital Status	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	Adult Clients at All Program Sites
Married	29.1%	13.8%	7.5%	25.9%
Living as married	6.8%	6.2%	1.8%	6.5%
Widowed	11.4%	8.1%	3.2%	10.5%
Divorced	20.2%	22.1%	24.5%	20.7%
Separated	8.3%	7.5%	12.0%	8.4%
Never been married	24.1%	42.2%	50.9%	28.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

Source: This table was constructed based on usable responses to Question 9 of the client survey.

Notes: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 1.8% for pantry clients, 2.3% for kitchen clients, 3.2% for shelter clients, and 2.0% for all clients.

Key findings include:

- Overall, 25.9% of the clients at all program sites are married.
 - The percentage of married clients at pantry programs is 29.1%.
 - The percentage of married clients at kitchen programs is 13.8%.
 - The percentage of married clients at shelter programs is 7.5%.
- 6.5% of the clients at all program sites are living as married.
- 10.5% of the clients at all program sites are widowed.
- 8.4% of the clients at all program sites are separated.
- 28.0% of the clients at all program sites have never been married.

5.5 HIGHEST EDUCATION LEVEL ATTAINED

Clients were asked the highest education level they had attained; data from their responses are provided in Table 5.5.1.

TABLE 5.5.1
HIGHEST EDUCATION LEVEL ATTAINED

Clients' Education Level	Adult Clients Who Pick Up			
	Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	All Adult Clients
Less than high school	35.5%	30.0%	28.9%	34.3%
Completed high school or equivalent degree (but not higher)	38.4%	39.3%	41.6%	38.7%
Completed noncollege business/trade/technical school	3.9%	3.7%	3.4%	3.8%
Some college/two-year degree	16.1%	20.2%	20.4%	16.9%
Completed college or higher	6.2%	6.9%	5.6%	6.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

Source: This table was constructed based on usable responses to Question 10 of the client survey.

Notes: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 1.8% for pantry clients, 1.2% for kitchen clients, 2.1% for shelter clients, and 1.7% for all clients.

As Table 5.5.1 shows, 34.3% of the clients at emergency food programs have not completed high school. The comparable percentage for the entire U.S. adult population is 14.3%.²⁸ More details follow:

- 38.7% of all clients finished high school but received no further education.
- 16.9% of all clients have some college education or completed a two-year degree.
- 6.2% of all clients have completed college or beyond.

²⁸ *Statistical Abstract of the United States, 2009*. Table No. 221.

5.6 RACIAL AND ETHNIC BACKGROUND

Clients were asked about their racial and ethnic background. Table 5.6.1 summarizes the results.

TABLE 5.6.1
RACIAL AND ETHNIC BACKGROUND

Clients' Racial ^a and Ethnic Background	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	All Adult Clients
Non-Hispanic White	40.5%	39.5%	40.2%	40.3%
Non-Hispanic Black	32.2%	39.6%	39.1%	33.6%
American Indian or Alaskan Native	3.6%	4.9%	6.6%	3.9%
Native Hawaiian or other Pacific Islander	0.6%	1.2%	0.7%	0.7%
Asian	1.3%	0.7%	0.3%	1.2%
Latino or Hispanic				
Mexican, Mexican American, Chicano	12.2%	8.4%	5.7%	11.3%
Puerto Rican	2.3%	2.2%	4.4%	2.4%
Cuban	0.9%	0.2%	0.2%	0.8%
Other Latino or Hispanic	6.4%	4.3%	3.7%	6.0%
SUBTOTAL	21.8%	15.2%	14.0%	20.5%
Other ^b	2.7%	2.3%	1.7%	2.6%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to questions 11, 11a, and 12 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For race, missing, don't know, and refusal responses combined are 0.8% for pantry clients, 0.3% for kitchen clients, 0.5% for shelter clients, and 0.7% for all clients.

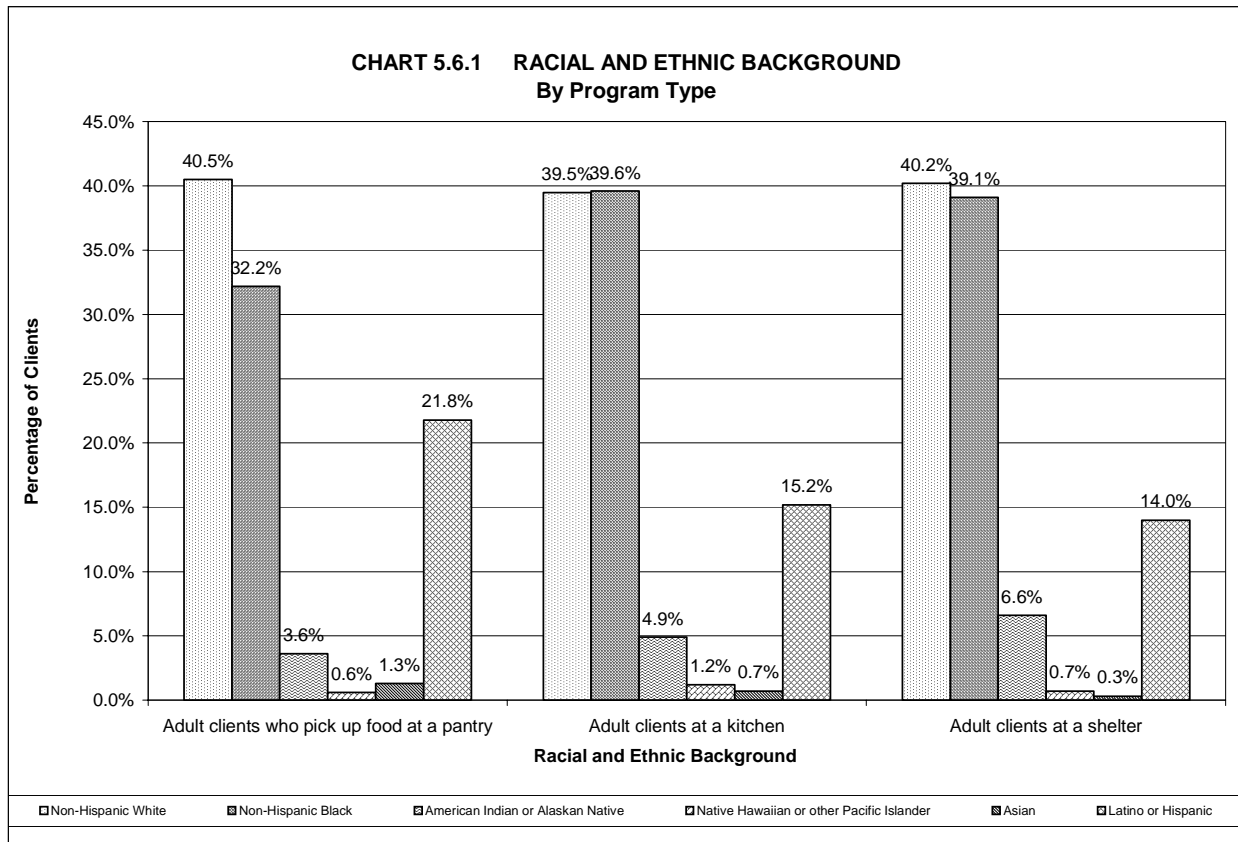
For ethnicity, missing, don't know, and refusal responses combined are 2.5% for pantry clients, 2.0% for kitchen clients, 2.5% for shelter clients, and 2.4% for all clients.

^aMultiple responses were accepted for races.

^bMost respondents who marked "Other" as their choice did not provide further information. Those who provided an answer sometimes indicated their nationality, but because the number of usable responses was small, recoding of those responses based on this information was not performed.

Racial or ethnic background of the clients at emergency food program sites follows:

- Among the clients who come to all program sites, 40.3% are non-Hispanic white, 33.6% non-Hispanic black; and 3.9% American Indian or Alaskan Native.
- 0.7% are native Hawaiian or other Pacific Islander, and 1.2% are Asian.
- A total of 20.5% of the clients at all program sites indicate they are Spanish, Latino, or of Hispanic descent or origin.



5.7 EMPLOYMENT OF ADULTS IN HOUSEHOLD

Client respondents provided information on their households' current employment status. The survey question asked whether the respondent or a household member was employed full-time, employed part-time, or not employed. Thus, the employment estimates in the table below reflect both full-time and part-time work. Table 5.7.1 and Table 5.7.2 present the findings regarding all adults in the households.²⁹

TABLE 5.7.1
EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD

	All Adult Members of Household, Pantry	All Adult Members of Household, Kitchen	All Adult Members of Household, Shelter	All Adult Members of Household, All Programs
Percentage of employed adults among all adults in client households	26.7%	25.4%	22.4%	26.4%
SAMPLE SIZE (N)	77,335	19,530	5,647	102,512
Percentage of employed adults among adults younger than age 65 in client household ^a	30.7%	28.0%	22.8%	30.1%
SAMPLE SIZE (N)	65,401	16,812	5,461	87,674
Percentage of client households with one or more adults employed	37.9%	30.3%	22.8%	36.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on all responses to questions 3 and 6 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For all adults in the household, missing, don't know, and refusal responses combined are 0.6% for pantry clients, 0.5% for kitchen clients, 1.0% for shelter clients, and 0.6% for all clients.

For adults younger than age 65 in the household, missing, don't know, and refusal responses combined are 0.6% for pantry clients, 0.5% for kitchen clients, 1.1% for shelter clients, and 0.6% for all clients.

For client households, missing, don't know, and refusal responses combined are 0.2% for pantry clients, 0.1% for kitchen clients, 0.0% for shelter clients, and 0.1% for all clients.

^aIncludes only households with at least one adult younger than 65.

²⁹ Data are available for at most 10 members of the household. See Technical Appendix volume for details.

Among all adults in client households, 26.4% are employed. When we consider adults younger than 65, 30.1% are currently working. At the household level, 36.0% have one or more adults employed. Results by program type show:

- 37.9% of the pantry client households have one or more adults currently employed.
- 30.3% of the kitchen client households have one or more adults currently employed.
- 22.8% of the shelter client households have one or more adults currently employed.

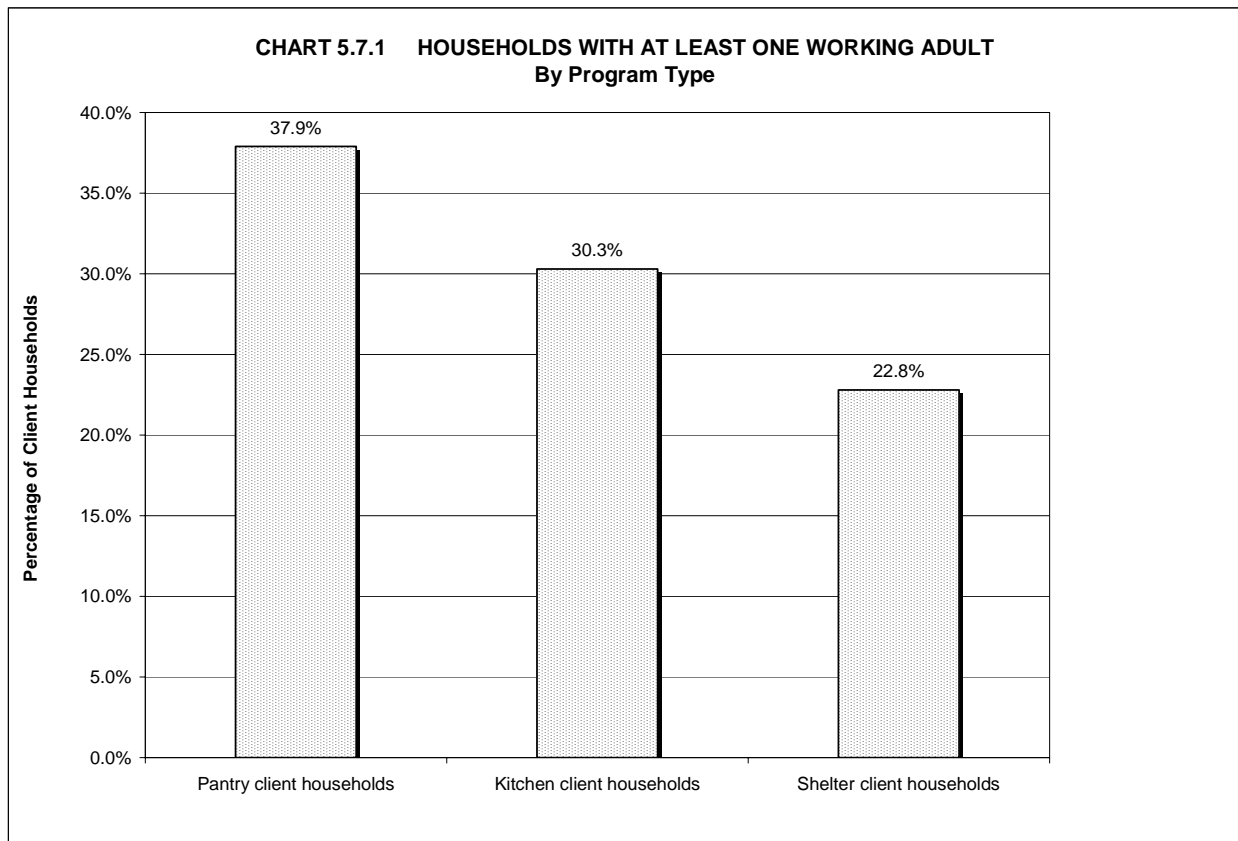


TABLE 5.7.2

DETAILED EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD

	All Adult Members of Household, Pantry	All Adult Members of Household, Kitchen	All Adult Members of Household, Shelter	All Adult Members of Household, All Programs
Current employment status of all adults in client households ^a				
Full-time	13.1%	11.7%	9.1%	12.8%
Part-time	13.6%	13.7%	13.3%	13.6%
Not employed ^b	73.3%	74.6%	77.6%	73.6%
SAMPLE SIZE (N)	77,335	19,530	5,647	102,512
Current employment status of all adults younger than age 65 in client households ^{a,c}				
Full-time	14.7%	12.7%	9.0%	14.3%
Part-time	15.1%	14.7%	13.4%	15.0%
Not employed ^b	70.2%	72.7%	77.6%	70.8%
SAMPLE SIZE (N)	65,401	16,812	5,461	87,674
Employment status of adult clients interviewed at program sites ^a				
Currently working				
Full-time	8.0%	8.1%	6.9%	8.0%
Part-time	11.7%	12.8%	13.6%	11.9%
Unknown	0.2%	0.1%	0.0%	0.1%
SUBTOTAL	19.9%	20.9%	20.5%	20.0%
Not working				
Never worked	4.4%	2.5%	1.6%	4.0%
Have not worked for				
Less than 3 months	7.0%	9.8%	16.0%	7.8%
3-5 months	5.7%	7.8%	12.6%	6.3%
6-8 months	5.6%	6.5%	9.6%	5.9%
9-11 months	2.3%	2.5%	2.6%	2.3%
1-2 years	12.5%	13.0%	14.4%	12.7%
More than 2 years	40.4%	34.9%	21.0%	38.6%
Unknown	1.2%	1.5%	0.4%	1.2%
Missing	1.1%	0.7%	1.2%	1.1%
SUBTOTAL	75.7%	76.6%	77.9%	75.9%
Unknown	0.1%	0.0%	0.0%	0.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

TABLE 5.7.2 (continued)

	All Adult Members of Household, Pantry	All Adult Members of Household, Kitchen	All Adult Members of Household, Shelter	All Adult Members of Household, All Programs
Clients with managerial or professional jobs among those who have worked before or are currently working ^d	17.7%	16.4%	17.0%	17.5%
SAMPLE SIZE (N)	39,482	12,732	4,831	57,045
Clients participating in government-sponsored job training or work experience programs among those who have never worked	4.5%	3.7%	9.6%	4.5%
SAMPLE SIZE (N)	1,667	394	94	2,155

SOURCE: This table was constructed based on all responses to questions 3, 6, 12a, 13, 14a, and 15 of the client survey.

NOTE: For all adults with managerial or professional jobs, missing, don't know, and refusal responses combined are 8.8% for pantry clients, 10.1% for kitchen clients, 9.0% for shelter clients, and 9.0% for all clients.

For all adults participating in government-sponsored job training missing, don't know, and refusal responses combined are 1.5% for pantry clients, 5.1% for kitchen clients, 3.4% for shelter clients, and 1.8% for all clients.

^aThe percentages were calculated without leaving out item nonresponses. Because this panel of the table was constructed combining responses to several questions, excluding item nonresponses could have caused confusion. All responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients or households of the FA National Network.

^bIncludes both individuals who are unemployed and out of the labor force.

^cIncludes only households with at least one adult younger than age 65.

^dThis was assessed by the interviewer given the respondent's description of the tasks performed at the respondent's current or last job.

As shown in Table 5.7.2, when we consider the employment status of all adults in client households, 12.8% are employed full-time, 13.6% are employed part-time, and 73.6% are currently unemployed. Details of the employment status of adult clients who come to program sites follow:

- Overall, 8.0% of the adult clients at program sites are currently employed full-time; 11.9% are employed part-time.
- 7.8% of the clients have recently lost their job, having been unemployed for three months or less.
- 12.7% of all clients have been unemployed for one to two years.
- 38.6% of all clients have not worked for more than two years.
- Among those who have worked before or are currently working, 17.5% either had or currently have managerial or professional jobs.³⁰
- 4.0% of the clients had never worked; of these, 4.5% are participating in government-sponsored job training or work experience programs.

As shown in Table 5.7.2N, the above percentages translate to the following estimates of the numbers of employed people in the FA client households.

TABLE 5.7.2N

ESTIMATED NUMBER OF EMPLOYED ADULTS, FULL-TIME AND PART-TIME

	Pantry	Kitchen	Shelter	All
Current employment status of all known adults in client households				
Full-time	2,679,400	239,800	108,000	3,032,800
Part-time	2,786,700	279,200	157,600	3,225,400
Unemployed	15,002,600	1,522,300	922,900	17,440,500
ESTIMATED TOTAL NUMBER OF ALL ADULTS IN CLIENT HOUSEHOLDS	20,468,745	2,041,268	1,188,622	23,698,635
Current employment status of adult clients at program sites				
Full-time	961,000	119,300	73,800	1,157,800
Part-time	1,393,400	189,200	145,900	1,728,300
Unknown	20,400	800	400	21,500
Unemployed	9,577,600	1,171,800	852,500	11,598,600
ESTIMATED TOTAL NUMBER OF ADULT CLIENTS AT PROGRAM SITES	11,952,412	1,481,154	1,072,628	14,506,194

³⁰ This was assessed by the interviewer given the respondent's description of the tasks performed at the respondent's current or last job.

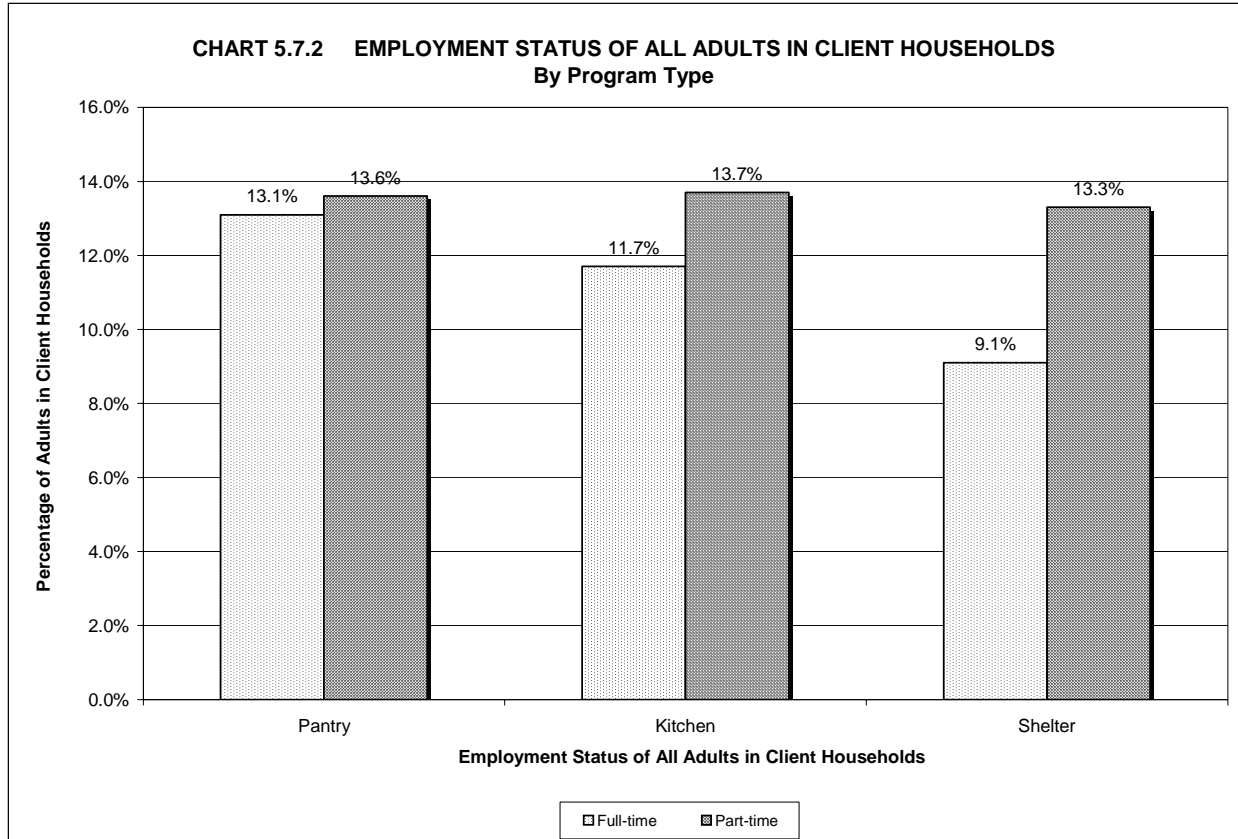
TABLE 5.7.2N (continued)

NOTES: See Appendix A for the estimated number of people in subgroups of FA clients.

Columns in this table do not add up exactly to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

Overall, households with members served by FA include more than 3 million adults with full-time jobs and another 3.2 million with part time jobs.

- The working adults include over 5.4 million in households served by pantries, 0.5 million in households served by kitchens, and over 0.2 million in households served by shelters.
- When only adults visiting the program sites are considered, the numbers of employed adults (counting both full- and part-time) are over 2.3 million for pantries, 0.3 million for kitchens, and over 0.2 million for shelters.



5.8 HOUSEHOLD INCOME

Lack of sufficient income usually plays a major role in forcing a person or a family to seek assistance from an FA emergency food provider. In this section, we examine patterns of income receipt, for both monthly and annual income.

5.8.1 Federal Poverty Level

The U.S. government periodically establishes poverty guidelines to provide an indication of the levels of income below which households of various sizes would be considered impoverished. In parts of the analysis in this section, it will be useful to refer to these guidelines as a tool in understanding the meaning of various income levels. For reference, Table 5.8.1.1 presents 100% of these federal poverty levels.

TABLE 5.8.1.1

THE 2009 FEDERAL POVERTY LEVEL—MONTHLY INCOME

Household Size	48 Contiguous States and District of Columbia	Alaska	Hawaii
1	\$903	\$1,128	\$1,038
2	\$1,214	\$1,518	\$1,397
3	\$1,526	\$1,908	\$1,755
4	\$1,838	\$2,298	\$2,113
5	\$2,149	\$2,688	\$2,472
6	\$2,461	\$3,078	\$2,830
7	\$2,773	\$3,468	\$3,188
8	\$3,084	\$3,858	\$3,547
Each additional member	+\$312	+\$390	+\$358

SOURCE: Federal Register, Vol. 74, No. 13, January 23, 2009, pp. 4199-4201.

NOTE: The 2009 federal poverty guidelines (also known as the federal poverty level) reflect price changes through calendar year 2008; accordingly they are approximately equal to the Census Bureau poverty thresholds for calendar year 2008.

5.8.2 Household Income for the Previous Month

Clients were asked to report their total household income for the previous month or to choose from a set of predefined income brackets. The results are in Table 5.8.2.1.

TABLE 5.8.2.1
HOUSEHOLD INCOME FOR THE PREVIOUS MONTH

Income for the Previous Month	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Total monthly income				
No income	10.0%	21.4%	41.8%	13.3%
\$1-\$499	11.8%	19.4%	22.5%	13.5%
\$500-\$999	37.0%	31.4%	18.9%	35.2%
\$1,000-\$1,499	22.2%	13.4%	8.0%	20.1%
\$1,500-\$1,999	8.9%	6.2%	2.6%	8.2%
\$2,000-\$2,499	5.3%	2.8%	2.6%	4.8%
\$2,500-\$2,999	2.0%	1.6%	0.5%	1.9%
\$3,000 or more	2.8%	3.9%	3.1%	3.0%
Unknown	10.5%	10.0%	3.6%	10.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average monthly income among valid responses (in dollars) ^a	990	810	530	940
Median monthly income among valid responses (in dollars)	800	670	220	770
Income as a percentage of the federal poverty level^b				
0% (no income)	10.0%	21.4%	41.8%	13.3%
1%-50%	27.2%	25.7%	24.4%	26.8%
51%-75%	23.2%	16.7%	10.7%	21.6%
76%-100%	18.4%	15.5%	7.2%	17.3%
101%-130%	10.1%	6.1%	5.1%	9.3%
131%-150%	4.5%	4.7%	2.7%	4.5%
151%-185%	3.1%	2.7%	1.4%	3.0%
186% or higher	3.5%	7.1%	6.6%	4.2%
Unknown	10.5%	10.0%	3.6%	10.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average monthly income as a percentage of the poverty level among valid responses	71.4%	71.2%	52.3%	70.3%
Median monthly income as a percentage of the poverty level among valid responses	65.5%	55.4%	22.2%	64.9%

TABLE 5.8.2.1 (continued)

Income for the Previous Month	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on all responses to questions 27 and 27a of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For total monthly income, missing, don't know, and refusal responses combined are 10.5% for pantry clients, 10.0% for kitchen clients, 3.6% for shelter clients, and 10.1% for all clients. The missing rates we report here were obtained after we cross-imputed missing responses for monthly and yearly income variables. For income as percentage of federal poverty level, missing, don't know, and refusal responses combined are 10.5% for pantry clients, 10.0% for kitchen clients, 3.6% for shelter clients, and 10.1% for all clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor the calculation of the average and the median, responses given as a range were recoded to be the midpoint of the range.

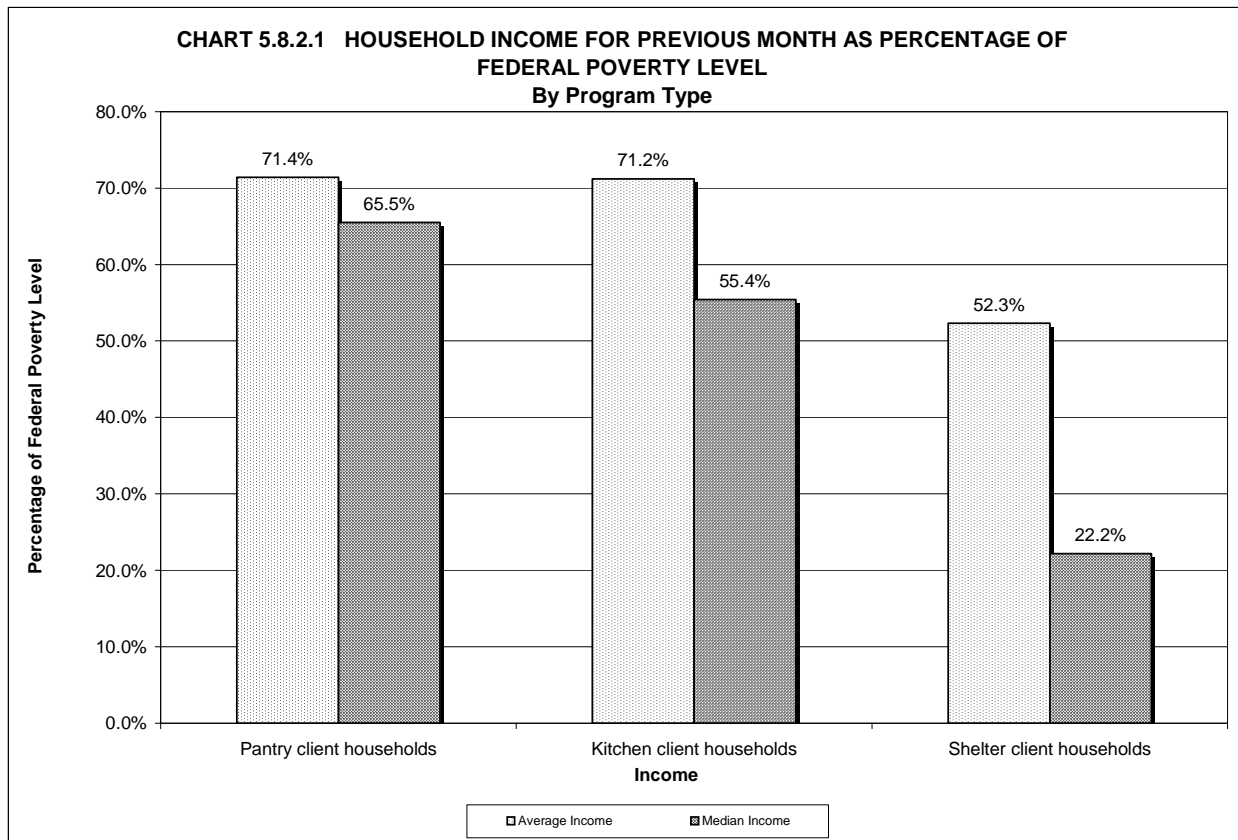
^bThe percentages in this panel may not be equal to those in the corresponding row of the upper panel of this table because the two panels of data may have different item nonresponse rates. The calculation in the lower panel required information about household size as well as household income.

Table 5.8.2.1 shows that 13.3% of all client households had no income at all for the month prior to the interview. More details on income follow:

- 10.0% of the pantry client households had no monthly income.
- 21.4% of the kitchen client households had no monthly income.
- 41.8% of the shelter client households had no monthly income.
- 62.0% of all client households had monthly household income less than \$1,000.
- Average household income among all clients during the previous month was \$940 (median: \$770). By contrast, the mean for the U.S. population as a whole in 2008 was \$5,702 (median: \$4,192).³¹

³¹ Computed using annual estimates found in "U.S. Census Bureau. Income, Poverty, and Health Insurance Coverage in the United States: 2008." September 2009.

- Average monthly household income among the pantry clients was \$990 (median: \$800).
- Average monthly household income among the kitchen clients was \$810 (median: \$670).
- Average monthly household income among the shelter clients was \$530 (median: \$220).
- 88.4% of client households had an income of 130% of the federal poverty level or below during the previous month.
- Average monthly household income among all client households was 70.3% (median: 64.9%) of the federal poverty level.
- Average monthly household income among pantry client households was 71.4% (median: 65.5%) of the federal poverty level.
- Average monthly household income among kitchen client households was 71.2% (median: 55.4%) of the federal poverty level.
- Average monthly household income among shelter client households was 52.3% (median: 22.2%) of the federal poverty level.



5.8.3 Sources of Household Income for the Previous Month

Clients were asked to indicate the major source of their household income for the previous month. They were then asked to name all sources of their household income. Table 5.8.3.1 and Table 5.8.3.2 summarize the findings.

TABLE 5.8.3.1

MAIN SOURCE OF HOUSEHOLD INCOME FOR THE PREVIOUS MONTH

Main Source of Household Income for Previous Month	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Job	32.3%	27.8%	28.1%	31.5%
Government welfare assistance				
Temporary Assistance for Needy Families (TANF)	1.3%	1.8%	1.9%	1.4%
General Assistance (GA) ^a	1.6%	3.4%	4.8%	2.0%
SUBTOTAL	3.0%	5.2%	6.7%	3.5%
Other government sources				
Social Security	23.4%	15.2%	6.0%	21.4%
Unemployment Compensation	4.6%	3.4%	2.7%	4.4%
Disability (SSDI)/Workers' Compensation	9.9%	9.1%	5.6%	9.6%
Supplemental Security Income (SSI)	8.8%	11.5%	4.3%	8.9%
SUBTOTAL	46.8%	39.2%	18.7%	44.3%
Nongovernment, nonjob sources				
Pension	2.6%	2.3%	0.9%	2.4%
Child support	1.3%	0.7%	0.9%	1.2%
Churches	0.1%	0.0%	1.6%	0.2%
Alimony	0.1%	0.4%	0.0%	0.1%
Relatives	1.6%	2.5%	1.8%	1.8%
SUBTOTAL	5.6%	5.9%	5.3%	5.6%
Other ^b	3.9%	5.1%	6.3%	4.2%
No income	8.4%	16.7%	35.0%	10.9%
Unknown	16.4%	19.7%	19.1%	17.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on all responses to question 28 of the client survey.

TABLE 5.8.3.1 (continued)

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 16.4% for pantry clients, 19.7% for kitchen clients, 19.1% for shelter clients, and 17.0% for all clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aEstimates for GA and TANF should be used with caution, since some respondents may not have understood the names of the programs under which they were receiving benefits. Indeed, in some states, the regular GA program is not offered, although other sources of assistance are sometimes available and could have been confused with GA.

^bThis includes some form of limited income from savings.

Overall, 31.5% of the clients indicated that a job was the main source of income for their households for the previous month. Other sources of income are as follows:

- For 3.5% of all clients, welfare assistance from the government such as TANF or GA was the main source of household income.
- For 44.3% of all clients, other government assistance such as Social Security, Unemployment Compensation, Disability (SSDI)/Worker's Compensation, and Supplemental Security Income (SSI) was the main source of household income.
- For 5.6% of all clients, income came mainly from nongovernment, nonjob sources, such as pension and child support.

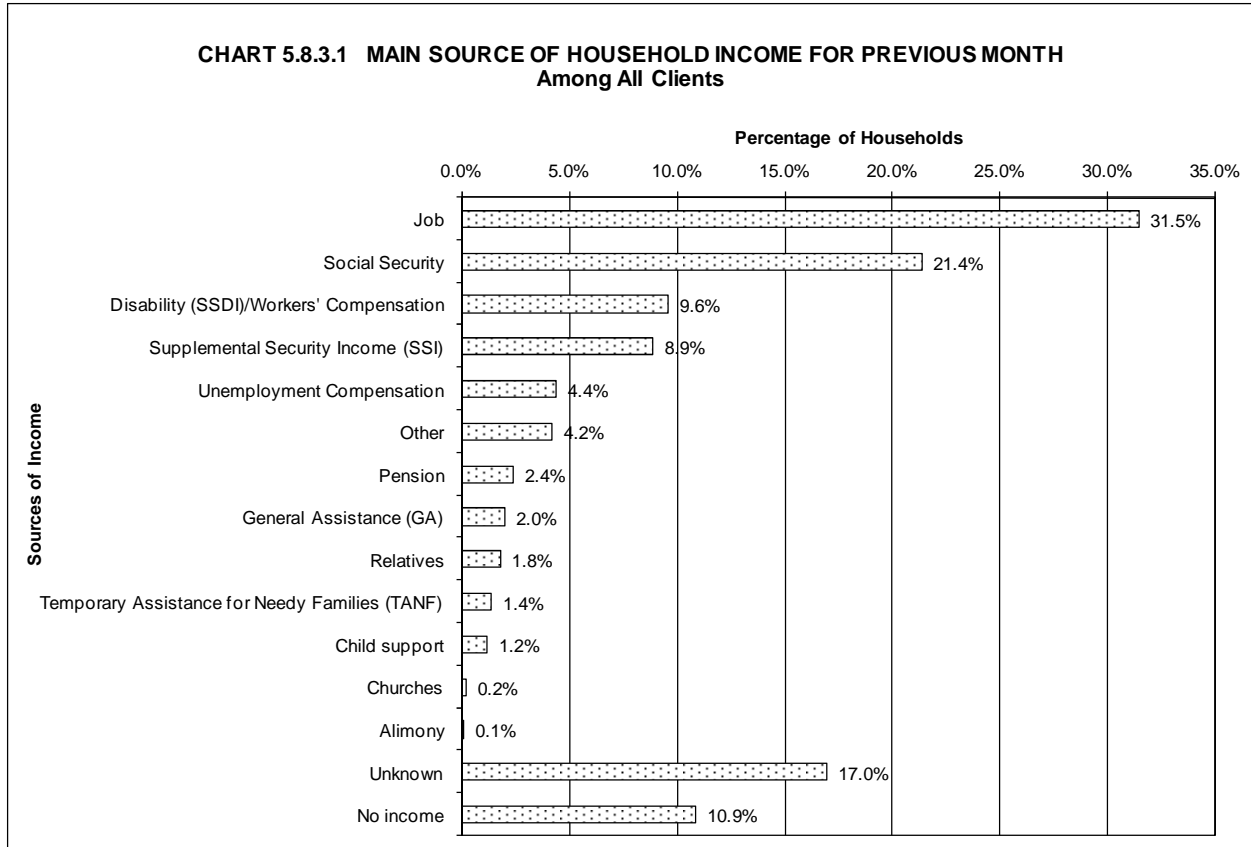


TABLE 5.8.3.2

ALL SOURCES OF HOUSEHOLD INCOME FOR PREVIOUS MONTH

All Sources of Household Income for Previous Month ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Job	37.9%	30.3%	22.8%	36.0%
Government welfare assistance				
Temporary Assistance for Needy Families (TANF)	5.0%	4.4%	4.5%	4.9%
General Assistance (GA) ^b	6.4%	9.4%	8.1%	6.9%
Other government sources				
Social Security	33.5%	26.6%	11.3%	31.4%
Unemployment Compensation	7.7%	6.6%	5.7%	7.4%
Disability (SSDI)/Workers' Compensation	17.0%	15.6%	8.7%	16.3%
Supplemental Security Income (SSI)	18.7%	17.7%	8.1%	18.0%
Government assistance with child care costs	2.3%	1.8%	1.1%	2.2%
Nongovernment, nonjob sources				
Pension	7.9%	6.4%	2.2%	7.4%
Child support	5.7%	3.0%	2.0%	5.1%
Alimony	0.4%	0.4%	0.4%	0.4%
Relatives	11.3%	11.6%	12.1%	11.4%
No income	10.0%	21.4%	41.8%	13.3%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on all responses to questions 6, 25, and 27 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

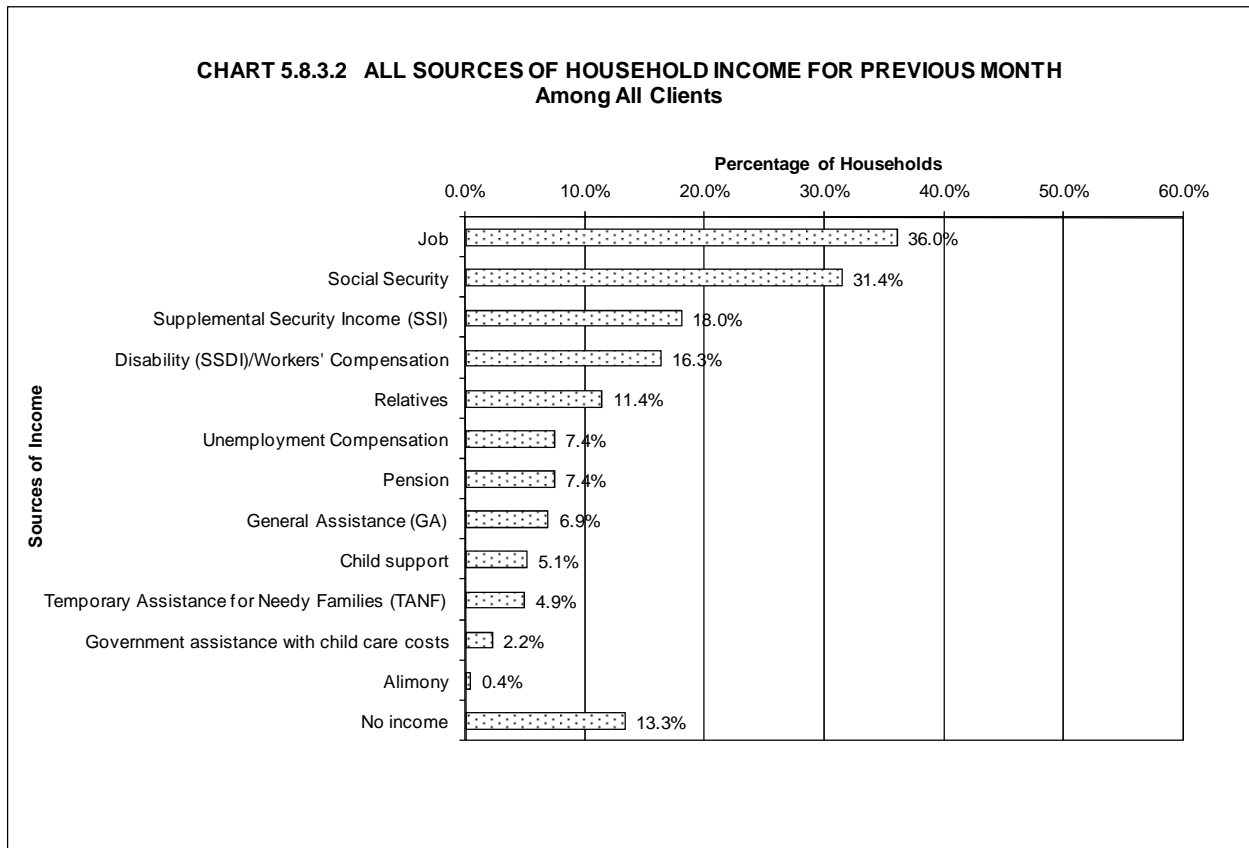
Missing, don't know, and refusal responses combined are 1.5% for pantry clients, 1.0% for kitchen clients, 0.6% for shelter clients, and 1.4% for all clients.

^aMultiple responses were accepted.

^bEstimates for GA and TANF should be used with caution, since some respondents may not have understood the names of the programs under which they were receiving benefits. Indeed, in some states, the regular GA program is not offered, although other sources of assistance are sometimes available and could have been confused with GA.

When clients were asked about *all* sources of their household income for the previous month, 36.0% included a job as a source.

- For 4.9% of all clients, TANF was a source of household income during the previous month.
- For 6.9%, GA was a source of household income.
- 31.4% of all clients said they received Social Security benefits
- 16.3% chose SSDI or Workers' Compensation as a source of household income.
- 18.0% mentioned SSI as a source.
- In addition, 7.4%, 5.1%, and 11.4% of the clients indicate pension, child support, and their relatives, respectively, as a source of income.



5.8.4 Annual Household Income in 2008

Clients also provided estimates of their total household income in 2008. Table 5.8.4.1 shows their annual income in dollars and as a percentage of the federal poverty level.

TABLE 5.8.4.1
HOUSEHOLD INCOME FOR 2008

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Total annual income				
No income	5.8%	13.6%	24.4%	8.0%
\$1-\$4,999	12.1%	21.5%	25.7%	14.2%
\$5,000-\$9,999	28.3%	24.7%	18.0%	27.2%
\$10,000-\$14,999	21.7%	16.3%	10.4%	20.3%
\$15,000-\$19,999	11.4%	8.1%	5.2%	10.6%
\$20,000-\$24,999	8.0%	5.1%	3.5%	7.3%
\$25,000-\$29,999	3.9%	2.6%	2.7%	3.7%
\$30,000-\$34,999	3.0%	2.6%	2.5%	2.9%
\$35,000-\$39,999	1.9%	1.6%	1.4%	1.9%
\$40,000-\$44,999	1.3%	0.8%	2.9%	1.3%
\$45,000-\$49,999	0.7%	0.6%	0.4%	0.7%
\$50,000 and over	1.8%	2.4%	2.9%	2.0%
Unknown	9.8%	9.3%	3.2%	9.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average annual income among valid responses (in dollars) ^a	13,550	11,260	10,030	13,030
Median annual income among valid responses (in dollars)	10,800	8,090	4,800	10,000
Income as a percentage of the federal poverty level^b				
0% (no income) ^c	5.8%	13.6%	24.4%	8.0%
1%-50%	28.6%	30.9%	31.0%	29.0%
51%-75%	22.1%	16.7%	11.7%	20.8%
76%-100%	17.2%	12.9%	6.1%	16.0%
101%-130%	10.9%	8.0%	6.2%	10.2%
131%-150%	4.5%	4.5%	3.0%	4.4%
151%-185%	4.3%	4.0%	3.8%	4.2%
186% or higher	6.5%	9.4%	13.8%	7.3%
Unknown	9.9%	9.4%	3.2%	9.4%
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 5.8.4.1 (continued)

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Average annual income as percentage of the poverty level among valid responses	80.7%	82.7%	84.7%	81.2%
Median annual income as percentage of the poverty level among valid responses	69.2%	61.8%	44.3%	67.4%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on all responses to Question 29 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For total annual income, missing, don't know, and refusal responses combined are 9.8% for pantry clients, 9.3% for kitchen clients, 3.2% for shelter clients, and 9.4% for all clients. The missing rates we report here were obtained after we cross-imputed missing responses for monthly and yearly income variables.

For income as percentage of the federal poverty level, missing, don't know, and refusal responses combined are 9.9% for pantry clients, 9.4% for kitchen clients, 3.2% for shelter clients, and 9.4% for all clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor the calculation of the average and the median, responses given as a range were recoded to be the midpoint of the bracket.

^bSee Table 5.8.1.1 for the monthly federal poverty levels (and multiply by 12 to obtain annual levels).

^cThe percentages in this row may not be equal to those in the corresponding row of the upper panel of this table, because the two panels of data may have different item nonresponse rates. The calculation in the lower panel required information about household size as well as household income.

In 2008, 49.4% of all clients had household income of less than \$10,000. More information about annual income of client households follows:

- Average household income among all clients in 2008 was \$13,030.
- 84.0% of the clients' households had an income of 130% of the federal poverty level or below.
- Average household income as percentage of the federal poverty level was 81.2% (median: 67.4%).

In light of interest in overlaps between the FA clientele and the public assistance system, it is also useful to translate the previous data on the use of TANF and GA into estimates of the absolute numbers of people who receive FA help and are in these programs. This is done in Table 5.8.4.1N.

TABLE 5.8.4.1N
ESTIMATED NUMBER OF CLIENT HOUSEHOLDS RECEIVING TANF OR GA DURING PREVIOUS MONTH

Did You (or Anyone in Your Household) Get Money in the Last Month from Any of the Following? ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Temporary Assistance for Needy Families (TANF)	593,900	65,200	48,700	706,000
General Assistance (GA)	768,900	138,700	86,400	1,005,200
TOTAL CLIENT HOUSEHOLDS RECEIVING TANF OR GA DURING PREVIOUS MONTH	1,362,800	203,900	135,100	1,711,200

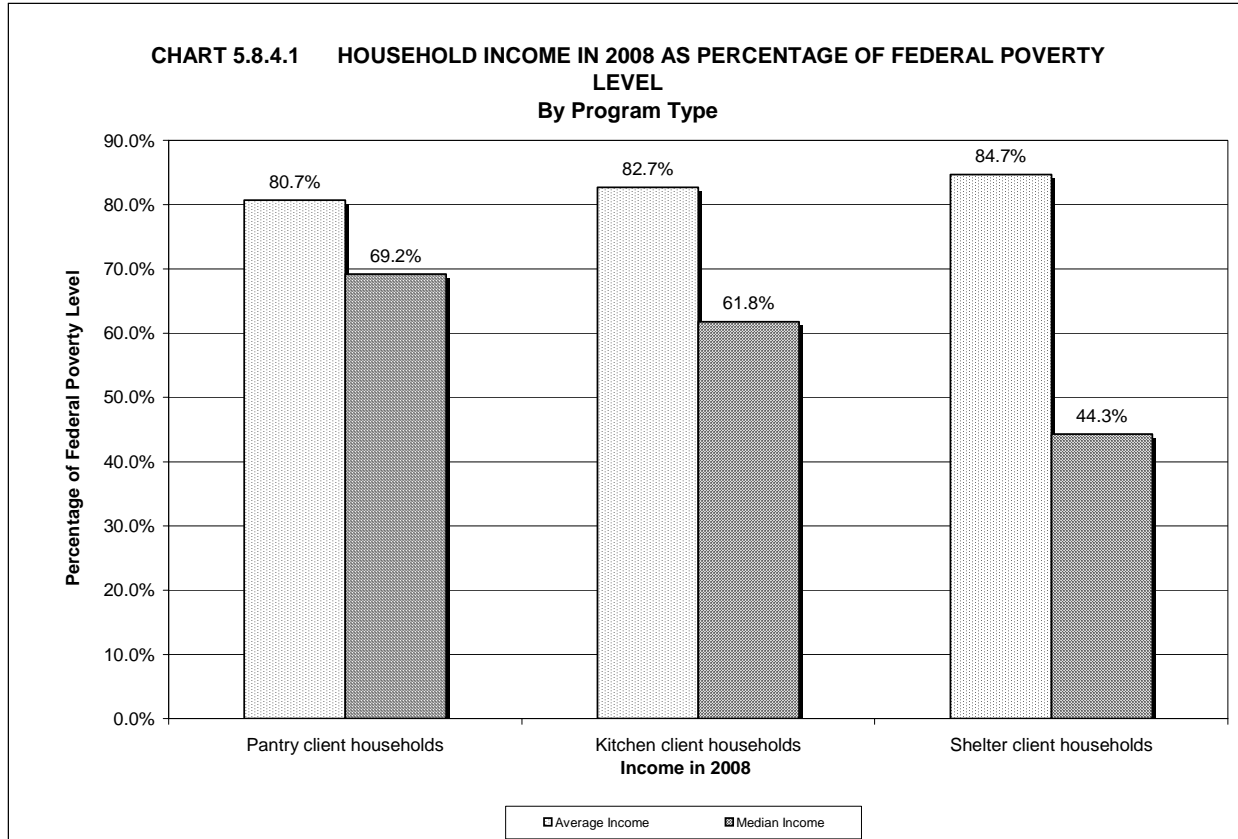
NOTES: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not add up exactly to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

^aMultiple responses were accepted.

Over 1.7 million FA client households receive TANF or GA:

- About 0.6 million pantry client households receive TANF and over 0.7 million receive GA.
- The relevant numbers for kitchen and shelter clients are lower, with about 65,000 and 139,000 kitchen client households receiving TANF and GA, respectively; the comparable numbers for shelter clients are 49,000 and 86,000.



5.8.5 Education and Income in 2008

The results suggest that education status is highly correlated with income (Table 5.8.5.1).

TABLE 5.8.5.1

INCOME IN 2008, BY EDUCATION

Income in 2008 as a Percentage of Federal Poverty Level ^a	Highest Education Level Achieved					
	All Clients	Less than High School	Completed High School	Completed Noncollege/ Business/ Technical School	Some College/ Two-Year Degree	Completed College
0% (no income)	7.9%	9.0%	8.4%	6.4%	6.0%	5.7%
1%-50%	29.0%	33.4%	30.0%	22.1%	23.4%	18.7%
51%-75%	20.1%	22.7%	20.1%	17.3%	18.3%	13.5%
76%-100%	16.7%	17.4%	16.1%	18.7%	16.5%	14.9%
101%-130%	10.3%	8.2%	10.6%	11.6%	12.2%	12.7%
SUBTOTAL	84.0%	90.8%	85.2%	76.2%	76.3%	65.5%
131%-150%	4.5%	3.4%	4.6%	5.3%	5.8%	5.2%
151%-185%	4.2%	2.5%	3.7%	7.8%	6.3%	8.8%
186% or higher	7.3%	3.3%	6.4%	10.8%	11.6%	20.5%
SUBTOTAL	16.0%	9.2%	14.8%	23.8%	23.7%	34.5%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	55,315	18,403	21,313	2,338	10,115	3,146

SOURCE: This table was constructed based on all responses to questions 10 and 29 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For income as percentage of the federal poverty level, missing, don't know, and refusal responses combined are 9.1% for all clients, 3.7% for clients who completed less than high school, 3.5% for clients who completed high school, 0.3% for clients who completed noncollege schooling, 1.0% for clients who completed some college, and 0.6% for clients who completed college.

^aSee Table 5.8.1.1 for the monthly federal poverty levels (and multiply by 12 to obtain annual levels).

Findings presented in Table 5.8.5.1 include:

- In 2008, 90.8% of the clients who had not completed high school and 85.2% of the clients who had completed up to high school had either no income or an income less than 130% of the federal poverty level. In addition, 65.5% of the

clients who had completed college had either no income or an income less than 130% of the federal poverty level.

- The percentage of the clients who had an income more than 130% of the federal poverty level in 2008 is only 9.2% among the clients who had not completed high school. It is as high as 34.5% among the clients who had completed college.

5.8.6 Presence of Elderly or Children and Income in 2008

Table 5.8.6.1 shows differences in income between households with various household structures.

TABLE 5.8.6.1
INCOME IN 2008, BY PRESENCE OF ELDERLY OR CHILDREN

Income in 2008 as Percentage of Federal Poverty Level ^a	All Households	Households with Seniors	Households with Children, No Seniors	One-Person Households with Neither Children nor Seniors	Households with Two or More People but with Neither Children nor Seniors
0% (no income)	8.0%	2.8%	3.8%	15.9%	7.7%
1%-50%	29.1%	18.1%	40.7%	23.6%	25.9%
51%-75%	20.1%	20.4%	20.1%	18.3%	22.8%
76%-100%	16.7%	24.5%	15.3%	15.1%	14.4%
101%-130%	10.2%	16.6%	7.6%	9.8%	9.9%
SUBTOTAL ^a	84.0%	82.4%	87.6%	82.6%	80.6%
131%-150%	4.4%	5.9%	3.9%	3.9%	5.0%
151%-185%	4.2%	4.8%	3.3%	3.7%	6.6%
186% or higher	7.3%	6.9%	5.2%	9.7%	7.9%
SUBTOTAL	16.0%	17.6%	12.4%	17.4%	19.4%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	56,039	10,819	17,430	18,834	8,956

SOURCE: This table was constructed based on all responses to questions 3, 6a, 6b, 6c, 7, and 29 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For income as percentage of the federal poverty level, missing, don't know, and refusal responses combined are 9.4% for all households, 2.6% for households with seniors, 2.8% for households with seniors and no children, 2.1% for one-person households with neither seniors nor children, and 2.0% for households with two or more people but neither seniors nor children.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aSee Table 5.8.1.1 for the monthly federal poverty levels (and multiply by 12 to obtain annual levels).

Key findings include:

- The percentage of households with children and no seniors who are at or below 50% of the poverty level is 44.5%. This compares to 20.9% for households with seniors.
- The percentage of one-person households with neither children nor seniors without income is 15.9%. For all households, this percentage is 8.0%.
- The percentage of households with two or more people but without seniors or children who have incomes above 130% of the federal poverty level is 19.4%. For all households in the population, the percentage is 16.0%.

5.9 HOUSING

5.9.1 Housing Status

Table 5.9.1.1 shows the housing status of the client households. It shows whether they have a place to live, what kind of housing they have, whether they own or rent, and what their other housing-related experiences have been.

TABLE 5.9.1.1
HOUSING STATUS

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Clients with a place to live				
House	43.2%	27.7%	5.6%	39.1%
Mobile home/trailer	12.3%	4.4%	0.7%	10.6%
Apartment	36.9%	32.8%	6.2%	34.7%
Room	2.9%	6.9%	3.1%	3.4%
Motel/Hotel	0.6%	1.7%	0.5%	0.8%
Live with family, friends	1.2%	2.7%	0.9%	1.4%
SUBTOTAL	97.2%	76.2%	17.0%	90.1%
Clients without a place to live				
Homeless, living in shelter or mission	1.2%	14.9%	74.5%	7.0%
Homeless, living on the street	0.9%	7.5%	7.4%	2.2%
Car, van, or recreational vehicle	0.6%	1.0%	1.1%	0.7%
Abandoned building	0.0%	0.4%	0.0%	0.1%
SUBTOTAL	2.8%	23.8%	83.0%	9.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085
Among clients who have a place to live				
Own the place you live	25.5%	14.4%	9.6%	24.0%
Rent your place	66.3%	68.8%	66.8%	66.6%
Live free with someone else	6.0%	12.9%	18.4%	6.9%
Other ^a	2.2%	3.9%	5.3%	2.5%
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 5.9.1.1 (continued)

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Clients late paying the last month's rent or mortgage, among clients with a place to live	25.3%	19.4%	21.9%	24.6%
Clients whose households receive Section 8 or Public Housing Assistance, among clients with a place to live	15.2%	13.4%	4.4%	14.4%
SAMPLE SIZE (N)	41,166	9,593	495	51,254

SOURCE: This table was constructed based on usable responses to questions 16, 17, 18, and 81 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the kind of place where living, missing, don't know, and refusal responses combined are 1.0% for pantry clients, 1.2% for kitchen clients, 0.7% for shelter clients, and 1.0% for all clients.

For those with a place to live, missing, don't know, and refusal responses combined are 2.3% for pantry clients, 2.2% for kitchen clients, 1.0% for shelter clients, and 2.2% for all clients.

For those late paying rent or mortgage, missing, don't know, and refusal responses combined are 2.5% for pantry clients, 2.0% for kitchen clients, 1.2% for shelter clients, and 2.4% for all clients.

For those receiving Section 8 or Public Housing Assistance, missing, don't know, and refusal responses combined are 8.2% for pantry clients, 7.8% for kitchen clients, 2.4% for shelter clients, and 7.8% for all clients.

^aThis includes "working for rent" and halfway houses.

Among all client households, 9.9% were without a place to live. More details on housing status of the clients follow:

- 83.0% of shelter client households were without a place to live.³²
- 23.8% of kitchen client households were without a place to live.
- 2.8% of pantry client households were without a place to live.

³² Shelter clients who responded that they had a place in which to live were not asked the reason for being in a shelter. This percentage may include clients at day shelters or shelter clients who left their homes because of domestic situations, legal issues, or even mental health problems.

- 25.5% of pantry client households with a place to live own the place where they live.
- 24.6% of the client households with a place to live were late paying the previous month’s rent or mortgage.
- 14.4% of the client households with a place to live said they received Section 8 or Public Housing Assistance at the time of the interview.

Table 5.9.1.1N translates selected findings about housing into total numbers of FA clients.

TABLE 5.9.1.1N
ESTIMATED NUMBER OF CLIENTS WITH OR WITHOUT A PLACE TO LIVE

	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	All Adult Clients
Clients with a place to live	11,620,500	1,128,500	182,500	13,068,200
Clients without a place to live	331,900	352,700	890,100	1,438,000
ESTIMATED TOTAL NUMBER OF ADULT CLIENTS AT PROGRAM SITES	11,952,412	1,481,154	1,072,628	14,506,194

NOTES: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table may not add up exactly to the column total. This discrepancy can occur because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

As shown, over 1.4 million FA clients do not have a permanent place to live.

- This includes approximately 0.3 million pantry clients and over 0.3 million kitchen clients.
- As might be expected, homelessness is particularly concentrated among the shelter clients, over 890,000 of whom lack permanent housing.

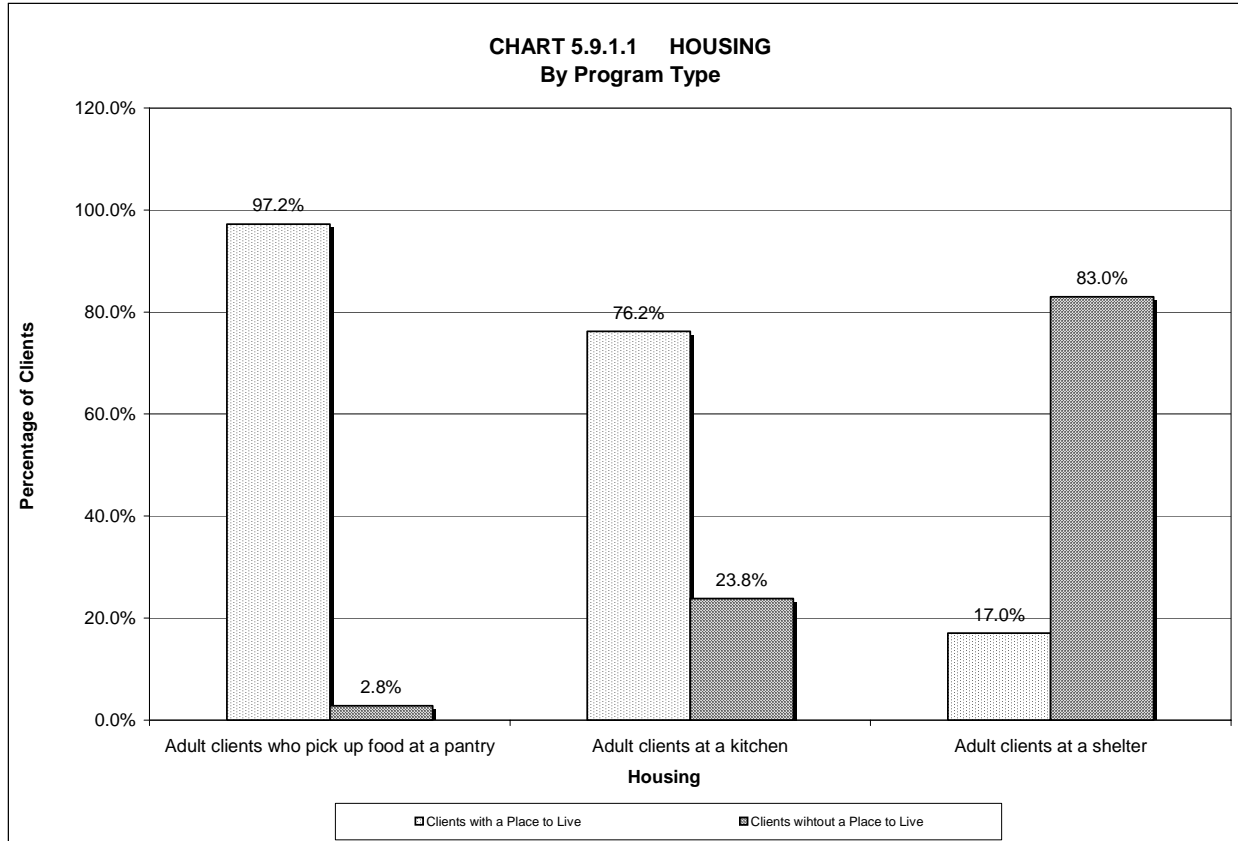


Table 5.9.1.2 compares income levels for clients who reported being without a place to live with income levels for those who have a place to live.³³

TABLE 5.9.1.2
INCOME IN 2008, BY HOUSING STATUS

Income in 2008 as Percentage of Federal Poverty Level ^a	Housing Status		
	All Clients	Clients with a Place to Live	Clients Without a Place to Live
0% (no income)	7.9%	5.6%	27.9%
1%-50%	29.1%	28.6%	32.9%
51%-75%	20.1%	21.1%	12.0%
76%-100%	16.7%	17.8%	7.2%
101%-130%	10.2%	10.7%	6.0%
SUBTOTAL	84.0%	83.8%	86.0%
131%-150%	4.5%	4.7%	2.3%
151%-185%	4.2%	4.5%	2.1%
186% or Higher	7.3%	7.0%	9.6%
SUBTOTAL	16.0%	16.2%	14.0%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	55,761	46,885	8,876

SOURCE: This table was constructed based on all responses to questions 16 and 29 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For income as percentage of the federal poverty level, missing, don't know, and refusal responses combined are 9.1% for all clients, 8.7% for clients with a place to live, and 0.4% for clients without a place to live.

For clients with incomes greater than or equal to 186% of poverty, the difference between estimates for clients with and without a place to live is not statistically significant at the 0.05 level. For all other income groups, the difference between estimates for clients with and without a place to live is statistically significant at the 0.05 level.

^aSee Table 5.8.1.1 for the monthly federal poverty levels (and multiply by 12 to obtain annual levels).

³³ Income is an annual measure from 2008 and housing status is given as of the survey period (February through May 2009). Because these responses are based on different periods of time, the estimates should be interpreted accordingly.

Key findings include:

- The percentage of the clients who were without a place to live that had no income in 2008 is 27.9%, compared with only 5.6% of the clients who have a place to live.
- In 2008, among the clients who had a place to live, 83.8% had income less than or equal to 130% of the federal poverty level, while 16.2% had income above 130% of the federal poverty level.
- In 2008, among the clients who were without a place to live, 86.0% had income less than or equal to 130% of the federal poverty level, while 14.0% had income above 130% of the federal poverty level.

Table 5.9.1.3 describes the association between income and home ownership among clients with a place to live.

TABLE 5.9.1.3

INCOME IN 2008, BY HOME OWNERSHIP

Income in 2008 as Percentage of Federal Poverty Level ^a	All Clients with a Place to Live	Clients Who Own a Place	Clients Who Rent a Place	Clients Who Live with Someone for Free	Other
0% (no income)	5.6%	2.3%	4.9%	22.3%	14.0%
1%-50%	28.6%	18.4%	31.0%	38.3%	39.4%
51%-75%	21.2%	19.9%	22.4%	14.4%	15.5%
76%-100%	17.8%	20.4%	17.7%	10.9%	12.7%
101%-130%	10.6%	14.9%	9.7%	4.0%	8.7%
SUBTOTAL	83.8%	76.0%	85.7%	89.9%	90.3%
131%-150%	4.7%	7.0%	4.1%	3.1%	2.7%
151%-185%	4.5%	6.7%	3.9%	2.2%	2.3%
186% or higher	7.0%	10.3%	6.2%	4.8%	4.7%
SUBTOTAL	16.2%	24.0%	14.3%	10.1%	9.7%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	46,231	13,080	29,042	2,742	1,367

SOURCE: This table was constructed based on all responses to questions 16 and 29 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the

TABLE 5.9.1.3 (continued)

Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For income as percentage of the federal poverty level, missing, don't know, and refusal responses combined are 9.6% for all clients, 2.2% for clients who own a place, 5.7% for clients who rent a place, 1.4% for clients who live with someone for free, and 0.3% for clients with some other living arrangement.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aSee Table 5.8.1.1 for the monthly federal poverty levels (and multiply by 12 to obtain annual levels).

Among the findings illustrated by the table are:

- 2.3% of the clients who own a place to live, 4.9% of the clients who rent, and 22.3% of the clients who live with someone else for free had no income in 2008.
- 76.0% of the clients who own a place to live, 85.7% of the clients who rent, and 89.9% of the clients who live with someone else for free had either no income or an income at or below 130% of the federal poverty level.
- On the other hand, 24.0% of the clients who own a place to live, 14.3% of the clients who rent, and 10.1% of the clients who live with someone else for free had an income over 130% of the federal poverty level.

5.9.2 Household Resources

Clients indicated whether their households have access to a kitchen, a working telephone, or a working car. Responses are presented in Table 5.9.2.1.

TABLE 5.9.2.1
HOUSEHOLD RESOURCES

Household Resources	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Clients have access to a place where they can prepare a meal				
Yes	97.2%	77.2%	40.4%	91.4%
No	2.8%	22.8%	59.6%	8.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients have access to a working telephone				
Yes	88.5%	77.1%	76.9%	86.3%
No	11.5%	22.9%	23.1%	13.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients have access to a working car				
Yes	66.2%	37.0%	22.7%	59.8%
No	33.8%	63.0%	77.3%	40.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to Question 19 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

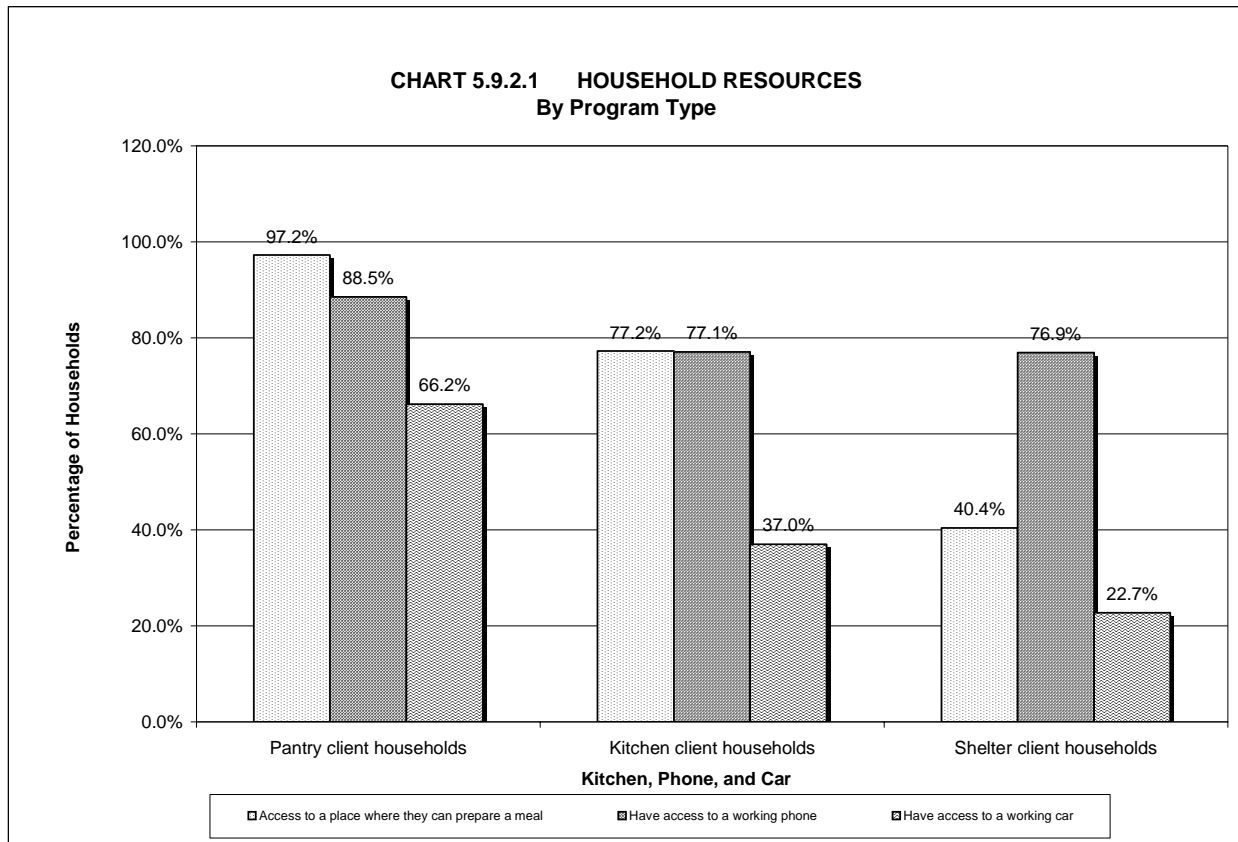
For access to a place to prepare a meal, missing, don't know, and refusal responses combined are 1.0% for pantry clients, 0.6% for kitchen clients, 1.5% for shelter clients, and 1.0% for all clients.

For access to a working telephone, missing, don't know, and refusal responses combined are 1.5% for pantry clients, 0.9% for kitchen clients, 1.8% for shelter clients, and 1.5% for all clients.

For clients with access to a working car, missing, don't know, and refusal responses combined are 1.7% for pantry clients, 0.9% for kitchen clients, 1.9% for shelter clients, and 1.6% for all clients.

Findings about selected household resources presented in Table 5.9.2.1 include:

- Overall, 91.4% of the clients have access to a place where they can prepare a meal. The percentages of pantry, kitchen, and shelter clients who have such access are 97.2%, 77.2%, and 40.4%, respectively.
- Overall, 86.3% of the clients have access to a working telephone. The percentages of pantry, kitchen, and shelter clients who have such access are 88.5%, 77.1%, and 76.9%, respectively.
- Overall, 59.8% of the clients have access to a working car. The percentages of pantry, kitchen, and shelter clients who have such access are 66.2%, 37.0%, and 22.7%, respectively.



6. CLIENTS: FOOD INSECURITY

Food insecurity is a complex, multifaceted phenomenon that varies along a continuum of successive stages as it becomes more severe. A scaling tool developed by the USDA provides an important approach being used increasingly to assess food security among households. The client survey included the following six questions, which gather the minimum information required to construct the scale.^{34 35}

- “The food (I/we) had just didn’t last, and (I/we) didn’t have money to get more.” Was that often true, sometimes true, or never true for (you/your household) in the last 12 months?
- “(I/we) couldn’t afford to eat balanced meals.” Was that often true, sometimes true, or never true for (you/your household) in the last 12 months?
- In the last 12 months, did (you/you or other adults in your household) ever cut the size of your meals or skip meals because there wasn’t enough money for food? How often did this happen—almost every month, some months but not every month, or in only 1 or 2 months?
- In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money to buy food?
- In the last 12 months, were you ever hungry but didn’t eat because you couldn’t afford enough food?

Food security is conceptually defined as “access by all people at all times to enough food for an active, healthy life.”³⁶ Previous *Hunger in America* studies further classified food-

³⁴ Bickel, Gary, Mark Nord, Cristofer Price, William Hamilton, and John Cook. “Guide to Measuring Household Food Security, Revised 2000.” U.S. Department of Agriculture, Food and Nutrition Service, March 2000.

³⁵ Three additional questions related to food security for households with children were asked for respondents who have at least one child under 18 in the household. These questions are similar to those asked about adult household members, but focus on food situations for child household members.

³⁶ Nord, Mark, Margaret Andrews, and Steven Carlson. “Household Food Security in the United States, 2007.” U.S. Department of Agriculture, Food and Nutrition Service, 2008. Economic Research Report No. 66 (ERS-66) November 2008.

insecure individuals and households as “food insecure without hunger” and “food insecure with hunger.” Changes in these descriptions to “food insecure with low food security” and “food insecure with very low food security,” respectively, were made in 2006 at the recommendation of the Committee on National Statistics in order to distinguish the physiological state of hunger from indicators of food availability.³⁷ While the terminology changed, the classification of households into the three food security levels remained the same. Clients responded to a six-item short module for classifying households by food security status level (the same module was used in *Hunger in America 2006*). Food security scale scores were assigned to households according to the “Guide to Measuring Household Food Security, Revised 2000.”³⁸

The main distinction between a household being classified as having “very low” and “low” food security is that households with very low food security have had one or more members experience reductions in food intake or disruptions in eating patterns due to a lack of adequate resources for food. Households with low food security, while faced with food-access problems, typically do not experience incidents of reduced food intake.

This chapter begins by assessing FA clients’ levels of food security, first for all households and then separately for households with children and households with elderly members. Cross-tabulations with household income levels, participation in federal food assistance programs, and several demographic characteristics are also examined. Subsequent sections then provide data on household responses to the specific questions used in constructing the food security scores.

³⁷ Nord et al. November 2009.

³⁸ Bickel et al. March 2000.

6.1 HOUSEHOLD FOOD INSECURITY

In this section, we examine household food insecurity across a variety of populations.

6.1.1 Household Food Insecurity and Household Composition

Table 6.1.1.1 describes the prevalence of food insecurity among all households, households with children, and households with elderly members based on self-reported information about household food situations.

TABLE 6.1.1.1

HOUSEHOLD FOOD INSECURITY

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Food security among all households				
Food secure	24.0%	27.5%	24.5%	24.5%
Food insecure	76.0%	72.5%	75.5%	75.5%
With low food security	41.0%	31.6%	31.1%	39.2%
With very low food security	35.0%	40.8%	44.5%	36.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085
Food security among households with children younger than age 18				
Food secure	20.8%	30.2%	25.4%	21.5%
Food insecure	79.2%	69.8%	74.6%	78.5%
With low food security	44.6%	42.2%	33.3%	44.3%
With very low food security	34.6%	27.6%	41.3%	34.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	17,972	2,094	868	20,934
Food security among households with seniors age 65 or older				
Food secure	39.8%	53.9%	55.2%	41.3%
Food insecure	60.2%	46.1%	44.8%	58.7%
With low food security	41.2%	29.2%	24.5%	39.9%
With very low food security	19.0%	16.9%	20.3%	18.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	9,799	2,226	125	12,150

SOURCE: This table was constructed based on usable responses to questions 42, 43, 44, 44a, 45, and 46 of the client survey.

TABLE 6.1.1.1 (*continued*)

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

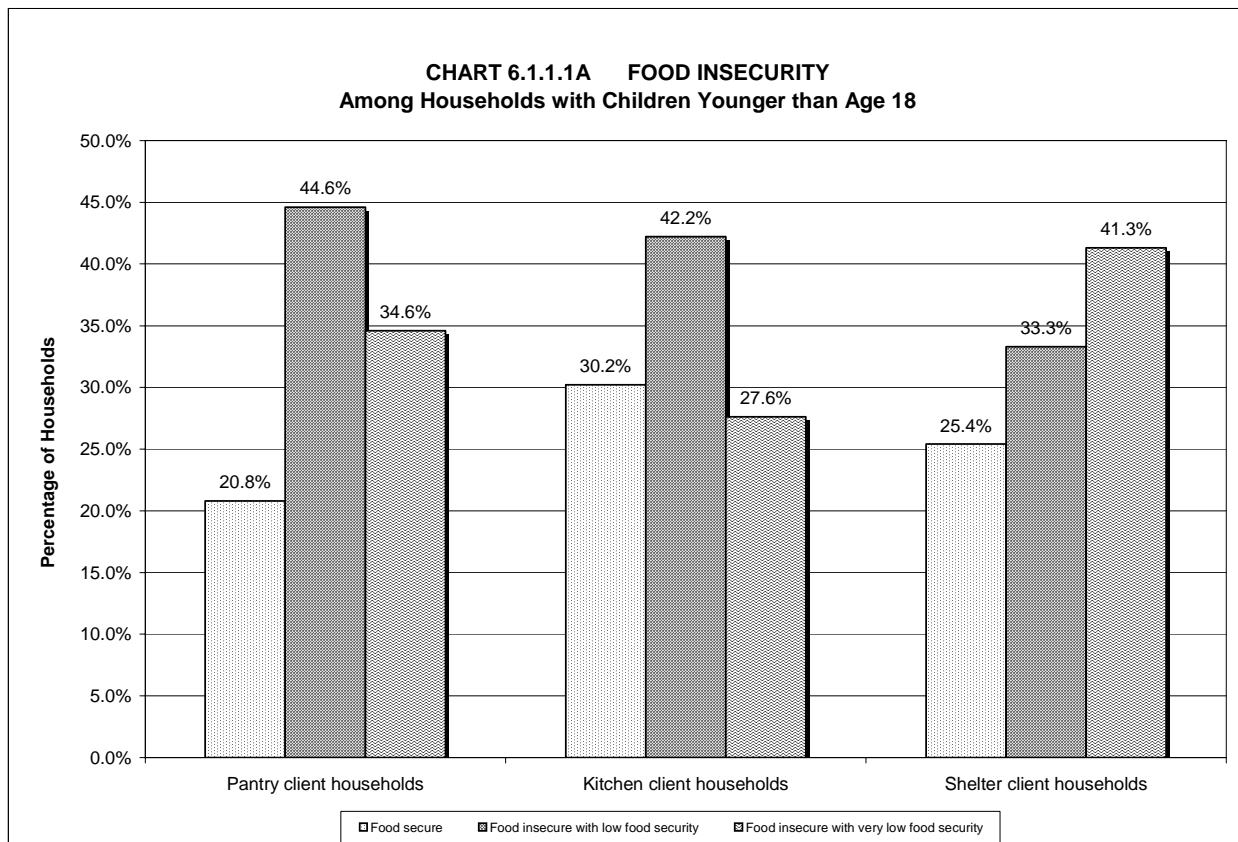
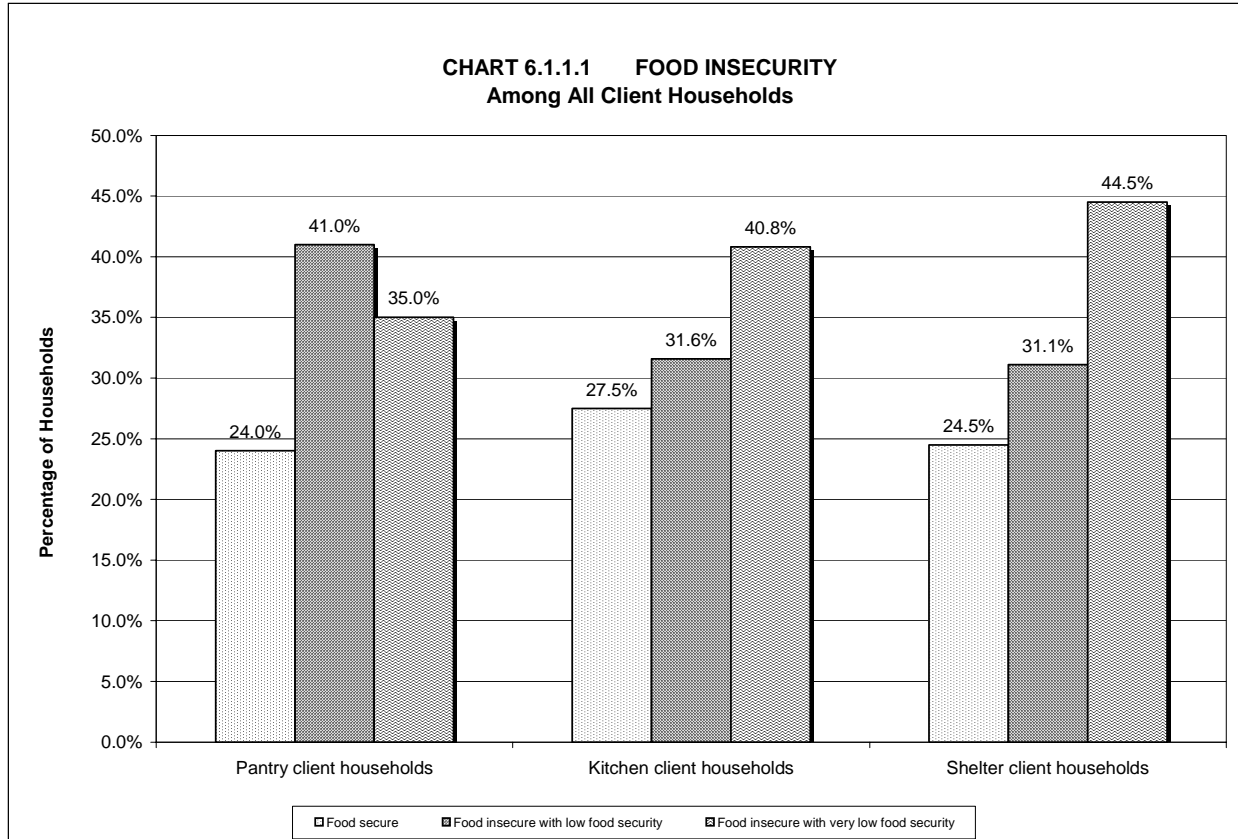
For all households, missing, don't know, and refusal responses combined are 2.2% for pantry clients, 1.4% for kitchen clients, 1.0% for shelter clients, and 2.0% for all clients.

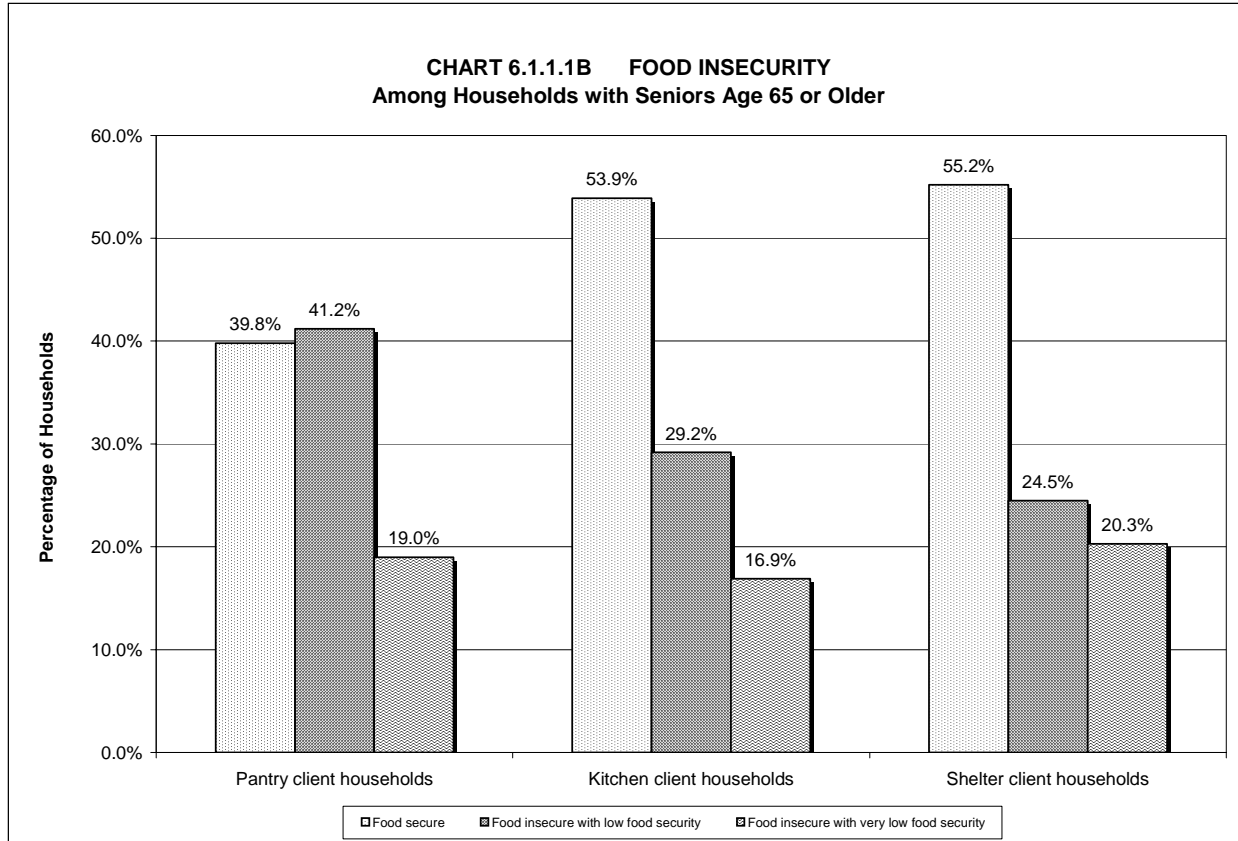
For households with children younger than age 18, missing, don't know, and refusal responses combined are 1.9% for pantry clients, 0.6% for kitchen clients, 0.6% for shelter clients, and 1.8% for all clients.

For households with seniors, missing, don't know, and refusal responses combined are 2.4% for pantry clients, 2.2% for kitchen clients, 4.0% for shelter clients, and 2.4% for all clients.

According to the six-item short module, 39.2% of all client households of the emergency food programs had low food security. Another 36.3% had very low food security. Combined, a total of 75.5% were food insecure. Other findings include:

- Among the client households with children under 18, 44.3% had low food security and 34.2% had very low food security.
- Among the client households with seniors age 65 or older, 39.9% had low food security and 18.8% had very low food security.





The results in Table 6.1.1.1 suggest that 24.5% households are food secure. There are several factors that might explain the apparent paradox that food-secure households are seeking emergency food from pantries, kitchens, and shelters. The questions on which the food security estimates are based ask about client food situations over the past 12 months and thus may not properly characterize current circumstances. In addition, the emergency food assistance that respondents receive may ameliorate their food situations by enough to make them food secure, but their situations could be drastically different in the absence of this assistance.

As shown in Table 6.1.1.1N, the percentages reported above imply that nearly 11 million FA client households are food insecure and that more than 5.2 million of them have very low food security. The comparable estimates for the full U.S. population are 17.1 million households that are food insecure and 6.7 million that are food insecure with very low food security.³⁹ These estimates for the full population are based on data for 2008 and include households that do not receive emergency food assistance.

TABLE 6.1.1.1N

ESTIMATED NUMBER OF HOUSEHOLDS, BY FOOD SECURITY STATUS

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Among all households				
Food secure	2,867,300	408,000	262,500	3,555,500
Food insecure	9,085,100	1,073,200	810,100	10,950,700
With low food security	4,899,600	468,300	333,200	5,680,400
With very low food security	4,185,500	604,900	477,000	5,270,300
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	11,952,412	1,481,154	1,072,628	14,506,194

³⁹ Nord, Mark, Margaret Andrews, and Steven Carlson. "Household Food Security in the United States, 2008." U.S. Department of Agriculture, Food and Nutrition Service, 2009. Economic Research Report No. 83 (ERS-83) November 2009.

TABLE 6.1.1.1N (continued)

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Among households with children younger than age 18				
Food secure	1,094,100	84,500	28,800	1,215,800
Food insecure	4,163,200	195,100	84,400	4,434,300
With low food security	2,343,900	118,000	37,700	2,500,700
With very low food security	1,819,300	77,100	46,700	1,933,700
ESTIMATED NUMBER OF CLIENT HOUSEHOLDS WITH CHILDREN YOUNGER THAN AGE 18				
	5,257,400	279,600	113,200	5,650,200
Among households with seniors age 65 or older				
Food secure	980,000	105,800	14,800	1,108,900
Food insecure	1,483,900	90,400	12,000	1,577,800
With low food security	1,015,100	57,200	6,600	1,072,000
With very low food security	468,800	33,200	5,400	505,800
ESTIMATED TOTAL NUMBER OF HOUSEHOLDS WITH SENIORS AGE 65 OR OLDER				
	2,463,900	196,200	26,700	2,686,800

NOTES: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not exactly add up to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

Key findings include:

- Of households with children under 18, about 4.4 million are food insecure, of which 1.9 million have very low food security.
- The comparable numbers of households with a senior member age 65 or older are nearly 1.6 million and 0.5 million.

Food insecurity may cause particular hardships in households with children or seniors. Below we explore associations between food security and the presence of children younger than 18, children younger than 5, and senior household members.

Table 6.1.1.2 shows that 78.5% of client households with children under 18 are food insecure, while the percentage among childless households is 73.6%. In Table 6.1.1.3, we present the same table for households with and without young children.

TABLE 6.1.1.2
FOOD INSECURITY, BY PRESENCE OF CHILDREN

	All Client Households	Households With or Without Children Younger than 18	
		With Children Younger than 18	Without Children Younger than 18
Food secure	24.5%	21.5%	26.4%
Food insecure	75.5%	78.5%	73.6%
Food insecure with low food security	39.2%	44.3%	35.9%
Food insecure with very low food security	36.3%	34.2%	37.7%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	60,085	20,602	39,483

SOURCE: This table was constructed based on usable responses to questions 6b, 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

Missing, don't know, and refusal responses combined are 2.0% for all clients, 0.7% for households with children younger than age 18, and 1.4% for households without children younger than age 18.

For each food security level, the difference between estimates for households with and without children younger than age 18 is statistically significant at the 0.05 level.

TABLE 6.1.1.3

FOOD INSECURITY, BY PRESENCE OF YOUNG CHILDREN

	All Client Households	Households With or Without Children Ages 0-5	
		With Children Ages 0-5	Without Children Ages 0-5
Food secure	24.5%	21.5%	25.2%
Food insecure	75.5%	78.5%	74.8%
Food insecure with low food security	39.2%	43.8%	38.1%
Food insecure with very low food security	36.3%	34.7%	36.7%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	60,085	9,596	50,489

SOURCE: This table was constructed based on usable responses to questions 7, 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

Missing, don't know, and refusal responses combined are 2.0% for all clients, 0.3% for households with children ages 0-5, and 1.7% for households without children ages 0-5.

For each food security level, the difference between estimates for households with and without children younger than age 5 is statistically significant at the 0.05 level.

Specific findings include:

- 34.2% of FA client households with children under 18 and 34.7% with children age 0 to 5 are classified as having very low food security.
- 44.3% of FA client households with children under 18 and 43.8% of those with children age 0 to 5 are classified as having low food security.

To further detail the relationship between household composition and food security, Table 6.1.1.4 breaks down household composition in terms of the presence both of children younger than 18 and of seniors age 65 or older. There are four panels in the table, the top panel

showing the tabulations for the entire FA client data and the other three disaggregating the analysis by type of FA program.

TABLE 6.1.1.4
FOOD INSECURITY, BY PRESENCE OF ELDERLY OR CHILDREN

	All Households	Households with Seniors	Households with Children, No Seniors	One-Person Households with Neither Children nor Seniors	Households with Two or More People but with Neither Children nor Seniors
For All Three Programs					
Food secure	24.5%	41.3%	20.2%	21.4%	20.4%
Food insecure	75.5%	58.7%	79.8%	78.6%	79.6%
Food insecure with low food security	39.2%	39.9%	44.1%	34.2%	36.8%
Food insecure with very low food security	36.3%	18.8%	35.7%	44.4%	42.8%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	60,085	11,946	18,514	19,820	9,805
For Pantry Programs					
Food secure	24.0%	39.8%	19.5%	20.6%	19.9%
Food insecure	76.0%	60.2%	80.5%	79.4%	80.1%
Food insecure with low food security	41.0%	41.2%	44.4%	37.2%	37.8%
Food insecure with very low food security	35.0%	19.0%	36.1%	42.2%	42.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	41,757	9,642	15,804	8,855	7,456
For Kitchen Programs					
Food secure	27.5%	53.9%	28.4%	22.6%	21.5%
Food insecure	72.5%	46.1%	71.6%	77.4%	78.5%
Food insecure with low food security	31.6%	29.2%	42.7%	28.4%	32.2%

TABLE 6.1.1.4 (continued)

	All Households	Households with Seniors	Households with Children, No Seniors	One-Person Households with Neither Children nor Seniors	Households with Two or More People but with Neither Children nor Seniors
Food insecure with very low food security	40.8%	16.9%	28.8%	48.9%	46.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	13,311	2,185	1,860	7,144	2,122
For Shelter Programs					
Food secure	24.5%	55.2%	26.0%	22.7%	33.1%
Food insecure	75.5%	44.8%	74.0%	77.3%	66.9%
Food insecure with low food security	31.1%	24.5%	33.2%	31.4%	25.7%
Food insecure with very low food security	44.5%	20.3%	40.7%	45.9%	41.2%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	5,017	119	850	3,821	227

SOURCE: This table was constructed based on usable responses to questions 3, 6a, 6b, 6c, 7, 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

For all clients, missing, don't know, and refusal responses combined are 2.0% for clients in all households, 0.5% for clients in households with seniors, 0.6% for clients in households with children and no seniors, 0.5% for clients in one-person households with neither children nor seniors, and 0.4% for clients in households with two or more people but with neither children nor seniors.

For pantry clients, missing, don't know, and refusal responses combined are 2.2% for clients in all households, 0.5% for clients in households with seniors, 0.8% for clients in households with children and no seniors, 0.5% for clients in one-person households with neither children nor seniors, and 0.5% for clients in households with two or more people but with neither children nor seniors.

For kitchen clients, missing, don't know, and refusal responses combined are 1.4% for clients in all households, 0.3% for clients in households with seniors, 0.1% for clients in households with children and no seniors, 0.9% for clients in one-person households with neither children nor seniors, and 0.1% for clients in households with two or more people but with neither children nor seniors.

TABLE 6.1.1.4 (continued)

For shelter clients, missing, don't know, and refusal responses combined are 1.0% for clients in all households, 0.1% for clients in households with seniors, 0.1% for clients in households with children and no seniors, 0.8% for clients in one-person households with neither children nor seniors, and 0.1% for clients in households with two or more people but with neither children nor seniors.

Key findings include:

- For the overall sample, 44.1% of households with children and no seniors are food insecure with low food security, compared to 39.9% of households with seniors. In addition, 35.7% of households with children and no seniors are food insecure with very low food security, compared to 18.8% of households with seniors.
- For pantry and kitchen programs, rates of very low food security for one-person households with neither children nor elderly members are 42.2% and 48.9%, respectively.
- For shelters, the percentage of two-person households with neither seniors nor children that have very low food security is 41.2%.
- Having a senior in the household may protect other household members from being food insecure. For the overall sample, 53.9% of households with seniors are food secure, compared to 28.4% of households with children but no seniors, 22.6% of one-person households with neither children nor seniors, and 21.5% of households with two or more people but with neither children nor seniors.

6.1.2 Household Food Insecurity and Supplemental Nutrition Assistance Program Participation

As will be discussed in detail in Chapter 7, about 41.0% of client households also receive benefits from SNAP. Associations between food security and SNAP participation are of interest for at least two reasons. On the one hand, it is important that the households which are least food secure have effective access to the major government nutrition assistance programs, such as SNAP. On the other hand, it is of interest to examine whether SNAP benefit receipt appears to increase food security, recognizing, however, that causality may be difficult to establish in a cross-sectional study such as this one.⁴⁰

Table 6.1.2.1 compares food security status among SNAP participants to that of nonparticipants classified as apparently eligible or ineligible based on self-reported income.⁴¹

TABLE 6.1.2.1

FOOD INSECURITY, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM PARTICIPATION

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Among SNAP participants				
Food secure	20.9%	21.5%	22.9%	21.1%
Food insecure	79.1%	78.5%	77.1%	78.9%
With low food security	41.6%	34.9%	36.0%	40.4%
With very low food security	37.4%	43.6%	41.1%	38.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	17,440	5,659	2,395	25,494
Among SNAP eligible nonparticipants^a				
Food secure	21.3%	23.1%	19.4%	21.4%
Food insecure	78.7%	76.9%	80.6%	78.6%

⁴⁰ These issues are discussed in Gundersen, C. and V. Oliveira. "The Food Stamp Program and Food Insufficiency," *American Journal of Agricultural Economics*, vol. 84, no. 3, 2001, pp. 875-887.

⁴¹ Apparent eligibility was determined using only the client's self-reported income from the previous month. See Appendix B for more information about the complete set of SNAP eligibility requirements.

TABLE 6.1.2.1 (continued)

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
With low food security	41.4%	30.9%	28.7%	39.3%
With very low food security	37.3%	46.1%	51.9%	39.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	18,427	5,536	2,214	26,177
Among SNAP ineligible nonparticipants ^a				
Food secure	42.1%	61.9%	61.6%	46.3%
Food insecure	57.9%	38.1%	38.4%	53.7%
With low food security	38.1%	22.3%	19.2%	34.6%
With very low food security	19.7%	15.8%	19.2%	19.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	3,815	1,342	272	5,429
Among SNAP nonparticipants ^b				
Food secure	26.1%	32.0%	25.6%	26.9%
Food insecure	73.9%	68.0%	74.4%	73.1%
With low food security	40.5%	29.2%	27.4%	38.3%
With very low food security	33.3%	38.8%	47.0%	34.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	25,001	7,893	2,697	35,591

SOURCE: This table was constructed based on usable responses to questions 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to "Guide to Measuring Household Food Security, Revised 2000."

For participating households, missing, don't know, and refusal responses combined are 0.5% for pantry clients, 0.4% for kitchen clients, 0.1% for shelter clients, and 0.5% for all clients.

For nonparticipating households, missing, don't know, and refusal responses combined are 3.4% for pantry clients, 2.1% for kitchen clients, 1.7% for shelter clients, and 3.1% for all clients.

For food secure households and food insecure households with low food security, the difference between estimates for households receiving SNAP benefits and eligible households that are not receiving benefits is statistically significant at the 0.05 level. For food insecure households with very low food security, the difference between estimates for households receiving SNAP benefits and eligible households that are not receiving benefits is not statistically significant at the 0.05 level.

For each food security level, the difference between estimates for households receiving SNAP benefits and ineligible households that are not receiving benefits is statistically significant at the 0.05 level.

^a Eligibility based on the previous month's income alone.

TABLE 6.1.2.1 (continued)

^b The coding of SNAP participants versus nonparticipants depends on the survey question asking whether the client participates in SNAP. Among nonparticipants, however, the coding that divides the group into eligibles and ineligibles depends on income. Because there are clients who respond to the SNAP participation question but do not respond to the income question, the sum of the number of eligible and ineligible nonparticipants is not equal to the total number of nonparticipants

Specific findings in this analysis include:

- 40.4% of the client households receiving SNAP benefits had low food security and another 38.5% had very low food security.
- Among the client households that are eligible to participate in SNAP but not receiving SNAP benefits, 39.3% and 39.3% had low and very low food security, respectively.
- Among households apparently ineligible for SNAP benefits, 34.6% and 19.1% had low or very low food security, respectively.
- Among emergency food clients, the difference between the percentage of food-insecure SNAP participants and the percentage of food-insecure SNAP nonparticipants is sizably smaller than the gap based on the full U.S. population.⁴²

⁴² The gap for the full population is described in: Gundersen, C. and B. Kreider. "Food Stamps and Food Insecurity: What Can Be Learned in the Presence of Nonclassical Measurement Error?" *Journal of Human Resources*, vol. 43, no. 2, 2008, pp. 352-382.

Note that the fact that substantial numbers of client households are classified as food insecure with very low food security despite receiving SNAP benefits does not by itself mean that SNAP is not providing useful assistance. Indeed, many of these households might be much worse off without SNAP benefits. However, the data suggest that, for many households in the FA network, SNAP benefits may not be sufficient to prevent the reductions in food intake or disruptions in eating patterns.⁴³

As shown in Table 6.1.2.1N, when these percentages are translated to numbers of households, they imply that the FA system serves over 4.7 million client households that are receiving SNAP benefits but are food insecure.

TABLE 6.1.2.1N

ESTIMATED NUMBER OF HOUSEHOLDS, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM PARTICIPATION AND FOOD INSECURITY

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Among SNAP participants				
Food secure	1,028,900	133,200	115,700	1,275,700
Food insecure	3,882,600	485,300	388,800	4,758,900
With low food security	2,045,300	215,900	181,600	2,436,500
With very low food security	1,837,300	269,500	207,200	2,322,400
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS PARTICIPATING IN SNAP	4,911,500	618,500	504,500	6,034,500
Among SNAP nonparticipants				
Food secure	1,840,500	276,200	145,500	2,280,300
Food insecure	5,200,300	586,400	422,700	6,191,400
With low food security	2,853,800	251,700	155,800	3,243,800
With very low food security	2,346,500	334,800	266,800	2,947,600

⁴³ For research that investigates the association between food security and SNAP participation and the effect of factors such as self-selection based on unobserved household characteristics, the timing of food insecurity versus SNAP receipt, and misreporting of food insecurity and SNAP receipt, see Gundersen and Oliveira (2001), Gundersen and Kreider (2008), and Wilde, Parke and Mark Nord. "The Effect of Food Stamps on Food Security: A Panel Data Approach." *Review of Agricultural Economics*, vol. 27, no. 3, 2005, pp. 425-32.

TABLE 6.1.2.1N (continued)

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS NOT PARTICIPATING IN SNAP	7,040,900	862,700	568,100	8,471,700

NOTE: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not exactly add up to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

Other key findings in the table include:

- Among SNAP participants in the FA network, an estimated 2.3 million households have very low food security.
- Among FA households not participating in SNAP, nearly 6.2 million are food insecure, of which nearly 3 million have very low food security.

6.1.3 Household Food Insecurity and Household Income

Table 6.1.3.1 and 6.1.3.2 examine the relationship between income and food security. Table 6.1.3.1 presents the percentage of client households that are food secure and food insecure for households grouped by income relative to the federal poverty level. Table 6.1.3.2 describes the distribution of household income for client households grouped by food security status.

TABLE 6.1.3.1
FOOD INSECURITY, BY INCOME IN 2008

	All Client Households	Income in 2008	
		0% to 130% of Federal Poverty Level ^a	131% of Federal Poverty Level or Higher ^a
Food secure	23.7%	20.9%	37.9%
Food insecure	76.3%	79.1%	62.1%
Food insecure with low food security	39.2%	39.9%	35.6%
Food insecure with very low food security	37.1%	39.1%	26.6%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	55,635	47,006	8,629

SOURCE: This table was constructed based on usable responses to questions 29, 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

Missing, don't know, and refusal responses combined are 0.8% for all clients, 0.7% for households with income at 0% to 130% of the federal poverty level, and 0.1% for households with income at 131% of the federal poverty level or higher.

^aSee Table 5.8.1.1 for the monthly federal poverty levels (and multiply by 12 to obtain annual levels).

We find that among the client households with incomes less than or equal to 130% of the federal poverty level—the federal income threshold for SNAP eligibility for most households—20.9% are food secure, while 37.9% of the households with incomes above 130% of the federal poverty level are food secure. On the other hand, as many as 39.1% of the client households with income less than or equal to 130% of the federal poverty level have very low food security. The comparable figure is 26.6% for the households with income above 130%.

Households that had low or very low food security tended to have lower incomes than those households that were food secure (Table 6.1.3.2). For instance, among households that had very low food security, 43.9% had either no income or an income below 50% of poverty, compared with only 29.2% of food-secure households.

TABLE 6.1.3.2
INCOME IN 2008, BY FOOD SECURITY STATUS

Income in 2008 as Percentage of Federal Poverty Level ^a	All Client Households	Food Security Status at Client Households		
		Food Secure	Food Insecure with Low Food Security	Food Insecure with Very Low Food Security
0% (no income)	7.8%	6.6%	6.0%	10.5%
1%-50%	29.0%	22.6%	28.6%	33.4%
51%-75%	20.2%	16.4%	21.7%	20.9%
76%-100%	16.8%	17.8%	18.0%	14.8%
101%-130%	10.3%	10.9%	11.2%	8.9%
SUBTOTAL	84.0%	74.3%	85.5%	88.5%
131%-150%	4.5%	6.3%	4.3%	3.5%
151%-185%	4.2%	6.1%	4.1%	3.1%
186% or higher	7.4%	13.3%	6.1%	4.9%
SUBTOTAL	16.0%	25.7%	14.5%	11.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	55,599	14,002	20,979	20,618

SOURCE: This table was constructed based on all responses to questions 29, 42, 43, 44, 44a, 45, and 46 of the client survey.

TABLE 6.1.3.2 (continued)

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For income as percentage of the federal poverty level, missing, don't know, and refusal responses combined are 8.3% for all clients, 2.8% for households that are food secure, 3.2% for households that are food insecure with low security, and 2.3% for households that are food insecure with very low security.

For each income to poverty level, the difference between estimates for households that are food secure and households with very low food security is statistically significant at the 0.05 level. For each income to poverty level except 0% and 76% to 100%, the difference between estimates for households that are food secure and households with low food security is statistically significant at the 0.05 level.

Other findings include:

- In 2008, 88.5% of the client households that were food insecure with very low food security, 85.5% of those that were food insecure with low food security, and 74.3% of those that were food secure had income less than or equal to 130% of the federal poverty level.
- In 2008, 11.5% of the client households that were food insecure with very low food security, 14.5% of those that were food insecure with low food security, and 25.7% of those that were food secure had income more than 130% of the federal poverty level.

6.1.4 Household Food Insecurity and Health

While client health status will be explored more thoroughly in Chapter 8, Table 6.1.4.1 presents food security rates for client households grouped by whether a member of the household is in poor health.⁴⁴

TABLE 6.1.4.1
FOOD INSECURITY, BY HEALTH STATUS

	All Households	Households with or Without Members in Poor Health	
		With Members in Poor Health	Without Members in Poor Health
Food secure	24.5%	18.0%	27.3%
Food insecure	75.5%	82.0%	72.7%
Food insecure with low food security	39.2%	40.3%	38.7%
Food insecure with very low food security	36.3%	41.7%	34.1%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	60,054	17,354	42,700

SOURCE: This table was constructed based on usable responses to questions 20, 21, 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

Missing, don't know, and refusal responses combined are 1.8% for all clients, 0.5% for households with members in poor health, and 1.3% for households without members in poor health.

For each income to poverty level, the difference between estimates for households with and without members in poor health is statistically significant at the 0.05 level.

We find that among the client households with at least one member in poor health, 18.0% are food secure; 40.3% have low food security; and 41.7% have very low food security. In

⁴⁴ Whether a respondent or a household member is in poor health is self-reported in the survey.

addition, among the client households with no one in poor health, 27.3% are food secure; 38.7% have low food security; and 34.1% have very low food security.

6.1.5 Household Food Insecurity and Citizenship Status

Table 6.1.5.1 examines associations between citizenship status and food security among FA client households.

TABLE 6.1.5.1
FOOD INSECURITY, BY CITIZENSHIP STATUS

	All Client Households	Citizenship Status of Clients at FA Program Sites	
		Households Represented by Citizen Clients ^a	Households Represented by Noncitizen Clients
Food secure	24.6%	25.5%	17.1%
Food insecure	75.4%	74.5%	82.9%
Food insecure with low food security	39.1%	37.8%	49.5%
Food insecure with very low food security	36.3%	36.7%	33.4%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,689	55,526	4,163

SOURCE: This table was constructed based on usable responses to questions 5, 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

Missing, don't know, and refusal responses combined are 1.9% for all clients, 1.6% for households represented by citizen clients, and 0.3% for households represented by noncitizen clients.

For each food security level, the difference between estimates for households represented by citizen and noncitizen clients is statistically significant at the 0.05 level.

^aHouseholds represented by respondents who are U.S. citizens.

The table shows that 49.5% of the noncitizen households have low food security, compared with 37.8% of the citizen households. In addition, 33.4% of the noncitizen households have very low food security, compared with 36.7% of the citizen households.

Table 6.1.5.2 contrasts, within noncitizen households, food security rates for households that have and do not have young children.

TABLE 6.1.5.2

FOOD INSECURITY AMONG HOUSEHOLDS CONTAINING AT LEAST ONE NONCITIZEN,
BY PRESENCE OF YOUNG CHILDREN

	All Client Households Having at Least One Noncitizen Member	Noncitizen Households With or Without Children Ages 0-5	
		With Children Ages 0-5	Without Children Ages 0-5
Food secure	16.9%	17.9%	16.1%
Food insecure	83.1%	82.1%	83.9%
Food insecure with low food security	50.3%	52.1%	48.9%
Food insecure with very low food security	32.8%	29.9%	35.0%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	5,054	2,037	3,017

SOURCE: This table was constructed based on usable responses to questions 5, 42, 43, 44, 44a, 45, and 46 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Constructed according to Bickel et al. (2000).

Missing, don't know, and refusal responses combined are 3.2% for all client households with at least one noncitizen member, 0.5% for noncitizen households with children ages 0-5, and 2.7% for noncitizen households without children ages 0-5.

Except for food secure households, the difference between estimates for households with children younger than age 5 is statistically significant at the 0.05 level.

We find that 17.9% of noncitizen households with young children are classified as food secure, compared with 16.1% of those households without them.

6.2 INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS

Table 6.2.1 presents responses to two of the questions involved in the six-item short module.

TABLE 6.2.1
INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
<i>“The food we bought just didn’t last, and we didn’t have money to get more.” In the last 12 months, was that...?</i>				
Often true	35.7%	34.9%	32.2%	35.4%
Sometimes true	44.6%	38.8%	39.8%	43.6%
Never true	19.7%	26.3%	28.0%	21.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>“We couldn’t afford to eat balanced meals.” In the last 12 months, was that...?</i>				
Often true	27.4%	30.5%	30.7%	28.0%
Sometimes true	43.0%	37.0%	36.9%	41.9%
Never true	29.5%	32.5%	32.4%	30.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to questions 42 and 43 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don’t know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first food security indicator in the table, missing, don’t know, and refusal responses combined are 4.2% for pantry clients, 3.6% for kitchen clients, 3.3% for shelter clients, and 4.1% for all clients.

For the second food security indicator in the table, missing, don’t know, and refusal responses combined are 4.6% for pantry clients, 3.2% for kitchen clients, 2.1% for shelter clients, and 4.3% for all clients.

Overall, 78.9% of the client households reported that, during the previous 12 months, they had been in a situation where the food they bought “just didn’t last” and [they] did not have money to get more. In addition, 69.9% of the client households were, often or sometimes during the previous 12 months, in a situation where they “couldn’t afford to eat balanced meals.”

Table 6.2.1N shows that more than 5.1 million FA households felt that in the last 12 months, the food they bought often “just didn’t last” and they lacked money to buy more.

TABLE 6.2.1N

ESTIMATED NUMBER OF HOUSEHOLDS, BY INDICATORS OF FOOD INSECURITY

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	Adult Clients at All Program Sites
<i>“The food we bought just didn’t last, and we didn’t have money to get more.” In the last 12 months, was that ...?</i>				
Often true	4,263,300	516,300	345,300	5,131,100
Sometimes true	5,333,200	575,000	426,800	6,318,600
Never true	2,355,800	389,800	300,500	3,056,400
<i>“We couldn’t afford to eat balanced meals.” In the last 12 months, was that ...?</i>				
Often true	3,275,900	451,300	329,800	4,064,000
Sometimes true	5,145,000	547,900	395,700	6,073,400
Never true	3,531,500	481,900	347,200	4,368,700
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	11,952,412	1,481,154	1,072,628	14,506,194

NOTE: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not exactly add up to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

Other findings are:

- More than 6.3 million households indicated that it was *sometimes true* their food did not last.
- About 4 million households said they often could not afford to eat balanced meals, and 6 million said this was sometimes true.

Table 6.2.2 examines the associations between the responses presented in Table 6.2.1 and participation and eligibility in SNAP. There are a number of reasons that receipt of SNAP benefits might be associated with food security. On the one hand, SNAP benefit receipt might increase food security, other things being equal. On the other hand, food insecurity might influence households to apply for SNAP benefits. Other types of associations caused by both SNAP participation and food security being determined by other factors are also possible.

TABLE 6.2.2

INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFIT RECEIPT

	All Client Households with Valid SNAP Benefit Receipt Status	SNAP Benefit Receipt Status of Households		
		Receiving SNAP Benefits	Apparently Eligible, Not Receiving	Apparently Ineligible Because of Income, Not Receiving ^a
<i>“The food we bought just didn’t last, and we didn’t have money to get more.” In the last 12 months, was that ... ?^b</i>				
Often true	35.8%	38.5%	36.3%	20.7%
Sometimes true	43.9%	44.3%	44.4%	39.5%
Never true	20.3%	17.1%	19.3%	39.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	55,979	24,988	25,651	5,340
<i>“We couldn’t afford to eat balanced meals.” In the last 12 months, was that ... ?^b</i>				
Often true	28.3%	28.7%	30.5%	15.1%
Sometimes true	42.2%	43.2%	42.6%	35.3%
Never true	29.6%	28.1%	26.9%	49.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	56,013	24,995	25,676	5,342

SOURCE: This table was constructed based on usable responses to questions 29, 31, 42, and 43 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don’t know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

TABLE 6.2.2 (continued)

For the first survey indicator of food security in the table, missing, don't know, and refusal responses combined are 2.7% for all clients with valid SNAP benefit receipt status, 1.1% for clients receiving SNAP benefits, 1.4% for eligible, not receiving clients, and 0.1% for ineligible clients.

For the second survey indicator of food security in the table, missing, don't know, and refusal responses combined are 3.0% for all clients with valid SNAP benefit receipt status, 1.3% for clients receiving SNAP benefits, 1.5% for eligible, not receiving clients, and 0.2% for ineligible clients.

For both survey indicators of food insecurity, the difference between estimates for households receiving SNAP benefits and ineligible households that are not receiving benefits is statistically significant at the 0.05 level. The difference between estimates for households receiving SNAP benefits and eligible households that are not receiving benefits is also statistically significant at the 0.05 level for all responses to the first survey indicator of food security and all but the response of "sometimes true" for the second survey indicator.

^aEligibility was determined based on the previous month's income alone.

^bA "valid" SNAP benefit receipt status is one in which all participation and eligibility (i.e. income) questions have valid responses.

Key findings include:

- 38.5% of SNAP benefit recipients and 36.3% of apparently eligible nonparticipants said that it was "often true" that food did not last and there was no money to buy more; the comparable percentage for apparently ineligible FA clients was 20.7%.
- 28.7% of SNAP benefit recipients and 30.5% of apparently eligible nonparticipants said that it was "often true" that they could not afford to eat balanced meals; the comparable percentage for apparently ineligible FA clients was 15.1%.

6.3 INDICATORS OF FOOD INSECURITY AMONG ADULTS

Table 6.3.1 presents responses to the four questions about adults in the six-item short module.

TABLE 6.3.1
INDICATORS OF FOOD INSECURITY AMONG ADULTS

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
How often adult clients or other adults in the household cut the size of meals or skipped meals because there wasn't enough money for food in the previous 12 months ^a				
Almost every month	27.3%	29.9%	29.2%	27.8%
Some months but not every month	20.4%	18.3%	20.5%	20.1%
Only one or two months	8.0%	7.1%	8.6%	7.9%
Never	44.3%	44.6%	41.7%	44.2%
Clients who ate less than they felt they should because there wasn't enough money to buy food in the previous 12 months				
Yes	56.9%	57.2%	56.6%	56.9%
No	43.1%	42.8%	43.4%	43.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients who were hungry but didn't eat because they couldn't afford enough food in the previous 12 months				
Yes	40.1%	46.0%	52.0%	41.6%
No	59.9%	54.0%	48.0%	58.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients or other adults in the household ever did not eat for a whole day because there wasn't enough money for food in the previous 12 months				
Yes	23.9%	36.6%	39.5%	26.5%
No	76.1%	63.4%	60.5%	73.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to questions 44, 44a, 45, 46, and 47 of the client survey.

TABLE 6.3.1 (*continued*)

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first food security indicator in the table, missing, don't know, and refusal responses combined are 3.3% for pantry clients, 2.5% for kitchen clients, 2.4% for shelter clients, and 3.2% for all clients.

For the second food security indicator in the table, missing, don't know, and refusal responses combined are 3.7% for pantry clients, 3.0% for kitchen clients, 2.4% for shelter clients, and 3.5% for all clients.

For the third food security indicator in the table, missing, don't know, and refusal responses combined are 3.5% for pantry clients, 2.6% for kitchen clients, 1.7% for shelter clients, and 3.3% for all clients.

For the fourth food security indicator in the table, missing, don't know, and refusal responses combined are 3.2% for pantry clients, 2.3% for kitchen clients, 1.6% for shelter clients, and 3.0% for all clients.

^aResponses may not add up to 100% because this panel was constructed from two questions: "Never" came from Question 44, and the other responses from Question 44a.

Adults in 27.8% of the client households had to cut the size of meals or skip meals because there was not enough money for food *almost every month* of the previous 12 months.

Responses to the remaining three questions are:

- 56.9% of the clients ate less than they felt they should because there was not enough money to buy food at least once during the previous 12 months.
- Adults in 41.6% of the client households were hungry but did not eat because they could not afford enough food at least once during the previous 12 months.
- Adults in 26.5% of the client households did not eat for a whole day at least once during the previous 12 months because there was not enough money for food.

As shown in Table 6.3.1N, nearly 7 million FA households reported that adults in the households had to cut the size of their meals or had to skip meals altogether during at least some of the previous 12 months because there was not enough money for food.

TABLE 6.3.1N

ESTIMATED NUMBER OF HOUSEHOLDS, BY INDICATORS OF FOOD INSECURITY

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
How often adult clients or other adults in the household cut the size of meals or skipped meals because there wasn't enough money for food in the previous 12 months				
Almost every month	3,261,500	443,300	313,200	4,026,700
Some months but not every month	2,443,800	271,100	219,400	2,922,600
Only one or two months	953,400	105,500	92,500	1,144,900
Never	5,291,700	660,600	447,100	6,408,900
Clients who ate less than they felt they should because there wasn't enough money to buy food in the previous 12 months				
Yes	6,799,700	846,900	606,600	8,255,900
No	5,152,700	634,200	466,000	6,250,300
Clients who were hungry but didn't eat because they couldn't afford enough food in the previous 12 months				
Yes	4,795,400	680,700	557,300	6,029,700
No	7,157,100	800,500	515,400	8,476,500
Clients or other adults in the household did not eat for a whole day because there wasn't enough money for food in the previous 12 months				
Yes	2,853,600	541,500	423,400	3,840,300
No	9,098,800	939,700	649,300	10,665,900
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	11,952,412	1,481,154	1,072,628	14,506,194

NOTE: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not exactly add up to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying

TABLE 6.3.1N (*continued*)

annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

Other findings include:

- Because of lack of resources to buy food, adults in over 8.2 million FA households ate less than they felt they should.
- 6 million FA households contained adults who were hungry but, because they could not afford enough food, did not eat.
- Over 3.8 million FA households included adults who, because there was not enough money for food, did not eat for a whole day.

Table 6.3.2 examines the associations between the responses presented in Table 6.3.1 and participation and eligibility in SNAP.

TABLE 6.3.2

INDICATORS OF FOOD INSECURITY AMONG ADULTS, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFIT RECEIPT

	All Client Households with Valid SNAP Benefit Receipt Status ^a	SNAP Benefit Receipt Status of Households		
		Receiving SNAP Benefits	Apparently Eligible, Not Receiving	Apparently Ineligible Because of Income, Not Receiving ^b
How often adult clients or other adults in the household cut the size of meals or skipped meals because there wasn't enough money for food in the previous 12 months				
Almost every month	28.3%	29.5%	29.3%	17.3%
Some months but not every month	20.5%	21.3%	21.5%	12.4%
Only one or two months	8.1%	7.5%	8.6%	8.1%
Never	43.1%	41.8%	40.5%	62.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	55,767	24,839	25,560	5,368
Clients who ate less than they felt they should because there wasn't enough money to buy food in the previous 12 months				
Yes	57.8%	60.0%	59.8%	37.2%
No	42.2%	40.0%	40.2%	62.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	56,187	25,019	25,805	5,363
Clients who were hungry but didn't eat because they couldn't afford enough food in the previous 12 months				
Yes	42.1%	44.4%	44.1%	21.4%
No	57.9%	55.6%	55.9%	78.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	56,335	25,092	25,871	5,372

TABLE 6.3.2 (continued)

	All Client Households with Valid SNAP Benefit Receipt Status ^a	SNAP Benefit Receipt Status of Households		
		Receiving SNAP Benefits	Apparently Eligible, Not Receiving	Apparently Ineligible Because of Income, Not Receiving ^b
Clients or other adults in the household ever did not eat for a whole day because there wasn't enough money for food in the previous 12 months				
Yes	26.8%	28.1%	28.2%	13.6%
No	73.2%	71.9%	71.8%	86.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	56,501	25,156	25,953	5,392

SOURCE: This table was constructed based on usable responses to questions 29, 31, 44a, 45, 46, and 47 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first survey indicator of food security in the table, missing, don't know, and refusal responses combined are 3.2% for all clients with valid SNAP benefit receipt status, 1.4% for clients receiving SNAP benefits, 1.6% for eligible, not receiving clients, and 0.2% for ineligible clients.

For the second survey indicator of food security in the table, missing, don't know, and refusal responses combined are 2.3% for all clients with valid SNAP benefit receipt status, 0.9% for clients receiving SNAP benefits, 1.2% for eligible, not receiving clients, and 0.2% for ineligible clients.

For the third survey indicator of food security in the table, missing, don't know, and refusal responses combined are 2.0% for all clients with valid SNAP benefit receipt status, 0.7% for clients receiving SNAP benefits, 1.2% for eligible, not receiving clients, and 0.2% for ineligible clients.

For the fourth survey indicator of food security in the table, missing, don't know, and refusal responses combined are 1.7% for all clients with valid SNAP benefit receipt status, 0.5% for clients receiving SNAP benefits, 1.0% for eligible, not receiving clients, and 0.1% for ineligible clients.

The differences between estimates for households receiving SNAP benefits and eligible households that are not receiving benefits are statistically significant at the 0.05 level for responses of "some months" and "never" to the first survey question and for all responses to the second survey question. The differences between estimates for households receiving SNAP benefits and ineligible households that are not receiving benefits are statistically significant at the 0.05 level for responses of "almost every month", "some months", and "only one or two months" to the first survey question, and all responses to the second, third, and fourth survey questions.

^aA "valid" SNAP benefit receipt status is one in which all participation and eligibility (i.e. income) questions have valid responses.

^bEligibility was determined based on the previous month's income alone.

Key findings include:

- 50.7% of recipients of SNAP benefits and 50.8% of apparently eligible nonparticipants said that they or other adults in the household reduced meal sizes or skipped meals entirely some months or every month in the past year because there was not enough money for food; the comparable percentage for apparently ineligible FA clients was 29.7%.
- 60.0% of recipients of SNAP benefits and 59.8% of apparently eligible nonparticipants said they ate less than they should because they lacked money to buy food; the comparable figure for the apparently ineligible respondents was 37.2%.
- 28.1% of recipients of SNAP benefits and 28.2% of apparently eligible nonparticipants said that they or other adults in the household did not eat for a whole day because there was not enough money for food; the comparable percentage for apparently ineligible FA clients was 13.6%.

Households in nonmetropolitan as compared with metropolitan areas may have different opportunities to ensure adequate nutrition for their members. For instance, nonmetropolitan households may face considerable transportation barriers in shopping for food. On the other hand, they may have greater access to food that is grown at home or on nearby farms. Using residential ZIP codes provided by clients, Table 6.3.3 examines how metropolitan status is associated with answers to adult food security questions.⁴⁵

TABLE 6.3.3

INDICATORS OF FOOD INSECURITY AMONG ADULTS, BY URBAN/METROPOLITAN STATUS

	All Client Households with Valid SNAP Benefit Receipt Status ^a	Urban/Metropolitan Status		
		Central city	Metro, Not Central city	Nonmetro
How often adult clients or other adults in the household cut the size of meals or skipped meals because there wasn't enough money for food in the previous 12 months				
Almost every month	27.7%	28.7%	28.3%	23.9%
Some months but not every month	20.2%	20.3%	20.5%	19.2%
Only one or two months	7.9%	8.0%	8.1%	7.2%
Never	44.2%	43.0%	43.0%	49.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	58,684	28,119	16,156	14,409

⁴⁵ We classified clients as living in central city, metropolitan non-central city, and nonmetropolitan by matching the client's ZIP code with information from the Census bureau. The classifications are based on population distributions from 2003. The general concept of a metropolitan area is one of a large population nucleus, together with adjacent communities that have a high degree of economic and social integration with that nucleus. Each generally contains at least 10,000 people and can contain one or more counties. Central cities generally consist of one or more of the largest population and employment centers of a metropolitan area. Each metropolitan area may contain one or more central cities. Further details are available at <http://www.census.gov/prod/cen2000/doc/sf3.pdf>.

TABLE 6.3.3 (continued)

	All Client Households with Valid SNAP Benefit Receipt Status ^a	Urban/Metropolitan Status		
		Central city	Metro, Not Central city	Nonmetro
Clients who ate less than they felt they should because there wasn't enough money to buy food in the previous 12 months				
Yes	56.9%	57.9%	58.8%	50.9%
No	43.1%	42.1%	41.2%	49.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,141	28,365	16,259	14,517
Clients who were hungry but didn't eat because they couldn't afford enough food in the previous 12 months				
Yes	41.5%	43.6%	41.8%	35.1%
No	58.5%	56.4%	58.2%	64.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,291	28,455	16,283	14,553
Clients or other adults in the household ever did not eat for a whole day because there wasn't enough money for food in the previous 12 months				
Yes	26.4%	30.0%	23.6%	20.7%
No	73.6%	70.0%	76.4%	79.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,480	28,533	16,332	14,615

SOURCE: This table was constructed based on usable responses to questions 29, 31, 44a, 45, 46, and 47 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first indicator of food security in the table, missing, don't know, and refusal responses combined are 4.5% for all clients with valid SNAP benefit receipt status, 2.9% for central city clients, 1.1% for metro area clients, and 0.6% for nonmetro clients.

For the second indicator of food security in the table, missing, don't know, and refusal responses combined are 3.5% for all clients with valid SNAP benefit receipt status, 2.2% for central city clients, 0.8% for metro area clients, and 0.5% for nonmetro clients.

TABLE 6.3.3 (continued)

For the third indicator of food security in the table, missing, don't know, and refusal responses combined are 3.3% for all clients with valid SNAP benefit receipt status, 2.1% for central city clients, 0.7% for metro area clients, and 0.5% for nonmetro clients.

For the fourth indicator of food security in the table, don't know, and refusal responses combined are 3.0% for all clients with valid SNAP benefit receipt status, 1.9% for central city clients, 0.6% for metro area clients, and 0.4% for nonmetro clients.

^aA "valid" SNAP benefit receipt status is one in which all participation and eligibility (i.e. income) questions have valid responses.

We find that 28.7% of households served in central city areas said that they or other adults in the household reduced meal sizes or skipped meals entirely almost every month in the past year because there was not enough money for food. This compares to 28.3% of households served in suburban areas (metropolitan areas outside central cities) and 23.9% in nonmetropolitan areas.

6.4 INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN

Besides the six questions shown in Tables 6.2.1 and 6.3.1, clients were asked three questions about their children's skipping of meals, being hungry, and not eating enough.

TABLE 6.4.1

INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
How often during the previous 12 months clients' child/children was/were not eating enough because they just couldn't afford enough food				
Often	6.3%	4.4%	9.4%	6.3%
Sometimes	22.3%	14.5%	24.7%	21.8%
Never	71.3%	81.1%	65.9%	71.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients whose child/children ever skipped meals because there wasn't enough money for food during the previous 12 months				
Yes	15.5%	10.7%	14.2%	15.1%
No	84.5%	89.3%	85.8%	84.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients whose child/children was/were hungry at least once during the previous 12 months, but couldn't afford more food				
Yes	18.4%	13.9%	17.9%	18.0%
No	81.6%	86.1%	82.1%	82.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	17,972	2,094	868	20,934

SOURCE: This table was constructed based on usable responses to questions 3, 6b, 49, 50, and 51 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

TABLE 6.4.1 (*continued*)

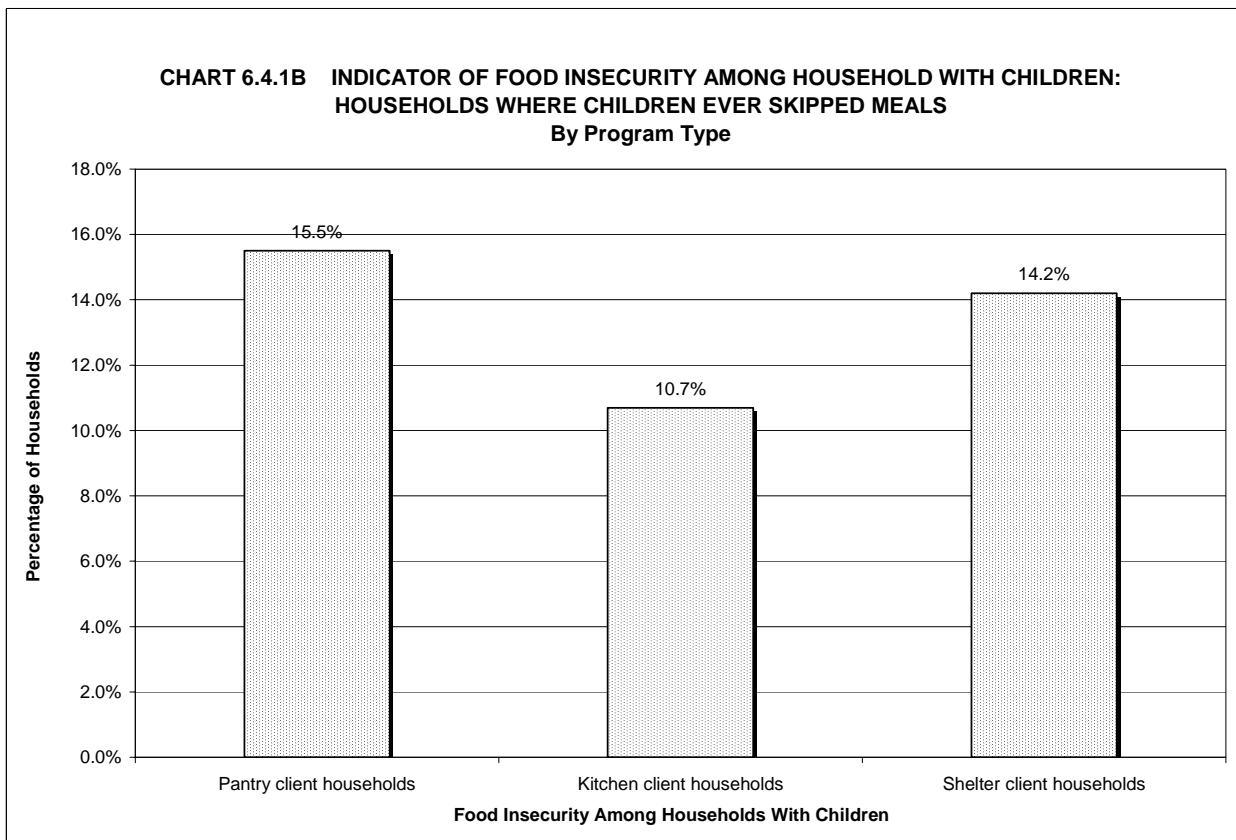
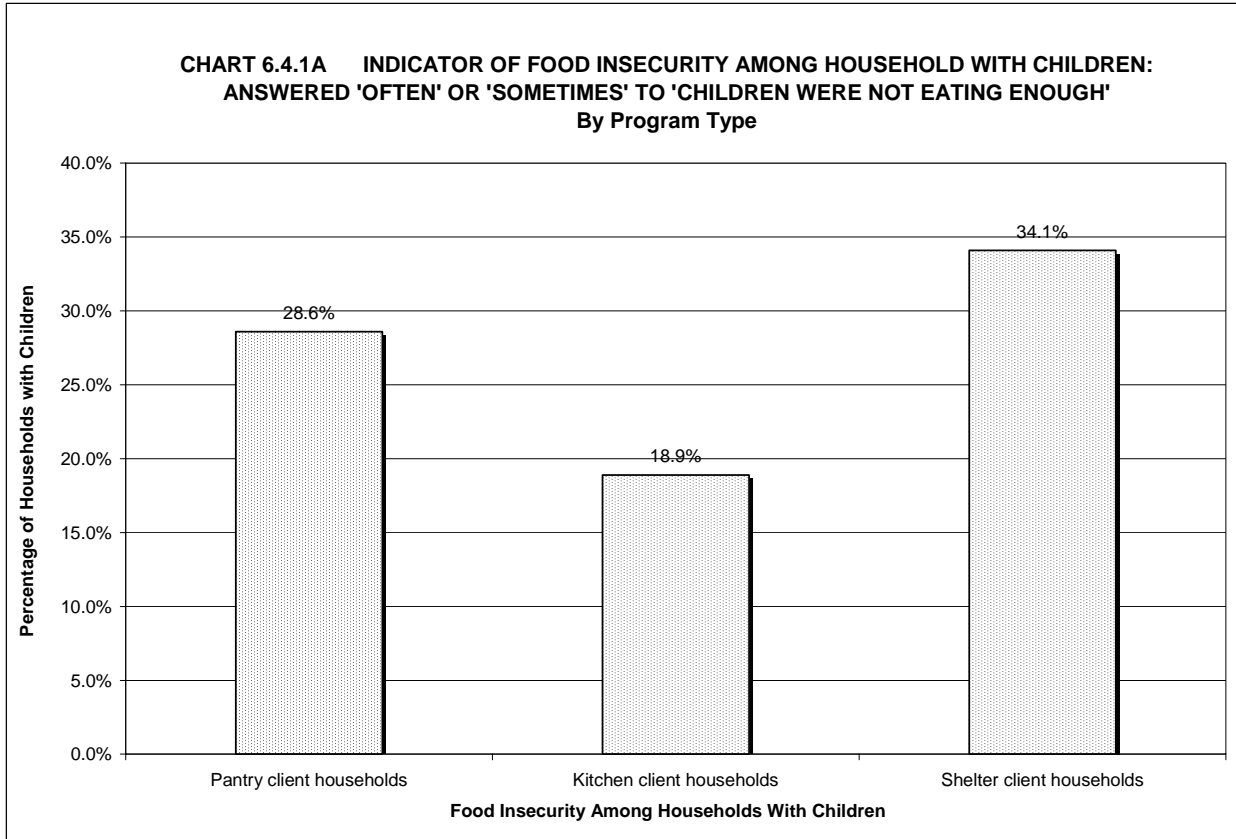
For the first survey indicator of food security in the table, missing, don't know, and refusal responses combined are 6.9% for pantry clients, 6.2% for kitchen clients, 4.7% for shelter clients, and 6.8% for all clients.

For the second survey indicator of food security in the table, missing, don't know, and refusal responses combined are 6.8% for pantry clients, 6.7% for kitchen clients, 4.8% for shelter clients, and 6.7% for all clients.

For the third survey indicator of food security in the table, missing, don't know, and refusal responses combined are 6.7% for pantry clients, 6.4% for kitchen clients, 10.1% for shelter clients, and 6.7% for all clients.

Among all clients with children, 6.3% stated that during the previous 12 months, their children were *often* not eating enough because they just could not afford enough food. Another 21.8% of the clients experienced such a situation *sometimes* during the previous 12 months.

- 15.1% of the clients with children said that at least once during the previous 12 months, their children skipped meals because there was not enough money for food.
- 18.0% of the clients with children said that at least once during the previous 12 months, their children were hungry, but they could not afford more food.



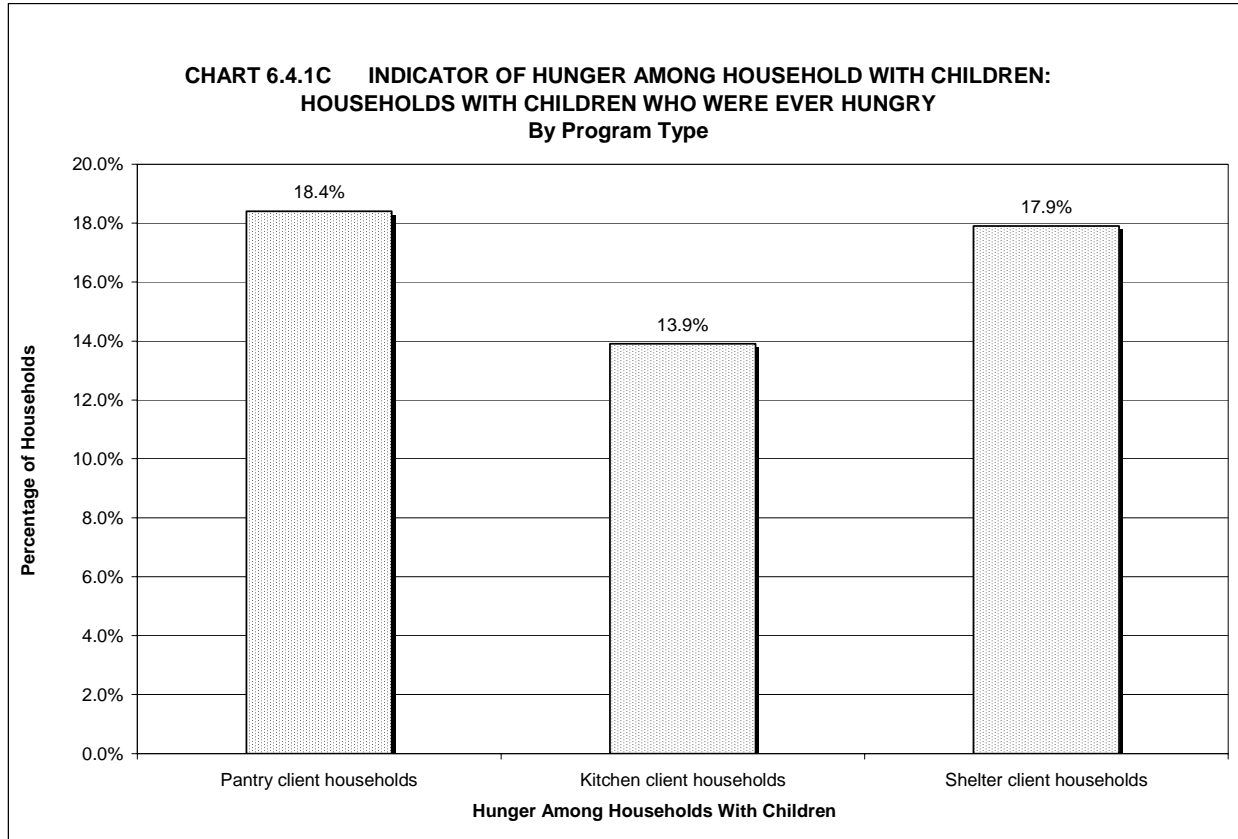


Table 6.4.1N provides estimates of the number of FA households with children that reported various indicators of food insecurity related to the children.

TABLE 6.4.1N
ESTIMATED NUMBER OF CLIENT HOUSEHOLDS WITH CHILDREN
BY INDICATORS OF FOOD INSECURITY

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	Client Households
How often during the previous 12 months clients' child/children was/were not eating enough because they just couldn't afford enough food				
Often	333,600	12,200	10,600	353,400
Sometimes	1,173,000	40,600	28,000	1,232,800
Never	3,750,800	226,800	74,600	4,063,900
Clients whose child/children ever skipped meals because there wasn't enough money for food during the previous 12 months				
Yes	814,000	29,900	16,000	855,500
No	4,443,400	249,700	97,100	4,794,600
Clients whose child/children was/were hungry at least once during the previous 12 months, but couldn't afford more food				
Yes	964,800	38,900	20,300	1,019,600
No	4,292,600	240,700	92,900	4,630,600
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS WITH AT LEAST ONE CHILD YOUNGER THAN AGE 18 YEARS	5,257,400	279,600	113,200	5,650,200

NOTE: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not exactly add up to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

In nearly 1.6 million FA households, children were reported not to be eating enough because the households could not afford enough food. Other findings are:

- In over 0.8 million FA households, children had to skip meals because of lack of resources to buy food.
- In 1 million of the households, children were reported to have been hungry, at least once, because of lack of household resources to buy food.

Table 6.4.2 examines the associations between the responses presented in Table 6.4.1 and participation and eligibility in SNAP.

TABLE 6.4.2

INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFIT RECEIPT

	All Client Households with Valid SNAP Benefit Receipt Status ^b	SNAP Benefit Receipt Status of Households		
		Receiving SNAP Benefits	Apparently Eligible, Not Receiving	Apparently Ineligible Because of Income, Not Receiving ^a
How often during the previous 12 months clients' child/children was/were not eating enough because they just couldn't afford enough food				
Often	6.2%	5.9%	6.9%	3.5%
Sometimes	21.8%	20.7%	24.3%	11.5%
Never	71.9%	73.4%	68.8%	85.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	18,796	9,412	8,277	1,107
Clients whose child/children ever skipped meals because there wasn't enough money for food during the previous 12 months				
Yes	14.6%	13.0%	16.9%	9.6%
No	85.4%	87.0%	83.1%	90.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	18,760	9,415	8,243	1,102
Clients whose child/children was/were hungry at least once during the previous 12 months, but couldn't afford more food				
Yes	17.7%	16.9%	19.4%	10.1%
No	82.3%	83.1%	80.6%	89.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	18,744	9,389	8,246	1,109

SOURCE: This table was constructed based on usable responses to questions 29, 31, 49, 50, and 51 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the

TABLE 6.4.2 (continued)

Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first survey indicator of food security in the table, missing, don't know, and refusal responses combined are 63.3% for all clients with valid SNAP benefit receipt status, 26.6% for clients receiving SNAP benefits, 29.4% for eligible, not receiving clients, and 7.3% for ineligible clients.

For the second survey indicator of food security in the table, missing, don't know, and refusal responses combined are 63.3% for all clients with valid SNAP benefit receipt status, 26.6% for clients receiving SNAP benefits, 29.5% for eligible, not receiving clients, and 7.3% for ineligible clients.

For the third survey indicator of food security in the table, missing, don't know, and refusal responses combined are 63.3% for all clients with valid SNAP benefit receipt status, 26.6% for clients receiving SNAP benefits, 29.5% for eligible, not receiving clients, and 7.3% for ineligible clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for households receiving SNAP benefits and eligible households that are not receiving benefits are statistically significant at the 0.05 level for all responses to each survey question. The differences between estimates for households receiving SNAP benefits and ineligible households that are not receiving benefits are statistically significant at the 0.05 level for all responses to each survey question.

^aEligibility was determined based on the previous month's income alone.

^bA "valid" SNAP benefit receipt status is one in which all participation and eligibility (i.e. income) questions have valid responses.

Several findings include:

- Among all clients with children that participated in SNAP, 5.9% stated that during the previous 12 months, their children were *often* not eating enough because they could not afford enough food. This compares to 6.9% of eligible nonparticipants and 3.5% of ineligible nonparticipants.
- Among all clients with children that participated in SNAP, 13.0% said that during the previous 12 months, their children skipped meals because there was not enough money for food. This compares to 16.9% of eligible nonparticipants and 9.6% of ineligible nonparticipants.
- Among all clients with children that participated in SNAP, 16.9% said that at least once during the previous 12 months, their children were hungry at least once, but they could not afford more food. This compares to 19.4% of eligible nonparticipants and 10.1% of ineligible nonparticipants.

Table 6.4.3 examines the associations between the responses presented in Table 6.4.1 and living in an urban or metropolitan area.

TABLE 6.4.3

INDICATORS OF FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN, BY
URBAN/METROPOLITAN STATUS

	All Client Households with One or More Children Younger than 18	Urban/Metropolitan Status		
		Central city	Metro, Not Central city	Nonmetro
How often during the previous 12 months clients' child/children was/were not eating enough because they just couldn't afford enough food				
Often	6.3%	6.5%	7.0%	4.2%
Sometimes	21.8%	22.7%	23.8%	15.4%
Never	72.0%	70.8%	69.2%	80.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	19,578	8,283	6,266	5,029
Clients whose child/children ever skipped meals because there wasn't enough money for food during the previous 12 months				
Yes	15.1%	15.8%	17.6%	8.3%
No	84.9%	84.2%	82.4%	91.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	19,546	8,281	6,246	5,019
Clients whose child/children was/were hungry at least once during the previous 12 months, but couldn't afford more food				
Yes	18.0%	19.0%	20.3%	11.1%
No	82.0%	81.0%	79.7%	88.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	19,528	8,263	6,249	5,016

SOURCE: This table was constructed based on usable responses to questions 49, 50, and 51 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the

TABLE 6.4.3 (continued)

Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first survey indicator of food security above, missing, don't know, and refusal responses combined are 63.9% for all clients with one or more children under 18, 35.6% for central city clients, 16.9% for metro clients, and 11.4% for nonmetro clients.

For the second survey indicator of food security above, missing, don't know, and refusal responses combined are 63.9% for all clients with one or more children under 18, 35.6% for central city clients, 16.9% for metro clients, and 11.4% for nonmetro clients.

For the third survey indicator of food security above, missing, don't know, and refusal responses combined are 63.9% for all clients with one or more children under 18, 35.6% for central city clients, 16.9% for metro clients, and 11.4% for nonmetro clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for households living in an urban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for all responses to each survey question. The differences between estimates for households living in a suburban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for all responses to each survey question.

Findings presented in Table 6.4.3 examine the associations between the responses presented in Table 6.4.1 and living in an urban or metropolitan area.

Key findings from Table 6.4.3 include:

- 29.2% of the households with children served in central city areas, 30.8% of the households served in suburban areas (metropolitan areas outside central cities), and 19.6% of the households served in nonmetropolitan areas answered that their children often or sometimes did not eat enough during the past year because there was not enough money to buy more food.
- 15.8% of the households with children served in central city areas, 17.6% of those served in suburban areas (metropolitan areas outside central cities), and 8.3% of those served in nonmetropolitan areas provided an affirmative answer to whether their children skipped a meal during the past year because there was not enough money to buy more food.
- 19.0% of the households with children served in central city areas, 20.3% of those served in suburban areas (metropolitan areas outside central cities), and 11.1% of those served in nonmetropolitan areas answered that their children went hungry during the past year because there was not enough money to buy more food.

6.5 CHOICE BETWEEN FOOD AND NECESSITIES

Clients were asked whether their families had to choose between food and necessities during the 12-month period prior to the interview. Table 6.5.1 summarizes the results.

TABLE 6.5.1
CHOICE BETWEEN FOOD AND NECESSITIES

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
In the previous 12 months, clients or their family who ever had to choose at least once between				
Paying for food and paying for utilities or heating fuel	49.2%	33.2%	33.1%	46.1%
Paying for food and paying for rent or mortgage	40.6%	33.5%	38.3%	39.5%
Paying for food and paying for medicine or medical care	36.0%	26.2%	26.1%	34.1%
Paying for food and paying for transportation	35.1%	34.3%	34.4%	34.9%
Paying for food and paying for gas for a car	38.1%	24.5%	26.7%	35.6%
Households with all five of the situations	13.4%	8.2%	8.9%	12.4%
Households with four of the five situations	12.6%	9.0%	10.9%	12.0%
Households with three of the five situations	13.9%	11.8%	11.0%	13.4%
Households with two of the five situations	12.7%	12.1%	12.9%	12.7%
Households with just one of the situations	12.7%	13.5%	10.6%	12.7%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to Question 52 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For choosing between food and utilities, missing, don't know, and refusal responses combined are 3.6% for pantry clients, 3.4% for kitchen clients, 1.3% for shelter clients, and 3.5% for all clients.

TABLE 6.5.1 (*continued*)

For choosing between food and rent (mortgage), missing, don't know, and refusal responses combined are 3.6% for pantry clients, 3.3% for kitchen clients, 1.6% for shelter clients, and 3.4% for all clients.

For choosing between food and medical care, missing, don't know, and refusal responses combined are 3.4% for pantry clients, 3.0% for kitchen clients, 1.7% for shelter clients, and 3.2% for all clients.

For choosing between food and transportation, missing, don't know, and refusal responses combined are 3.8% for pantry clients, 3.1% for kitchen clients, 1.3% for shelter clients, and 3.6% for all clients.

For choosing between food and gas for a car, missing, don't know, and refusal responses combined are 4.1% for pantry clients, 4.0% for kitchen clients, 1.5% for shelter clients, and 4.0% for all clients.

For number of situations, missing, don't know, and refusal responses combined are 2.9% for pantry clients, 2.3% for kitchen clients, 1.0% for shelter clients, and 2.7% for all clients.

As shown in Table 6.5.1, among pantry client households, 49.2% had to choose between paying for food and paying for utilities or heating fuel, 40.6% between food and rent or mortgage, 36.0% between food and medicine or medical care, 35.1% between food and paying for transportation, and 38.1% between food and paying for gas for a car. Results for kitchen and shelter client households are:

- Among kitchen client households, 33.2% had to choose between paying for food and paying for utilities or heating fuel, 33.5% between food and rent or mortgage, 26.2% between food and medicine or medical care, 34.3% between food and paying for transportation, and 24.5% between food and gas for a car.
- Among shelter client households, 33.1% had to choose between paying for food and paying for utilities or heating, 38.3% between food and rent or mortgage, 26.1% between food and medicine or medical care, 34.4% between food and paying for transportation, and 26.7% between food and gas for a car.

The responses to the question of whether the household had to make choices between buying food and spending money on other necessities provides another indicator of the constraints that households face. It is therefore of interest to examine how these responses are correlated with selected measures of household well-being such as food security. Table 6.5.2 presents the results.

TABLE 6.5.2
HOUSEHOLD TRADE-OFFS, BY FOOD SECURITY STATUS

	All Client Households	Food Security Status of Client Households		
		Food Secure	Food Insecure with Low Food Security	Food Insecure with Very Low Food Security
Choose between food and utilities or heating fuel				
Yes	46.1%	16.6%	45.7%	66.5%
No	53.9%	83.4%	54.3%	33.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,281	15,459	22,262	21,560
Choose between food and rent or mortgage				
Yes	39.5%	12.7%	36.7%	60.5%
No	60.5%	87.3%	63.3%	39.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,154	15,420	22,220	21,514
Choose between food and medical care				
Yes	34.1%	9.8%	32.2%	52.5%
No	65.9%	90.2%	67.8%	47.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,333	15,473	22,278	21,582
Choose between food and paying for transportation				
Yes	34.9%	9.5%	31.2%	56.1%
No	65.1%	90.5%	68.8%	43.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,196	15,449	22,220	21,527

TABLE 6.5.2 (continued)

Choose between food and paying for gas for a car				
Yes	35.6%	12.7%	35.4%	51.3%
No	64.4%	87.3%	64.6%	48.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,011	15,397	22,193	21,421

SOURCE: This table was constructed based on usable responses to Questions 52, 44, 44a, 45, and 46 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For choosing between food and utilities, missing, don't know, and refusal responses combined are 0.4% for all clients, 0.4% for households that are food secure, 0.6% for households that are food insecure with low security, and 0.6% for households that are food insecure with very low security.

For choosing between food and rent (mortgage), missing, don't know, and refusal responses combined are 0.4% for all clients, 0.4% for households that are food secure, 0.6% for households that are food insecure with low security, and 0.5% for households that are food insecure with very low security.

For choosing between food and medical care, missing, don't know, and refusal responses combined are 0.3% for all clients, 0.3% for households that are food secure, 0.6% for households that are food insecure with low security, and 0.4% for households that are food insecure with very low security.

For choosing between food and transportation, missing, don't know, and refusal responses combined are 0.4% for all clients, 0.4% for households that are food secure, 0.8% for households that are food insecure with low security, and 0.5% for households that are food insecure with very low security.

For choosing between food and gas for a car, missing, don't know, and refusal responses combined are 0.5% for all clients, 0.5% for households that are food secure, 0.8% for households that are food insecure with low security, and 0.7% for households that are food insecure with very low security.

The differences between estimates for food secure households and food insecure households with low food security are statistically significant at the 0.05 level for all responses to each survey question. The differences between estimates for food secure households and food insecure households with very low food security are statistically significant at the 0.05 level for all responses to each survey question.

Table 6.5.2 describes the proportions of households that face direct trade-offs among necessities for subgroups defined by food security status. Specific results include:

- 9.8% of the food-secure households, 32.2% of the food-insecure households with low food security, and 52.5% of the food-insecure households with very low food security had to choose between food and medical care during the past year.

- 16.6% of the food-secure households, 45.7% of the food-insecure households with low food security, and 66.5% of the food-insecure households with very low food security had to choose between food and utilities (or heating fuel) during the past year.
- 12.7% of the food-secure households, 36.7% of the food-insecure households with low food security, and 60.5% of the food-insecure households with very low food security had to choose between food and rent (or mortgage) during the past year.
- 9.5% of the food-secure households, 31.2% of the food-insecure households with low food security, and 56.1% of the food-insecure households with very low food security had to choose between food and rent (or mortgage) during the past year.
- 12.7% of the food-secure households, 35.4% of the food-insecure households with low food security, and 51.3% of the food-insecure households with very low food security had to choose between food and rent (or mortgage) during the past year.

There is also a notable association between household structure and reporting direct trade-offs between necessities (Table 6.5.3).

TABLE 6.5.3
HOUSEHOLD TRADE-OFFS, BY HOUSEHOLD STRUCTURE

	All Households	Households with Seniors	Households with Children, No Seniors	One-Person Households with Neither Children Nor Seniors	Households with Two or More People but with Neither Children Nor Seniors
Choose between food and utilities or heating fuel					
Yes	46.1%	34.9%	54.7%	38.5%	53.9%
No	53.9%	65.1%	45.3%	61.5%	46.1%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,412	11,821	18,343	19,551	9,697
Choose between food and rent or mortgage					
Yes	39.5%	23.3%	46.5%	37.4%	46.1%
No	60.5%	76.7%	53.5%	62.6%	53.9%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,283	11,772	18,312	19,522	9,677
Choose between food and medical care					
Yes	34.1%	29.6%	35.5%	31.6%	40.7%
No	65.9%	70.4%	64.5%	68.4%	59.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,463	11,834	18,347	19,571	9,711
Choose between food and paying for transportation					
Yes	34.9%	21.7%	36.9%	37.5%	40.6%
No	65.1%	78.3%	63.1%	62.5%	59.4%

TABLE 6.5.3 (continued)

	All Households	Households with Seniors	Households with Children, No Seniors	One-Person Households with Neither Children Nor Seniors	Households with Two or More People but with Neither Children Nor Seniors
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,321	11,789	18,302	19,536	9,694
Choose between food and paying for gas for a car					
Yes	35.6%	26.0%	42.7%	30.2%	40.7%
No	64.4%	74.0%	57.3%	69.8%	59.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	59,133	11,764	18,266	19,454	9,649

SOURCE: This table was constructed based on usable responses to Questions 52, 44, 44a, 45, and 46 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For choosing between food and utilities, missing, don't know, and refusal responses combined are 0.9% for all households, 0.9% for households with seniors, 1.1% for households with seniors and no children, 1.0% for one-person households with neither seniors nor children, and 0.6% for households with two or more people but neither seniors nor children.

For choosing between food and rent (mortgage), missing, don't know, and refusal responses combined are 0.8% for all households, 0.8% for households with seniors, 1.0% for one-person households with neither seniors nor children, 0.9% for one-person households with neither seniors nor children, and 0.6% for households with two or more people but neither seniors nor children.

For choosing between food and medical care, missing, don't know, and refusal responses combined are 0.7% for all households, 0.7% for households with seniors, 1.1% for one-person households with neither seniors nor children, 0.9% for one-person households with neither seniors nor children, and 0.6% for households with two or more people but neither seniors nor children.

For choosing between food and transportation, missing, don't know, and refusal responses combined are 1.0% for all households, 1.0% for households with seniors, 1.1% for one-person households with neither seniors nor children, 0.9% for one-person households with neither seniors nor children, and 0.6% for households with two or more people but neither seniors nor children.

For choosing between food and gas for a car, missing, don't know, and refusal responses combined are 1.1% for all households, 1.1% for households with seniors, 1.2% for one-person households with neither

TABLE 6.5.3 (continued)

seniors nor children, 1.1% for one-person households with neither seniors nor children, and 0.7% for households with two or more people but neither seniors nor children.

Key findings include:

- 29.6% of households with seniors and 35.5% of households with children and no seniors reported making trade-offs between food and medical care, compared with 34.1% for the whole population.
- The comparable percentages for trade-offs between food and utilities were 34.9% for households with seniors and 54.7% for households with children but no seniors, compared with 46.1% for the whole population.

The choice between food and rent (or mortgage payments) was faced by 46.5% of households with children but no seniors, compared with only 23.3% of households with seniors.

7. CLIENTS: USE OF FOOD ASSISTANCE PROGRAMS

Given the high levels of need evidenced by many clients in the FA network, it is important to assess whether they are receiving all of the governmental nutrition assistance for which they are eligible. In this chapter, we begin by examining client participation in SNAP, since it is the largest and most widely available government nutrition assistance program. Levels of participation and reasons for nonparticipation are both examined.⁴⁶ A subsequent section examines participation in other government nutrition programs.

7.1 USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM

Clients were asked a series of questions relating to SNAP. The first asks whether the client or anyone in the household had *ever* applied for SNAP benefits, and the second asks whether the client or anyone in the household is *currently* receiving SNAP benefits.⁴⁷ Table 7.1.1 summarizes the findings from these and other questions related to the use of SNAP.

TABLE 7.1.1

USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM

Participation in SNAP	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Client or anyone in the household had ever applied for SNAP benefits	70.8%	73.4%	77.3%	71.5%
Client or anyone in the household currently receiving SNAP benefits	40.7%	42.3%	42.0%	41.0%

⁴⁶ Food insecurity rates by SNAP participation status can be found in Chapter 6.

⁴⁷ Because the first is a “lifetime” measure and the second is based on current circumstances, differences in the responses to these questions do not represent the percentage of clients that are denied participation in the program.

TABLE 7.1.1 (continued)

Participation in SNAP	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Client or anyone in the household currently not receiving but received SNAP benefits during the previous 12 months ^a	6.2%	8.8%	13.5%	7.0%
Client or anyone in the household had applied for but had not received SNAP benefits during the previous 12 months	22.5%	21.5%	21.2%	22.2%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085
Number of weeks clients or their households have currently been receiving SNAP benefits (for those who are receiving)				
Less than 2 weeks	1.5%	3.3%	6.6%	2.0%
2-4 weeks	4.9%	7.2%	15.0%	5.8%
5-12 weeks	5.6%	8.6%	8.8%	6.3%
13-51 weeks	23.3%	26.1%	33.8%	24.3%
1-2 years (52-103 weeks)	13.7%	14.1%	16.2%	13.9%
2-4 years (104-207 weeks)	19.8%	17.0%	8.6%	18.8%
4 years or more	31.3%	23.6%	11.1%	29.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks clients or their households have currently been receiving SNAP benefits	196.2	156.4	87.4	184.3
Median number of weeks clients or their households have currently been receiving SNAP benefits	104	52	26	52
Number of weeks during which SNAP benefits usually last ^b				
1 week or less	20.9%	17.9%	9.2%	19.8%
2 weeks	32.0%	28.7%	17.2%	30.8%
3 weeks	29.6%	28.3%	31.7%	29.5%
4 weeks	15.8%	21.6%	36.3%	17.7%
More than 4 weeks	1.7%	3.5%	5.5%	2.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks during the month over which SNAP benefits usually last ^b	2.6	2.8	3.4	2.7
Median number of weeks during the month over which SNAP benefits usually last ^b	2	3	3	3
SAMPLE SIZE (N)	17,440	5,659	2,395	25,494

TABLE 7.1.1 (continued)

SOURCE: This table was constructed based on usable responses to questions 30, 31, 32, 34, and 35 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

The second, third, and fourth rows of the first panel do not add up exactly to the first row due to varying item nonresponses to the question involved.

For the table section describing the number of weeks currently receiving SNAP benefits, missing, don't know, and refusal responses combined are 42.2% for pantry clients, 39.7% for kitchen clients, 42.9% for shelter clients, and 41.9% for all clients.

For the table section describing the number of weeks SNAP benefits usually last, missing, don't know, and refusal responses combined are 40.5% for pantry clients, 38.9% for kitchen clients, 45.7% for shelter clients, and 40.6% for all clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^a During the period of data collection, many childless able-bodied adults without disabilities faced time limits on their participation in SNAP.

^b Most SNAP households (67 percent) receive less than the maximum SNAP benefit with the expectation that they can contribute some of their own funds for food purchases. In other words, program benefits are not designed to last the full month in all households.

Overall, 71.5% of the clients have ever applied for, and 41.0% are currently receiving, SNAP benefits.^{48, 49} More information includes:

- 47.8% of the clients who are receiving SNAP benefits have been receiving them for more than two years.
- For 80.2% of the clients who are receiving SNAP benefits, the benefits last for three weeks or less. For 50.6%, they last for two weeks or less.
- On average, SNAP benefits last for 2.7 weeks.

⁴⁸ Caution should be used when comparing these estimates, as one question asks whether the respondent has *ever* applied for SNAP benefits, while the other asks whether the respondent is *currently* receiving benefits.

⁴⁹ There is a tendency for underreporting of SNAP participation in many surveys. See Gundersen, C. and B. Kreider. "Food Stamps and Food Insecurity: What Can Be Learned in the Presence of Nonclassical Measurement Error?" *Journal of Human Resources*, vol. 43, no. 2, 2008, pp. 352-382.

As shown in Table 7.1.1N, the data reviewed above imply that substantial numbers of FA clients participate in SNAP.

TABLE 7.1.1N
USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM

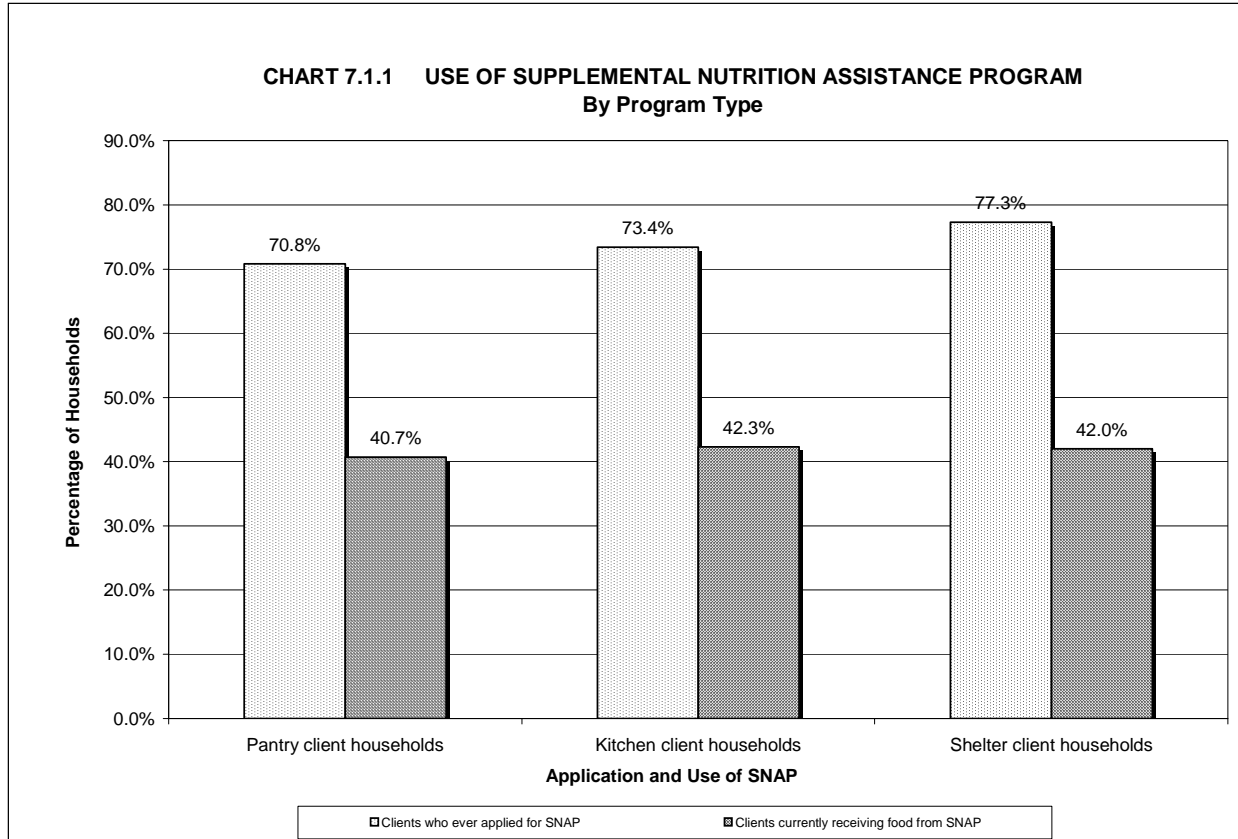
	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Client or anyone in the household had ever applied for SNAP benefits	8,460,900	1,086,800	828,900	10,371,300
Client or anyone in the household currently receiving SNAP benefits	4,911,500	618,500	504,500	6,034,500
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	11,952,412	1,481,154	1,072,628	14,506,194

NOTE: See Appendix A for the estimated number of people served in subgroups of FA clients.

Columns in this table do not add up exactly to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

Key findings are:

- About 6 million FA households participate in SNAP.
- This number includes: approximately 5 million pantry households, 0.6 million kitchen households and 0.5 million shelter households. (Because of rounding, numbers do not sum to the total.)



SNAP use is known to differ according to household composition. Table 7.1.2 examines the relationship between household structure and the characteristics presented in Table 7.1.1

TABLE 7.1.2
USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM,
BY PRESENCE OF ELDERLY OR CHILDREN

Participation in SNAP	Senior Clients at Program Sites	Households with Seniors	Households with Children Younger than 18	Households with Children Ages 0-5
Client or anyone in the household had ever applied for SNAP benefits	55.8%	59.2%	73.4%	74.3%
Client or anyone in the household currently receiving SNAP benefits	31.4%	33.1%	44.1%	47.3%
Client or anyone in the household currently not receiving but received SNAP benefits during the previous 12 months ^a	2.9%	3.5%	7.4%	8.4%
Client or anyone in the household had applied for but had not received SNAP benefits during the previous 12 months	20.3%	21.2%	20.7%	17.2%
SAMPLE SIZE (N)	9,532	12,150	20,890	9,742
Number of weeks clients or their households have currently been receiving SNAP benefits (for those who are receiving)				
Less than 2 weeks	1.1%	1.1%	1.2%	1.5%
2-4 weeks	2.5%	3.3%	5.1%	5.6%
5-12 weeks	2.5%	3.4%	5.7%	6.7%
13-51 weeks	14.1%	17.4%	24.2%	25.4%
1-2 years (52-103 weeks)	13.9%	14.6%	13.9%	15.0%
2-4 years (104-207 weeks)	25.7%	23.1%	19.1%	19.5%
4 years or more	40.1%	37.0%	30.8%	26.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks clients or their households have currently been receiving SNAP benefits	240.7	219.1	190.9	156.3
Median number of weeks clients or their households have currently been receiving SNAP benefits	104	104	78	52
Number of weeks during which SNAP benefits usually last ^b				

TABLE 7.1.2 (continued)

Participation in SNAP	Senior Clients at Program Sites	Households with Seniors	Households with Children Younger than 18	Households with Children Ages 0-5
1 week or less	35.7%	31.9%	13.5%	10.2%
2 weeks	29.9%	29.4%	32.7%	32.1%
3 weeks	19.1%	22.0%	35.3%	36.4%
4 weeks	14.0%	14.8%	16.9%	19.5%
More than 4 weeks	1.3%	1.9%	1.6%	1.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks during the month over which SNAP benefits usually last ^b	2.4	2.5	2.7	2.8
Median number of weeks during the month over which SNAP benefits usually last ^b	2	2	3	3
SAMPLE SIZE (N)	2,696	3,767	3,767	3,767

SOURCE: This table was constructed based on usable responses to questions 3, 6a, 6b, 6c, 7, 30, 31, 32, 34, and 35 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

The second, third, and fourth rows of the first panel do not add up exactly to the first row due to varying item nonresponses to the question involved.

For the table section describing the number of weeks currently receiving SNAP benefits, missing, don't know, and refusal responses combined are 46.8% for elderly clients at program sites, 46.5% for households with seniors, 39.6% for households with children younger than 18, and 35.3% for households with children ages 0-5.

For the table section describing the number of weeks SNAP benefits usually last, missing, don't know, and refusal responses combined are 43.6% for elderly clients at program sites, 43.8% for households with seniors, 38.0% for households with children younger than 18, and 33.7% for households with children ages 0-5.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^a During the period of data collection, many childless able-bodied adults without disabilities faced time limits on their participation in SNAP.

^b Most SNAP households (67 percent) receive less than the maximum SNAP benefit with the expectation that they can contribute some of their own funds for food purchases. In other words, program benefits are not designed to last the full month in all households.

Key findings include:

- 33.1% of clients living in households with seniors are currently receiving SNAP benefits. This compares to 44.1% of households with children younger than 18 and 47.3% of households with children ages 0 to 5.
- The median number of weeks during the month over which SNAP benefits usually last is 2 weeks for clients in households with seniors, 3 weeks for clients in households with children younger than 18, and 3 weeks for clients in households with children ages 0 to 5.

Differences in food prices, employment opportunities, and availability of transportation with which to travel to SNAP application offices may create differences in program eligibility and application and participation in the program across the metropolitan status of clients' residences. Table 7.1.3 tabulates residential location with program use.

TABLE 7.1.3
 USE OF THE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM,
 BY URBAN/METROPOLITAN STATUS

Participation in SNAP	All Clients	Urban/Metropolitan Status		
		Central city	Metro, Not Central city	Nonmetro
Client or anyone in the household had ever applied for SNAP benefits	71.5%	72.3%	68.3%	74.4%
Client or anyone in the household currently receiving SNAP benefits	41.0%	41.7%	37.8%	44.2%
Client or anyone in the household currently not receiving but received SNAP benefits during the previous 12 months ^a	7.0%	7.6%	6.5%	6.0%
Client or anyone in the household had applied for but had not received SNAP benefits during the previous 12 months	22.3%	21.7%	22.9%	23.0%
SAMPLE SIZE (N)	60,990	29,257	16,736	14,997

TABLE 7.1.3 (continued)

Participation in SNAP	All Clients	Urban/Metropolitan Status		
		Central city	Metro, Not Central city	Nonmetro
Number of weeks clients or their households have currently been receiving SNAP benefits (for those who are receiving)				
Less than 2 weeks	2.0%	2.4%	1.8%	1.2%
2-4 weeks	5.8%	6.0%	6.5%	4.2%
5-12 weeks	6.3%	6.8%	5.7%	5.6%
13-51 weeks	24.1%	25.0%	25.6%	19.3%
1-2 years (52-103 weeks)	13.9%	13.9%	14.2%	13.3%
2-4 years (104-207 weeks)	18.8%	18.8%	18.1%	20.0%
4 years or more	29.1%	27.1%	28.2%	36.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks clients or their households have currently been receiving SNAP benefits				
	184.7	179.7	184.7	226.1
Median number of weeks clients or their households have currently been receiving SNAP benefits				
	52	52	52	104
Number of weeks during which SNAP benefits usually last ^b				
1 week or less	19.7%	18.8%	18.8%	23.6%
2 weeks	30.8%	29.9%	33.9%	28.6%
3 weeks	29.6%	29.0%	30.0%	30.7%
4 weeks	17.7%	19.5%	15.5%	15.9%
More than 4 weeks	2.2%	2.7%	1.8%	1.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks during the month over which SNAP benefits usually last ^b				
	2.7	2.7	2.7	2.6
Median number of weeks during the month over which SNAP benefits usually last ^b				
	3	3	3	2
SAMPLE SIZE (N)	25,451	12,685	6,133	6,633

SOURCE: This table was constructed based on usable responses to questions 30, 31, 32, 34, and 35 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

The second, third, and fourth rows of the first panel do not add up exactly to the first row due to varying item nonresponses to the question involved.

TABLE 7.1.3 (continued)

For the table section describing the number of weeks currently receiving SNAP benefits, missing, don't know, and refusal responses combined are 41.9% for elderly clients at program sites, 41.2% for households with seniors, 43.8% for households with children younger than 18, and 41.1% for households with children ages 0-5.

For the table section describing the number of weeks SNAP benefits usually last, missing, don't know, and refusal responses combined are 40.6% for elderly clients at program sites, 40.1% for households with seniors, 42.3% for households with children younger than 18, and 39.5% for households with children ages 0-5.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for households living in an urban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for all levels of participation in SNAP for households receiving SNAP benefits for less than 2 weeks up to 51 weeks, for households receiving SNAP benefits for over 4 years, for households whose SNAP benefits last 1 week or less or 2 weeks, and for the average and median duration of receipt.

The differences between estimates for households living in a suburban area and households living in a nonmetropolitan area are not statistically significant at the 0.05 level for clients who are currently receiving SNAP benefits, clients who have applied for but have not received benefits in the last 12 months, clients who have been receiving benefits for 1-2 years, and clients whose benefits usually last for 2 weeks. The differences between estimates for households living in a suburban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for all other responses.

^a During the period of data collection, many childless able-bodied adults without disabilities faced time limits on their participation in SNAP.

^b Most SNAP households (67 percent) receive less than the maximum SNAP benefit with the expectation that they can contribute some of their own funds for food purchases. In other words, program benefits are not designed to last the full month in all households.

Key findings include:

- 41.7% of clients served at programs in central cities are currently receiving SNAP benefits. This compares to 37.8% of clients served in suburban areas and 44.2% of those served in nonmetropolitan areas.
- The median number of weeks during the month over which SNAP benefits usually last is 3 weeks for clients served at programs in central cities, 3 weeks for clients served in suburban areas, and 2 weeks for clients served in nonmetropolitan areas.

7.2 REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS

Clients who had not applied for SNAP benefits were asked why they or their households had not done so. Table 7.2.1 shows the results.

TABLE 7.2.1

REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS

Reasons Why Clients or Their Households Never Applied for SNAP Benefits ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Ineligibility^b				
Don't think eligible because of income or assets				
All clients	31.4%	30.0%	28.6%	31.1%
Clients with income 130% of the federal poverty level or lower	18.8%	15.2%	11.1%	18.0%
Clients with income higher than 130% of the federal poverty level	9.2%	11.8%	17.0%	9.9%
Unknown	3.4%	3.0%	0.5%	3.2%
Don't think eligible because of citizenship status	8.2%	7.4%	4.3%	8.0%
Eligible for only a low benefit amount	4.0%	2.4%	0.8%	3.7%
SUBTOTAL^c	41.8%	37.8%	32.8%	40.9%
Inconvenience				
Don't know where to go or who to contact to apply	7.5%	4.4%	9.4%	7.2%
Hard to get to the SNAP office	2.2%	1.8%	7.2%	2.4%
Application process is too long and complicated	4.6%	3.3%	3.7%	4.4%
Questions are too personal	1.9%	1.2%	0.2%	1.7%
SNAP office staff are disrespectful	0.8%	0.8%	0.2%	0.8%
SNAP office is unpleasant or in unsafe area	0.6%	0.3%	0.0%	0.5%
SNAP office is not open when I am available	0.0%	0.0%	0.0%	0.0%
SNAP office does not offer services in my language	0.0%	0.0%	0.0%	0.0%
Didn't want to be fingerprinted	0.0%	0.0%	0.0%	0.0%
Nowhere to redeem benefits near me	0.0%	0.0%	0.0%	0.0%
SUBTOTAL	15.5%	10.3%	14.8%	14.8%

TABLE 7.2.1 (continued)

Reasons Why Clients or Their Households Never Applied for SNAP Benefits ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
No need				
No need for benefit	10.7%	15.5%	22.2%	11.8%
Others need benefits more	5.3%	6.0%	3.7%	5.4%
SUBTOTAL	14.7%	19.2%	24.5%	15.7%
Social stigma				
Feel embarrassed applying for benefits	2.7%	2.6%	6.4%	2.9%
Family or friends do not approve of my receiving benefits	0.6%	0.6%	1.5%	0.6%
Dislike relying on the government for assistance	2.0%	1.8%	7.5%	2.2%
Feel embarrassed using benefits	1.2%	1.1%	6.2%	1.4%
SUBTOTAL	5.6%	5.0%	10.0%	5.7%
Other				
Planning to apply, but not yet applied	6.4%	2.7%	14.1%	6.2%
Other ^d	16.4%	26.5%	21.8%	17.9%
SAMPLE SIZE (N)	11,534	3,586	951	16,071

SOURCE: This table was constructed based on usable responses to Question 36 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 4.5% for pantry clients, 4.8% for kitchen clients, 5.9% for shelter clients, and 4.6% for all clients.

^aMultiple responses were accepted.

^bSee Appendix B for SNAP eligibility criteria.

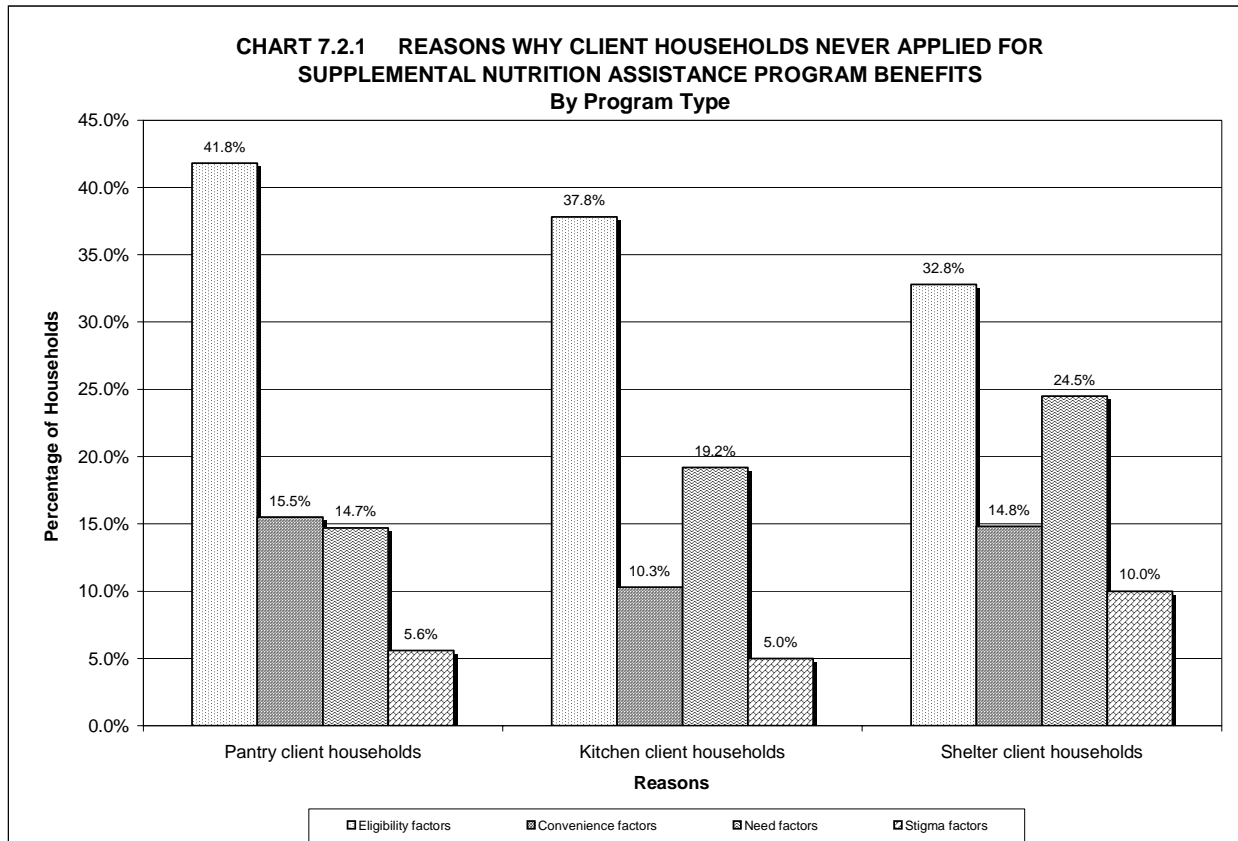
^cThe subtotal in this table indicates the percentage of people who provided one or more component items as their responses; thus, it may differ from the sum of component items.

^dThis includes working, having no mailing address, and being in a temporary living situation.

Clients offered several reasons for not having applied for SNAP benefits:

- Overall, 40.9% of the clients who had not applied for SNAP benefits believed they were either ineligible or eligible for only a low benefit, 14.8% thought applying would be too much hassle, 15.7% felt either there was no need or that others were in greater need of the benefits, and 5.7% associated a social stigma with SNAP benefits.

- 31.1% of the clients indicated income or assets above the eligible level as a reason for having not applied for SNAP benefits.
- That 31.1% was broken down into those with income (1) at or below 130% of the federal poverty level (18.0%), and (2) above 130% of the level (9.9%).^{50,51}



⁵⁰ Generalizing this result requires caution, as the income data collected through our client survey were not validated.

⁵¹ Broadly speaking, a household usually meets the income eligibility requirements for SNAP if its gross income is less than 130% of the federal poverty level. However, it was not possible during the survey to collect all the detailed data necessary to assess eligibility. See Appendix B for the eligibility criteria.

Given the importance of understanding why some households that need SNAP assistance fail to get it, Table 7.2.2 examines the relationship between household structure and factors associated with not applying for SNAP benefits.

TABLE 7.2.2

REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, BY PRESENCE OF ELDERLY OR CHILDREN

Reasons Why Respondents or Their Households Never Applied for SNAP Benefits ^a	Elderly Clients at Program Sites	Households with Seniors	Households with Children Younger than 18	Households with Children Ages 0-5
Factors associated with eligibility				
Don't think eligible because of income or assets				
All	31.9%	32.1%	31.9%	22.0%
Income 130% of federal poverty level or lower	18.8%	18.3%	20.6%	15.0%
Income higher than 130% of federal poverty level	9.5%	9.2%	7.8%	5.3%
Unknown	3.6%	4.6%	3.4%	1.7%
Don't think eligible because of citizenship status	2.0%	2.7%	14.1%	19.5%
Eligible for only a low benefit amount	6.4%	5.6%	2.3%	2.0%
SUBTOTAL ^b	38.8%	38.6%	46.9%	42.7%
Factors associated with program operation				
Don't know where to go or whom to contact to apply	3.4%	3.6%	7.0%	8.7%
Hard to get to the SNAP office	2.5%	2.4%	1.7%	1.5%
Application process is too long and complicated	4.5%	4.6%	3.9%	5.1%
Questions are too personal	2.0%	2.2%	2.2%	1.8%
SNAP office staff are disrespectful	0.4%	0.4%	0.7%	0.8%
SNAP office is unpleasant or in unsafe area	0.1%	0.1%	0.5%	0.6%
SNAP office is not open when I am available	0.1%	0.1%	0.4%	0.5%
SNAP office does not offer services in my language	0.1%	0.1%	0.2%	0.2%
Didn't want to be fingerprinted	0.4%	0.3%	0.6%	0.6%
Nowhere to redeem benefits near me	0.1%	0.1%	0.0%	0.1%
SUBTOTAL	12.2%	12.4%	14.7%	17.5%

TABLE 7.2.2 (continued)

Reasons Why Respondents or Their Households Never Applied for SNAP Benefits ^a	Elderly Clients at Program Sites	Households with Seniors	Households with Children Younger than 18	Households with Children Ages 0-5
Factors associated with financial needs				
No need for benefit	16.8%	17.7%	8.3%	7.8%
Others need benefits more	8.8%	8.0%	4.0%	4.1%
SUBTOTAL	23.6%	23.9%	11.2%	10.8%
Factors associated with social stigma				
Feel embarrassed applying for benefits	2.8%	2.8%	2.0%	1.5%
Family or friends do not approve of my receiving benefits	0.5%	0.5%	0.6%	1.0%
Dislike relying on the government for assistance	1.3%	1.2%	1.7%	2.2%
Feel embarrassed using benefits	1.1%	1.2%	1.1%	1.0%
SUBTOTAL	5.1%	5.1%	4.6%	4.9%
Other factors				
Planning to apply, but not yet	2.5%	3.7%	7.7%	6.2%
Other	14.4%	14.2%	16.5%	16.8%
SAMPLE SIZE (N)	4,371	5,046	4,547	2,045

SOURCE: This table was constructed based on usable responses to questions 3, 6a, 6b, 6c, 7, and 36 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

In calculating percentages and sample sizes, we excluded item nonresponses to all variables involved.

Missing, don't know, and refusal responses combined are 4.2% for elderly clients at program sites, 4.7% for households with seniors, 4.1% for households with children younger than 18, and 4.3% for households with children ages 0-5.

^aMultiple responses were accepted.

^bThe subtotal indicates the percentage of people who provided one or more component items as their responses; thus it may differ from the sum of component items. See Appendix B for SNAP eligibility criteria.

Key findings include:

- 17.5% of households with young children cited factors associated with program operation for not applying, compared with 12.4% of households with seniors.
- 23.9% of households with seniors, compared with 10.8% of households with young children, indicated a reason associated with their financial needs.

Below we reexamine the reasons why clients never applied for SNAP according to whether they live in a central city or a metropolitan area.

TABLE 7.2.3

REASONS WHY CLIENTS NEVER APPLIED FOR SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS BY URBAN/METROPOLITAN STATUS

Reasons Why Clients or Their Households Never Applied for SNAP Benefits ^a	Urban/Metropolitan Status			
	All Clients	Central city	Metro, Not Central city	Nonmetro
Ineligibility^b				
Don't think eligible because of income or assets				
All clients	31.1%	30.8%	28.7%	37.1%
Clients with income 130% of the federal poverty level or lower	18.0%	17.8%	15.7%	23.3%
Clients with income higher than 130% of the federal poverty level	9.9%	9.9%	10.3%	9.0%
Unknown	3.2%	3.1%	2.7%	4.8%
Don't think eligible because of citizenship status	7.9%	7.3%	9.8%	6.3%
Eligible for only a low benefit amount	3.7%	2.9%	2.8%	7.8%
SUBTOTAL^c	40.9%	38.6%	40.0%	49.8%
Inconvenience				
Don't know where to go or who to contact to apply	7.2%	7.5%	8.6%	3.3%
Hard to get to the SNAP office	2.4%	2.2%	2.4%	2.9%
Application process is too long and complicated	4.4%	5.1%	3.6%	4.0%
Questions are too personal	1.7%	1.9%	1.0%	2.6%
SNAP office staff are disrespectful	0.8%	0.8%	0.4%	1.4%
SNAP office is unpleasant or in area	0.5%	0.7%	0.3%	0.4%
SNAP office is not open when I am available	0.0%	0.0%	0.0%	0.0%
SNAP office does not offer services in my language	0.0%	0.0%	0.0%	0.0%
Didn't want to be fingerprinted	0.0%	0.0%	0.0%	0.0%
Nowhere to redeem benefits near me	0.0%	0.0%	0.0%	0.0%
SUBTOTAL	14.8%	15.5%	14.5%	13.1%
No need				
No need for benefit	11.8%	10.9%	10.9%	16.3%
Others need benefits more	5.3%	4.1%	4.9%	9.9%

TABLE 7.2.3 (continued)

Reasons Why Clients or Their Households Never Applied for SNAP Benefits ^a	Urban/Metropolitan Status			
	All Clients	Central city	Metro, Not Central city	Nonmetro
SUBTOTAL	15.7%	13.8%	14.4%	24.1%
Social stigma				
Feel embarrassed applying for benefits	2.9%	2.1%	3.5%	3.8%
Family or friends do not approve of my receiving benefits	0.6%	0.8%	0.3%	0.6%
Dislike relying on the government for assistance	2.2%	1.4%	2.9%	2.9%
Feel embarrassed using benefits	1.4%	0.9%	1.8%	2.3%
SUBTOTAL	5.7%	4.5%	6.6%	7.6%
Other				
Planning to apply, but not yet applied	6.3%	7.0%	5.7%	5.0%
Other ^d	17.9%	19.5%	17.9%	13.3%
SAMPLE SIZE (N)	16,051	6,989	5,131	3,931

SOURCE: This table was constructed based on usable responses to Question 36 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 4.6% for all clients, 4.9% for central city clients, 4.4% for metro area clients, and 3.9% for nonmetro area clients.

^aMultiple responses were accepted.

^bSee Appendix B for SNAP eligibility criteria.

^cThe subtotal in this table indicates the percentage of people who provided one or more component items as their responses; thus, it may differ from the sum of component items.

^dThis includes working, having no mailing address, and being in a temporary living situation.

Reasons for not having applied for SNAP benefits include:

- 7.3% of clients served at programs in central cities thought they were ineligible because of their citizenship status, compared with 9.8% of clients at programs in suburban areas and 6.3% of clients at programs in nonmetropolitan areas.
- 7.5% of clients served at programs in central cities said they did not know where to go or whom to contact to apply, compared with 8.6% of clients at programs in suburban areas and 3.3% of clients at programs in nonmetropolitan areas.

- 4.5% of clients served at programs in central cities cited factors for not applying related to social stigma, compared with 6.6% of clients at programs in suburban areas and 7.6% of clients at programs in nonmetropolitan areas

7.3 REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE APPLIED

Clients who have ever applied but are not currently receiving SNAP benefits were asked why this is so.⁵² Results are shown in Table 7.3.1.

TABLE 7.3.1

SELF-REPORTED REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE EVER APPLIED

Reasons Why Clients or Their Households Are Not Currently Receiving SNAP benefits, for Those Who Have Ever Applied for SNAP Benefits ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Ineligibility				
Ineligible income level	44.5%	32.3%	20.3%	41.3%
Change of household makeup	2.7%	2.7%	6.3%	2.9%
Time limit for receiving the help ran out	4.3%	5.9%	8.4%	4.8%
Citizenship status	1.3%	1.2%	0.4%	1.3%
SUBTOTAL^b	51.1%	40.9%	31.3%	48.5%
Inconvenience				
Too much hassle	12.4%	16.8%	15.0%	13.1%
Hard to get to SNAP office	4.3%	4.9%	8.5%	4.6%
SUBTOTAL	15.3%	20.4%	19.0%	16.2%
No need				
No need for benefits	4.1%	8.6%	8.3%	5.0%
Others need benefits more	2.4%	3.1%	2.8%	2.5%
Need is only temporary	3.6%	3.0%	8.1%	3.8%
SUBTOTAL	8.1%	11.8%	15.6%	9.1%
Other				
Other reasons ^c	26.3%	33.1%	44.7%	28.3%
SAMPLE SIZE (N)	13,467	4,307	1,746	19,520

SOURCE: This table was constructed based on usable responses to Question 33 of the client survey.

⁵² This question is asked of all respondents who have *ever* applied for SNAP benefits, but who are currently not participating in the program. Thus, it is not limited to those clients who have recently applied but are currently not participating.

Table 7.3.1 (*continued*)

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 3.3% for pantry clients, 5.9% for kitchen clients, 2.8% for shelter clients, and 3.6% for all clients.

^aMultiple responses were accepted.

^bThe subtotal in this table indicates the percentage of people who provided one or more component items as their responses; thus it may differ from the sum of component items.

^cThis includes "waiting" and "in progress."

Several main findings include:

- Overall, 48.5% of the clients who ever applied for SNAP benefits but are not receiving them say that it is because they are ineligible.
- 16.2% are not receiving SNAP benefits because it is too much hassle.
- 9.1% are not receiving SNAP benefits because (1) there is no need, (2) they think others would need the benefits more, or (3) their need is only temporary.

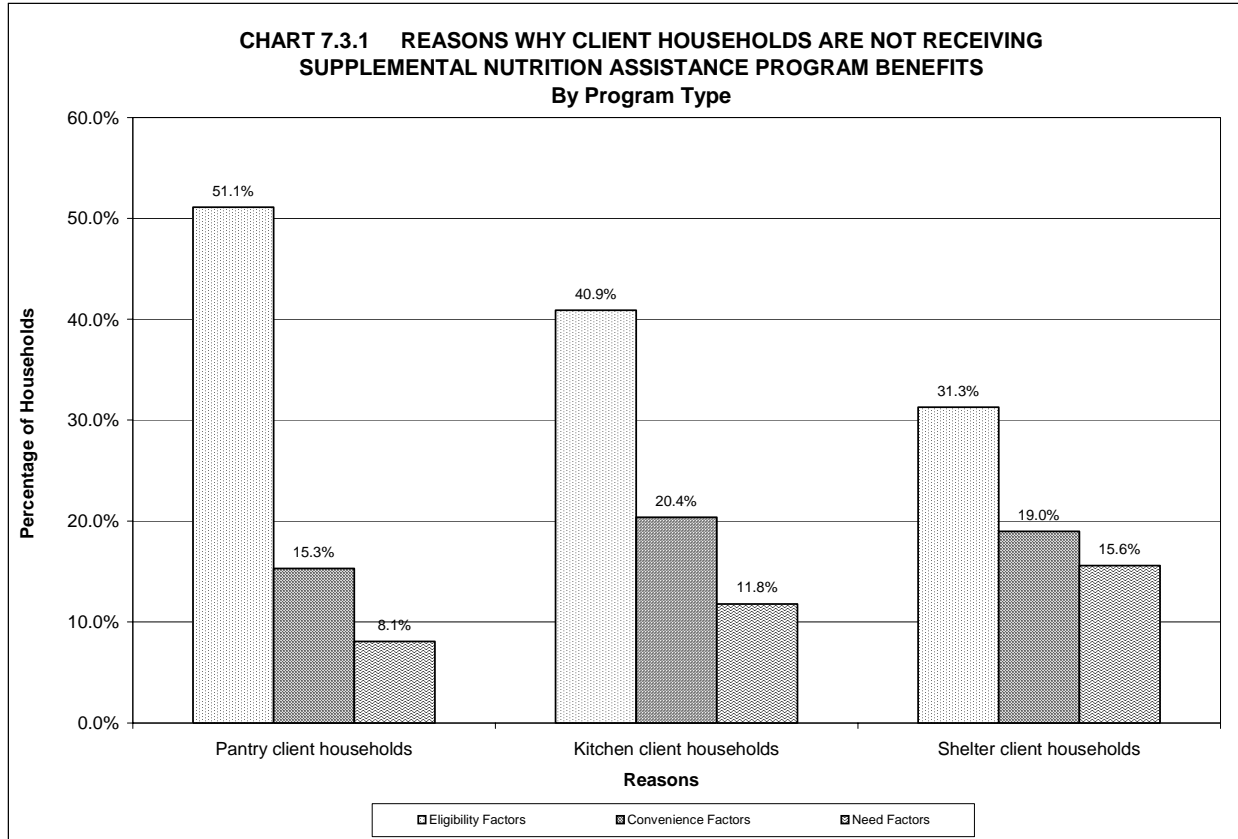


Table 7.3.2 examines the relationship between household structure and factors associated with not receiving SNAP benefits, among those who have ever applied. It also presents a summary of the previous month's household income levels for those clients who reported higher income levels as the reason for nonreceipt.

TABLE 7.3.2

SELF-REPORTED REASONS THAT RESPONDENTS OR THEIR HOUSEHOLDS DO NOT CURRENTLY RECEIVE SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE EVER APPLIED, BY PRESENCE OF ELDERLY OR CHILDREN

Reasons That Clients or Their Households Do Not Currently Receive SNAP Benefits, Among the Ones Who Have Ever Applied for SNAP Benefits ^a	Elderly Clients at Program Sites	Households with Seniors	Households with Children Younger than 18	Households with Children Age 0-5
Factors associated with eligibility				
Ineligible income level				
All	50.9%	48.9%	47.0%	40.6%
Income 130% of federal poverty level or lower	34.5%	32.5%	32.3%	28.5%
Income higher than 130% of federal poverty level	9.7%	10.1%	10.5%	6.8%
Unknown	4.8%	4.2%	2.6%	3.3%
Change of household makeup	2.9%	2.8%	3.0%	3.6%
Time limit receiving for the help ran out	1.8%	2.3%	4.3%	4.3%
Citizenship status	0.7%	0.7%	2.3%	3.3%
SUBTOTAL ^b	55.6%	53.5%	55.2%	50.5%
Factors associated with program operation				
Too much hassle	18.2%	17.8%	8.9%	7.0%
Hard to get to SNAP office	3.1%	4.0%	4.2%	4.4%
SUBTOTAL	19.5%	20.1%	11.8%	10.5%
Factors Associated with Need				
No need for benefits	6.2%	5.9%	3.6%	2.9%
Others need benefits more	2.5%	2.7%	1.6%	1.1%
Need is only temporary	3.4%	3.5%	3.0%	2.7%
SUBTOTAL	10.6%	10.0%	6.5%	5.4%
Other Factors				
Other reasons ^c	18.0%	19.0%	26.8%	32.0%
SAMPLE SIZE (N)	2,465	3,337	6,515	2,728

TABLE 7.3.2 (continued)

SOURCE: This table was constructed based on usable responses to questions 3, 6a, 6b, 6c, 7, and 33 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 3.8% for elderly clients, 4.2% for households with seniors, 3.6% for households with children younger than 18, and 4.8% for households with children 0-5.

^aMultiple responses were accepted.

^bThe subtotal indicates the percentage of people who provided one or more component items as their responses; thus, it may differ from the sum of component items.

^cThis includes "waiting" and "in progress."

Several main findings include:

- 55.2% of households with children mentioned one or more reasons related to eligibility, compared with 53.5% of households with seniors.
- 19.5% of elderly clients and 20.1% of households with elderly members mentioned factors associated with program operations, compared to 11.8% of households with children younger than 18 and 10.5% of households with children age 0 to 5.
- 10.6% of elderly clients and 10.0% of households with elderly members mentioned factors associated with the need for benefits, compared to 6.5% of households with children younger than 18 and 5.4% of households with children age 0 to 5.

For clients or their households that have ever applied for SNAP benefits but do not receive them, Table 7.3.3 examines how reasons differ by urban and metropolitan status.

TABLE 7.3.3

SELF-REPORTED REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE EVER APPLIED, BY URBAN/METROPOLITAN STATUS

Reasons Why Clients or Their Households Are Not Currently Receiving SNAP Benefits, for Those Who Have Ever Applied for SNAP Benefits ^a	Urban/Metropolitan Status			
	All Clients	Central city	Metro, Not Central city	Nonmetro
Ineligibility				
Ineligible income level	41.4%	35.7%	44.7%	52.7%
Change of household makeup	2.9%	3.1%	2.8%	2.4%
Time limit for receiving the help ran out	4.8%	5.0%	4.8%	4.0%
Citizenship status	1.2%	1.5%	0.7%	1.2%
SUBTOTAL^b	48.5%	43.4%	51.7%	58.4%
Inconvenience				
Too much hassle	13.1%	13.6%	12.1%	13.4%
Hard to get to SNAP office	4.6%	4.7%	5.5%	3.0%
SUBTOTAL	16.2%	16.8%	15.6%	15.4%
No need				
No need for benefits	5.0%	4.9%	4.7%	5.7%
Others need benefits more	2.5%	2.6%	1.9%	3.2%
Need is only temporary	3.8%	4.4%	2.9%	3.3%
SUBTOTAL	9.1%	9.6%	7.6%	10.1%
Other				
Other reasons ^c	28.3%	30.8%	27.5%	22.4%
SAMPLE SIZE (N)	19,488	9,583	5,472	4,433

SOURCE: This table was constructed based on usable responses to Question 33 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 3.6% for all clients, 3.7% for central city clients, 4.2% for metro area clients, and 2.6% for nonmetro clients.

The differences between estimates for households living in an urban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for clients who reported being ineligible

TABLE 7.3.3 (continued)

because of income, clients who reported being ineligible because their time limit ran out, clients who reported that it was hard to get to the SNAP office, and clients who cited other reasons.

The differences between estimates for households living in a suburban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for clients who reported being ineligible because of income, clients who reported being ineligible because their time limit ran out, clients who reported that it was too much hassle or hard to get to the SNAP office, clients who reported that need was only temporary, and clients who cited other reasons.

^aMultiple responses were accepted.

^bThe subtotal in this table indicates the percentage of people who provided one or more component items as their responses; thus it may differ from the sum of component items.

^cThis includes “waiting” and “in progress.”

The table shows that 43.4% of clients served at programs in central cities cited factors related to ineligibility as the reason they are not currently receiving SNAP benefits among those who have applied to the program. This compares to 51.7% of clients served at programs in suburban areas and 58.4% of those served at programs in nonmetropolitan areas.

Tables 7.3.1 through 7.3.3 show that some clients indicated a higher-than-required income level as a reason they were not currently receiving SNAP benefits. This percentage is 41.3% among all clients. In Table 7.3.4, those clients are further broken down into two categories based on the information about their previous month’s household income: those whose income is (1) 130% of the federal poverty level or lower (27.3%); and (2) higher than 130% of the federal poverty level (10.0%).

TABLE 7.3.4

REPORTED INCOME LEVELS OF CLIENTS WHO INDICATED INELIGIBLE INCOME AS A REASON FOR NOT RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS

Reported Income Levels of Clients Who Indicated Ineligible Income as a Reason for Not Receiving SNAP Benefits	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Ineligible income level	44.5%	32.3%	20.3%	41.3%
Income 130% of the federal poverty level or lower	29.9%	19.2%	11.6%	27.3%
Income higher than 130% of the federal poverty level	10.4%	8.8%	7.8%	10.0%
Income unknown	2.7%	2.4%	0.4%	2.5%
SAMPLE SIZE (N)	13,467	4,307	1,746	19,520

SOURCE: This table was constructed based on usable responses to Question 33 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 7.5% for pantry clients, 8.4% for kitchen clients, 2.8% for shelter clients, and 7.3% for all clients.

In Table 7.3.5 by elderly and child status and in Table 7.3.6 by urban and metropolitan status, we find that the percentage of clients who indicated a higher income level as a reason they were not currently receiving SNAP benefits but whose income is 130% of the federal poverty level or lower is 32.5% for households with seniors, 32.3% for households with children younger than 18, and 28.5% for households with young children. These percentages are 23.0% for households living in an urban area, 27.5% for households in a suburban area, and 39.9% for households in a nonmetropolitan area.

TABLE 7.3.5

REPORTED INCOME LEVELS OF CLIENTS WHO INDICATED INELIGIBLE INCOME
AS A REASON FOR NOT RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM
BENEFITS, BY ELDERLY AND CHILD STATUS

Reported Income Levels of Clients Who Indicated Ineligible Income as a Reason for Not Receiving SNAP Benefits	Elderly Clients at Program Sites	Households with Seniors	Households with Children Younger than 18	Households with Children Ages 0-5
Ineligible income level	50.9%	48.9%	47.0%	40.6%
Income 130% of the federal poverty level or lower	34.5%	32.5%	32.3%	28.5%
Income higher than 130% of the federal poverty level	9.7%	10.1%	10.5%	6.8%
Income unknown	4.8%	4.2%	2.6%	3.3%
SAMPLE SIZE (N)	2,465	3,337	6,515	2,728

SOURCE: This table was constructed based on usable responses to Question 33 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 8.5% for elderly clients at program sites, 9.9% for households with seniors, 7.2% for households with children younger than 18, and 7.8% for households with children ages 0-5.

TABLE 7.3.6

REPORTED INCOME LEVELS OF CLIENTS WHO INDICATED INELIGIBLE INCOME
AS A REASON FOR NOT RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM
BENEFITS, BY URBAN/METROPOLITAN STATUS

Reported Income Levels of Clients Who Indicated Ineligible Income as a Reason for Not Receiving SNAP Benefits	Urban/Metropolitan Status			
	All Clients	Central city	Metro, not Central city	Nonmetro
Ineligible income level	41.4%	35.7%	44.7%	52.7%
Income 130% of the federal poverty level or lower	27.3%	23.0%	27.5%	39.9%
Income higher than 130% of the federal poverty level	10.0%	8.6%	13.0%	9.3%
Income unknown	2.5%	2.7%	2.4%	2.2%
SAMPLE SIZE (N)	19,488	9,583	5,472	4,433

SOURCE: This table was constructed based on usable responses to Question 33 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 7.3% for all clients, 8.2% for central city clients, 6.9% for metro area clients, and 5.2% for nonmetro clients.

7.4 USE OF OTHER PROGRAMS

Clients also reported on other federal nutrition or child care programs they use. Table 7.4.1 shows the results.

TABLE 7.4.1
USE OF OTHER PROGRAMS

Other Program(s) Clients or Their Families Currently Participate In ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Government Mass Distribution Program or TEFAP (cheese, butter, etc., not from pantries) ^b	29.7%	17.2%	10.8%	27.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085
Senior nutrition sites, such as senior centers that serve lunch	14.8%	31.1%	29.4%	16.5%
Home-delivered meals or meals-on-wheels (usually for seniors or people with disabilities)	6.7%	5.9%	7.0%	6.6%
Senior brown-bag programs that give out groceries and produce	10.9%	6.3%	21.3%	10.5%
SAMPLE SIZE (N) – Households with at least one senior member age 65 or older	9,799	2,226	125	12,150
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)	54.3%	52.2%	51.0%	54.1%
SAMPLE SIZE (N) – Households with at least one child ages 0-3 years	5,500	635	427	6,562
Child day care	20.5%	25.3%	35.5%	21.1%
Government assistance for child day care among those using child day care	58.0%	59.0%	74.5%	58.6%
SAMPLE SIZE (N) – Households with at least one child ages 0-5 years	8,208	967	567	9,742
School lunch program	62.3%	57.2%	61.8%	61.9%
School breakfast program	53.9%	48.4%	57.5%	53.6%
After-school snack program	8.2%	9.1%	13.6%	8.3%
Child care food program, such as meals at subsidized child care centers	5.4%	7.3%	10.8%	5.6%
Summer food program	13.7%	17.0%	16.5%	13.9%
Backpack weekend food program	3.7%	4.5%	3.4%	3.7%
SAMPLE SIZE (N) – Households with at least one child younger than age 18	17,972	2,094	868	20,934

TABLE 7.4.1 (continued)

SOURCE: This table was constructed based on usable responses to questions 7a, 8, 39, and 41 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^aMultiple responses were accepted.

^bThe percentages of clients receiving food from these programs may be underestimated, as clients may not be aware of the exact source of the food they receive.

Among all client households, 27.0% participate in Government Mass Distribution programs or TEFAP. Participation in other programs is as follows:

- Among the households with at least one senior member 65 or older, 16.5% use senior nutrition sites, 6.6% use home-delivered meals or meals-on-wheels, and 10.5% participate in senior brown-bag programs.
- Among the households with at least one child younger than age 18, 61.9% and 53.6% benefit from the school lunch and the school breakfast program, respectively; 8.3% use an after-school snack program; 5.6% use a child care food program; and 13.9% participate in the summer food program, which provides free, nutritious meals and snacks to children throughout the summer months, when they are out of school.

Households in nonmetropolitan as compared with metropolitan areas can face different barriers to participation in federal nutrition and child care programs. For instance, nonmetropolitan households may have to travel long distances to program administrative offices and thus face greater time and monetary costs associated with applying. In Table 7.4.2 we examine how metropolitan status is associated with the use of other federal programs (besides SNAP).

TABLE 7.4.2

USE OF OTHER PROGRAMS, BY URBAN/METROPOLITAN STATUS

Other Program(s) Clients or Their Families Currently Participate In ^a	All Clients	Urban/Metropolitan Status		
		Central city	Metro, not Central city	Nonmetro
Government Mass Distribution Program or TEFAP (cheese, butter, etc., not from pantries)	26.9%	21.5%	25.7%	44.6%
SAMPLE SIZE (N)	60,990	29,257	16,736	14,997
Senior nutrition sites, such as senior centers that serve lunch	16.5%	17.5%	13.7%	17.9%
Home-delivered meals or meals-on-wheels (usually for seniors or people with disabilities)	6.6%	7.1%	5.6%	7.1%
Senior brown-bag programs that give out groceries and produce	10.5%	9.9%	10.9%	11.1%
SAMPLE SIZE (N) – Households with at least one senior member age 65 or older	12,134	4,549	3,596	3,989
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)	54.1%	51.9%	54.8%	58.5%
SAMPLE SIZE (N) – Households with at least one child ages 0-3 years	6,546	2,909	2,032	1,605
Child day care	21.0%	23.3%	19.3%	18.7%
Government assistance for child day care among those using child day care	58.5%	60.3%	53.2%	63.2%
SAMPLE SIZE (N) – Households with at least one child ages 0-5 years	9,721	4,280	3,083	2,358
School lunch program	61.9%	62.2%	59.8%	65.2%
School breakfast program	53.6%	55.4%	49.9%	56.2%
After-school snack program	8.3%	10.7%	6.9%	5.0%
Child care food program, such as meals at subsidized child care centers	5.6%	6.6%	5.0%	4.4%
Summer food program	13.9%	15.9%	12.1%	12.6%
Backpack weekend food programs	3.7%	4.0%	3.1%	4.3%
SAMPLE SIZE (N) – Households with at least one child younger than age 18	20,900	8,848	6,678	5,374

SOURCE: This table was constructed based on usable responses to questions 7a, 8, 39, and 41 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

TABLE 7.4.2 (continued)

The differences between estimates for households living in an urban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for clients participating in TEFAP, any senior program, WIC, and the school lunch, school breakfast, or summer food programs.

The differences between estimates for households living in a suburban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for all programs, except for households participating in the school lunch program.

^aMultiple responses were accepted.

Several findings are:

- 21.5% of clients served at programs in central cities participate in the Government Mass Distribution Program or TEFAP. This compares to 25.7% of clients served at programs in suburban areas and 44.6% of those served at programs in nonmetropolitan areas.
- 9.9% of clients served at programs in central cities participate in a senior brown-bag program that gives out groceries and produce. This compares to 10.9% of clients served at programs in suburban areas and 11.1% of those served at programs in nonmetropolitan areas.
- 62.2% of clients served at programs in central cities participate in the National School Lunch Program. This compares to 59.8% of clients served at programs in suburban areas and 65.2% of those served at programs in nonmetropolitan areas.
- 55.4% of clients served at programs in central cities participate in the School Breakfast Program. This compares to 49.9% of clients served at programs in suburban areas and 56.2% of those served at programs in nonmetropolitan areas.

Clients with children who did not participate in the summer food program were asked why they did not participate. Table 7.4.3 shows the results.

TABLE 7.4.3

NONPARTICIPATION IN THE SUMMER FOOD PROGRAM

Reason Children in Client Households Did Not Participate ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Didn't know about it	47.4%	41.5%	42.2%	47.0%
No site or program near client	9.2%	10.5%	5.8%	9.3%
No transportation	2.3%	2.8%	1.0%	2.3%
No need	15.3%	15.6%	20.6%	15.4%

TABLE 7.4.3 (continued)

Reason Children in Client Households Did Not Participate ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Enrolled in another program	0.7%	2.5%	1.7%	0.8%
Do not qualify	6.7%	8.8%	10.8%	6.9%
Other	18.3%	18.2%	18.0%	18.3%
SAMPLE SIZE (N) – Households with at least one child younger than age 18 who did not participate in the summer food program	13,997	1,489	701	16,187

SOURCE: This table was constructed based on usable responses to questions 41 and 41a of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 9.6% for pantry clients, 16.6% for kitchen clients, 6.8% for shelter clients, and 10.0% for all clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aMultiple responses were not accepted.

Reasons for not participating in the summer food program include:

- Among all households with at least one child younger than 18, 47.0% said they did not know about the summer food program, 9.3% said there was no site or program near them, and 2.3% said they did not have transportation.
- Among all households with at least one child younger than 18, 15.4% said they did not have a need to participate, while 6.9% said they did not qualify for the program.

Table 7.4.4 examines whether the reasons for nonparticipation in the summer food program differ according to whether the client lives in a metropolitan or nonmetropolitan area.

TABLE 7.4.4

NONPARTICIPATION IN THE SUMMER FOOD PROGRAM, BY URBAN/METROPOLITAN STATUS

Reason Children in Client Households Did Not Participate ^a	Urban/Metropolitan Status			
	All Clients	Central city	Metro, Not Central city	Nonmetro
Didn't know about it	47.0%	45.0%	51.4%	42.8%
No site or program near client	9.2%	6.8%	7.5%	18.4%
No transportation	2.3%	3.0%	1.8%	1.9%
No need	15.4%	16.0%	14.8%	15.5%
Enrolled in another program	0.8%	1.2%	0.4%	0.7%
Do not qualify	6.9%	6.9%	7.0%	6.4%
Other	18.3%	21.1%	17.1%	14.4%
SAMPLE SIZE (N) – Households with at least one child younger than age 18 who did not participate in the summer food program	16,167	6,570	5,385	4,212

SOURCE: This table was constructed based on usable responses to questions 41 and 41a of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 10.0% for all clients, 11.7% for central city clients, 8.6% for metro, not central city clients, and 8.4% for nonmetro clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for households living in an urban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for the responses "didn't know about it" and "no site or program near client." The differences between estimates for households living in a suburban area and households living in a nonmetropolitan area are statistically significant at the 0.05 level for the responses "didn't know about it," "no program or site near client," "no transportation," "no need," and "other."

^aMultiple responses were not accepted.

When examining the findings by urban and metropolitan status, we find that 6.8% of clients served at programs in central cities said there were no programs near them. This compares to 7.5% of clients served at programs in suburban areas and 18.4% of those served at programs in nonmetropolitan areas.

7.5 GENERAL ASSISTANCE, WELFARE, AND TANF IN THE PREVIOUS TWO YEARS

Clients were asked whether they had received GA, welfare, or TANF in the previous two years. Table 7.5.1 presents the results.

TABLE 7.5.1

GENERAL ASSISTANCE, WELFARE, AND TANF IN THE PREVIOUS TWO YEARS

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Clients who received General Assistance, welfare, or TANF during the past two years				
Yes	14.8%	17.0%	20.4%	15.4%
No	85.2%	83.0%	79.6%	84.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to Question 26 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 4.0% for pantry clients, 3.5% for kitchen clients, 2.4% for shelter clients, and 3.8% for all clients.

During the previous two years, 15.4% of the clients received GA, welfare, or TANF benefits.

7.6 GROCERY SHOPPING PATTERNS

Clients were asked where they do most of their grocery shopping. Results are shown in Table 7.6.1.

TABLE 7.6.1
GROCERY SHOPPING PATTERNS

<i>Where do you do <u>most</u> of your grocery shopping?</i>	Adult Clients Who Pick Up			Adult Clients at All Program Sites
	Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	
Supermarkets or grocery stores	66.5%	65.6%	55.0%	65.8%
Discount stores (e.g., Wal-Mart, Target, K-Mart)	24.4%	17.6%	16.8%	23.0%
Warehouse clubs (e.g., Price Club, Costco, Pace, Sam's Club, BJ's)	0.8%	0.6%	1.2%	0.8%
Convenience stores (e.g., 7-11, Quickshop, Wawa)	0.6%	2.8%	5.9%	1.2%
Ethnic food stores (e.g., bodegas, Asian food markets, or Caribbean markets)	1.4%	0.5%	0.3%	1.2%
Farmer's market	0.2%	0.6%	0.2%	0.2%
Dollar stores	1.9%	1.9%	2.1%	1.9%
Some other place	2.2%	2.8%	2.4%	2.3%
Don't know because someone else in family shops	0.5%	0.9%	0.6%	0.6%
Don't buy groceries, free food only	1.5%	6.8%	15.5%	3.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to Question 38 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 4.6% for pantry clients, 3.5% for kitchen clients, 5.7% for shelter clients, and 4.5% for all clients.

Among all clients, 65.8% shop mostly at supermarkets or grocery stores. Information about other places where some of the clients do most their grocery shopping follows:

- 23.0% of the clients shop mostly at discount stores such as Wal-Mart, Target, or K-Mart.
- 1.9% of the clients use dollar stores for most of their grocery shopping.
- 1.2% of the clients use convenience stores for most of their grocery shopping.
- 3.0% of the clients do not buy groceries. They rely only on free food.

8. CLIENTS: HEALTH STATUS

Health status can be an important determinant of overall household circumstances and need. Therefore, the survey asked clients for information on the health of both themselves and other household members.⁵³ The responses to these questions are presented below. In addition, data are presented on clients' access to health insurance and health care.

8.1 HEALTH STATUS

Clients were asked to indicate their health status, then to indicate whether anyone else in their household was in poor health. Table 8.1.1 summarizes the results.

TABLE 8.1.1
HEALTH STATUS

	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	Adult Clients at All Program Sites
Clients who indicated that their health was...				
Excellent	9.4%	15.2%	16.0%	10.5%
Very good	13.6%	17.6%	22.8%	14.6%
Good	29.4%	29.0%	26.8%	29.2%
Fair	30.9%	26.6%	25.7%	30.0%
Poor	16.8%	11.6%	8.7%	15.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients who indicated that someone else in the household was in poor health				
Yes	21.4%	10.8%	3.4%	19.0%
No	47.2%	28.7%	12.7%	42.8%
Live alone	31.4%	60.5%	84.0%	38.2%

⁵³ This is a common survey question used to describe the health of respondents. An example for how this question is used in investigating relationships between health outcomes and food insecurity can be found in Gundersen, Craig and Brent Kreider. "Bounding the Effects of Food Insecurity on Children's Health Outcomes," *Journal of Health Economics*, v28, 971-983, 2009.

TABLE 8.1.1 (continued)

TOTAL	100.0%	100.0%	100.0%	100.0%
Households with at least one member reported to be in poor health	32.3%	20.0%	11.5%	29.5%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to questions 20 and 21 of the client survey.

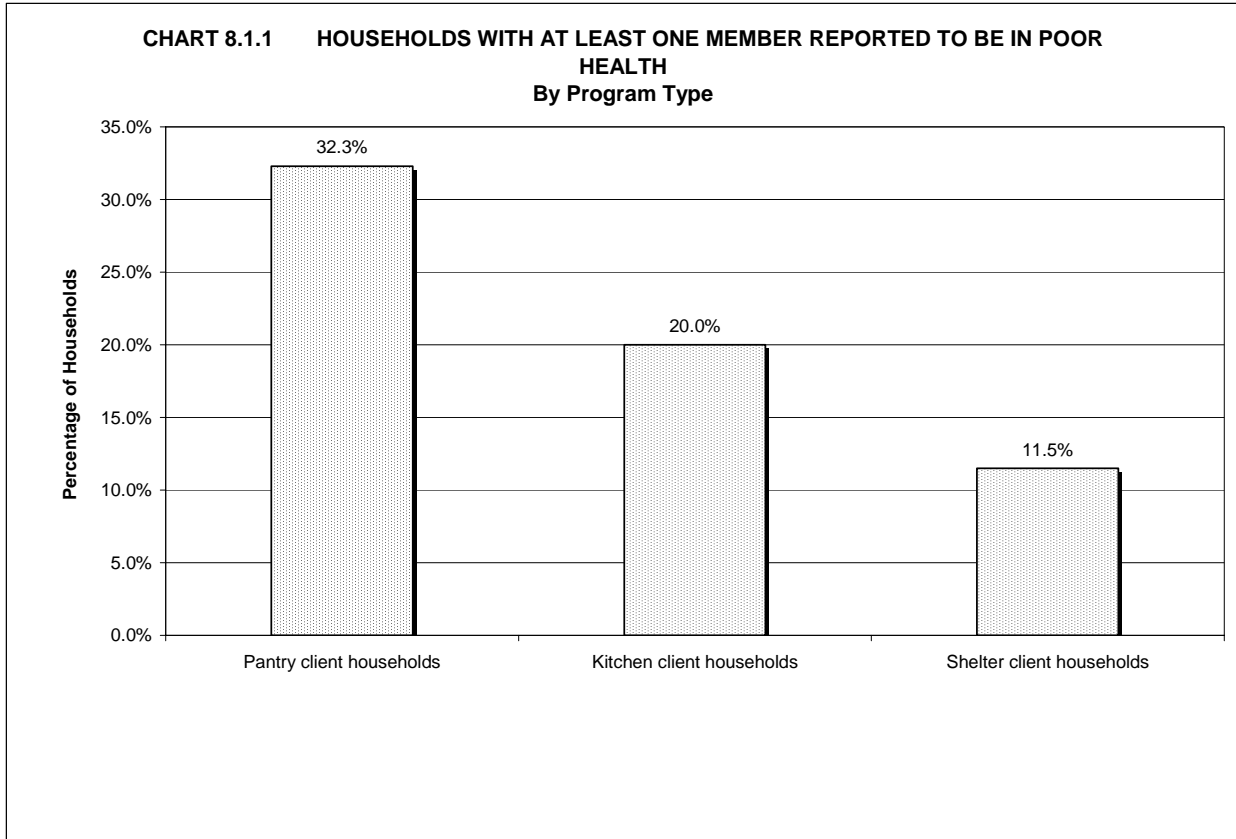
NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For clients reporting about their own health, missing, don't know, and refusal responses combined are 1.1% for pantry clients, 0.5% for kitchen clients, 0.7% for shelter clients, and 1.0% for all clients.

For clients reporting about the health of other household members, missing, don't know, and refusal responses combined are 2.4% for pantry clients, 1.3% for kitchen clients, 1.4% for shelter clients, and 2.2% for all clients.

Overall, 15.6% of the clients at all program sites are in poor health, and 29.5% of the client households have one or more members in poor health. More details follow:

- Among pantry clients, 9.4% were in excellent health, 13.6% in very good health, 29.4% in good health, and 47.6% in fair or poor health.
- Among kitchen clients, 15.2% were in excellent health, 17.6% in very good health, 29.0% in good health, and 38.2% in fair or poor health.
- Among shelter clients, 16.0% were in excellent health, 22.8% in very good health, 26.8% in good health, and 34.4% in fair or poor health.
- 32.3% of the pantry client households had at least one person in poor health.
- 20.0% of the kitchen client households had at least one person in poor health.
- 11.5% of the shelter client households had at least one person in poor health.



8.2 HEALTH INSURANCE AND ACCESS TO MEDICAL CARE

Clients were asked whether they or anyone in their household had various kinds of health insurance. Clients also indicated whether they had unpaid medical or hospital bills and whether they had been refused medical care during the previous 12 months. Results are provided in Table 8.2.1.

TABLE 8.2.1
HEALTH INSURANCE AND ACCESS TO MEDICAL CARE

	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	Adult Clients at All Program Sites
Client or his or her family with following types of health insurance ^a				
Medicare ^b	38.5%	30.6%	13.5%	36.1%
State Medical Assistance Program or Medicaid	45.9%	36.0%	29.7%	43.7%
State Children’s Health Insurance Program (SCHIP)	11.0%	5.1%	2.7%	9.7%
Veterans Administration (VA) benefits	5.2%	7.2%	6.6%	5.5%
Private health insurance	14.4%	11.7%	5.1%	13.5%
Other health insurance ^c	8.4%	8.6%	5.3%	8.3%
No insurance	20.9%	33.3%	50.6%	24.2%
Clients who had unpaid medical or hospital bills				
Yes	46.9%	42.8%	49.7%	46.5%
No	53.1%	57.2%	50.3%	53.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
Clients who had been refused medical care because they could not pay or because they had a Medicaid or Medical Assistance card during the previous 12 months				
Yes	10.4%	10.2%	7.4%	10.2%
No	88.5%	88.7%	91.8%	88.7%
Not refused care, but avoid providers who don’t accept medical assistance	0.5%	0.5%	0.4%	0.5%
Not refused care, but finding providers that accept medical assistance is a problem	0.6%	0.6%	0.4%	0.6%
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 8.2.1 (continued)

	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	Adult Clients at All Program Sites
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to questions 22a-f, 23, and 24 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the survey item addressing types of health insurance, missing, don't know, and refusal responses combined are 1.2% for pantry clients, 1.1% for kitchen clients, 0.8% for shelter clients, and 1.2% for all clients.

For the survey item addressing unpaid medical bills, missing, don't know, and refusal responses combined are 2.6% for pantry clients, 2.3% for kitchen clients, 1.7% for shelter clients, and 2.5% for all clients.

For the survey item addressing refused medical care, missing, don't know, and refusal responses combined are 1.9% for pantry clients, 1.1% for kitchen clients, 0.9% for shelter clients, and 1.8% for all clients.

^aMultiple responses were accepted.

^bAt the national level, the percentage of people who reported having Medicare coverage is substantially larger than what appears to be appropriate considering the percentage of households with seniors. One possible explanation for the discrepancy is widespread confusion between Medicare and Medicaid programs.

^cThis category includes government retirement benefits and military health system (TRICARE).

Findings presented in Table 8.2.1 include:

- 20.9% of the pantry, 33.3% of the kitchen, and 50.6% of the shelter clients or their households are without health insurance. This accounts for 24.2% of all clients.
- 46.5% of the clients have unpaid medical or hospital bills.
- 10.2% of the clients report that they have been refused medical care because they could not pay or because they had a Medicaid or Medical Assistance card during the previous 12 months.

As shown in Table 8.2.1N, the findings discussed above indicate that nearly 1.5 million adult clients of the FA system had been refused medical care in the previous year, as a result of their inability to pay or their lack of insurance.

TABLE 8.2.1N

ESTIMATED NUMBER OF CLIENTS AT PROGRAM SITES WHO HAD BEEN REFUSED MEDICAL CARE

	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	Adult Clients at All Program Sites
Clients who had been refused medical care because they could not pay or because they had a Medicaid or Medical Assistance card during the previous 12 months				
Yes	1,240,900	151,200	79,300	1,479,500
No	10,578,300	1,313,400	984,300	12,867,000
Not refused care, but avoid providers who don't accept medical assistance	64,800	6,900	4,400	76,100
Not refused care, but finding providers that accept medical assistance is a problem	68,400	9,600	4,700	83,500
ESTIMATED TOTAL NUMBER OF CLIENTS AT PROGRAM SITES	11,952,412	1,481,154	1,072,628	14,506,194

Note: Columns in this table do not add up exactly to the column total. This discrepancy occurs because tables showing percentage distributions are weighted with the monthly weight, while the number of clients presented in this table is estimated at the annual level. Because the relationship between the monthly and annual weights varies across individuals depending on the frequency of visits to program sites, applying annual estimates to a monthly snapshot of percentage distributions results in small discrepancies in column totals.

Related findings are:

- Clients refused care included over 1.2 million pantry clients and over 0.1 million kitchen clients.
- About 159,000 FA clients reported trying to avoid medical providers who did not accept medical assistance or trying to find those who did accept it.

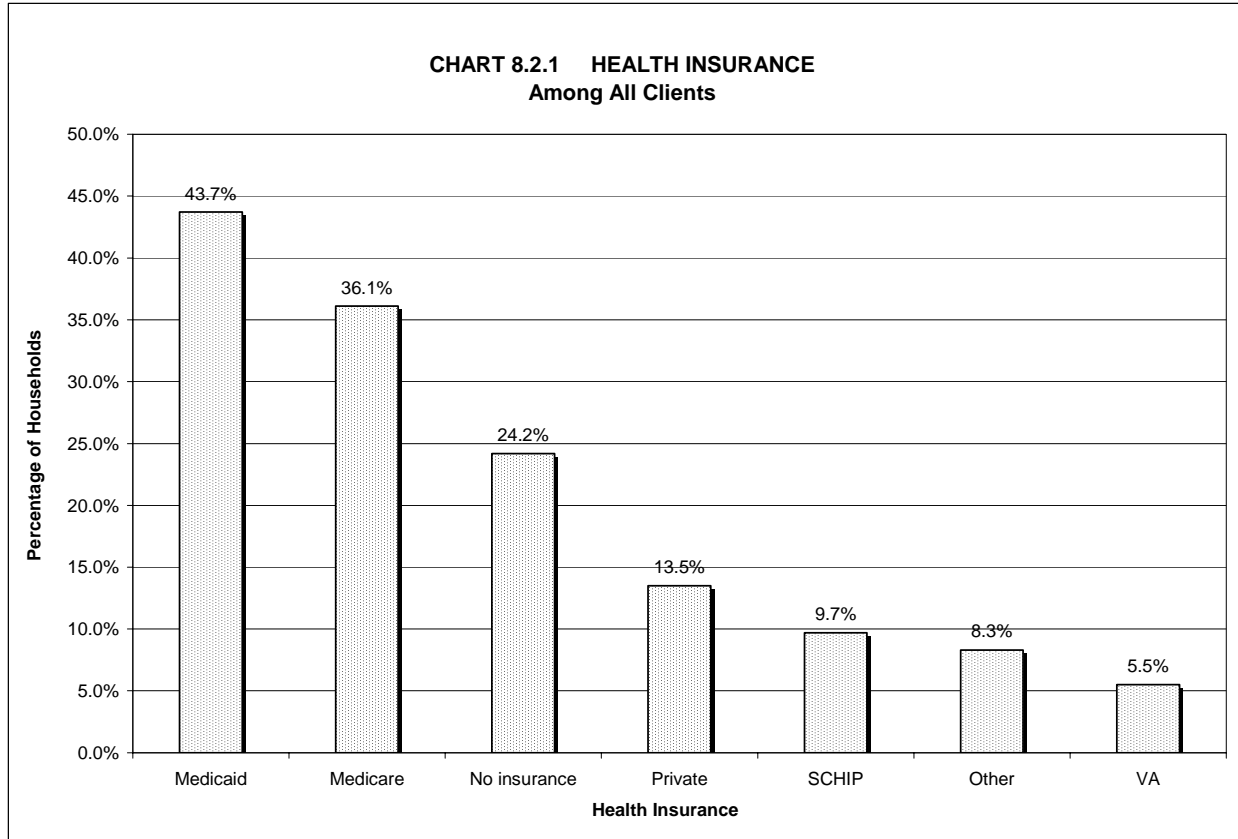


Table 8.2.1 shows that 43.7% of all adult clients participate in the State Medical Assistance Program or Medicaid. In Table 8.2.2, we examine how participation in the Medicaid program is associated with income relative to the federal poverty level.

TABLE 8.2.2
INCOME IN 2008, BY MEDICAID PARTICIPATION STATUS

Income in 2008 as Percentage of Federal Poverty Level ^a	All Clients	Client Household Receiving Medicaid Benefits?	
		Yes	No
0% (no income)	8.0%	4.2%	10.9%
1%-50%	29.3%	33.2%	26.3%
51%-75%	20.1%	26.4%	15.2%
76%-100%	16.7%	19.0%	14.8%
101%-130%	10.2%	8.5%	11.5%
SUBTOTAL	84.3%	91.4%	78.8%
131%-150%	4.2%	2.8%	5.3%
151%-185%	4.2%	2.8%	5.3%
186% or higher	7.3%	3.0%	10.7%
SUBTOTAL	15.7%	8.6%	21.2%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	53,512	23,331	30,181

SOURCE: This table was constructed based on usable responses to questions 22b and 29 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For all client income levels, missing, don't know, and refusal responses combined are 8.6% for all clients, 3.4% for households receiving Medicaid benefits, and 5.2% for households not receiving Medicaid benefits.

The differences between estimates for client households receiving and not receiving Medicare benefits are statistically significant at the 0.05 level for all income levels.

^aSee Table 5.8.1.1 for the federal poverty levels (and multiply by 12 to obtain annual levels).

Findings presented in Table 8.2.2 include:

- Among the client households receiving Medicaid benefits, 91.4% had income at or below 130% of the federal poverty level in 2008, compared with 78.8% of the clients not receiving Medicaid benefits had income at or below that level.

Table 8.2.1 shows that 24.2% of all adult clients do not have health insurance. In Table 8.2.3, we examine the association between income and being insured.

TABLE 8.2.3
INCOME IN 2008, BY UNINSURED STATUS

Income in 2008 as Percentage of Federal Poverty Level ^a	All Clients	Client Household Health Insurance Status	
		Without Health Insurance	With Health Insurance
0% (no income)	8.0%	18.2%	4.7%
1%-50%	29.0%	32.7%	27.8%
51%-75%	20.1%	13.8%	22.1%
76%-100%	16.7%	10.2%	18.8%
101%-130%	10.3%	7.3%	11.2%
SUBTOTAL	84.0%	82.3%	84.6%
131%-150%	4.4%	3.6%	4.7%
151%-185%	4.2%	4.4%	4.1%
186% or higher	7.3%	9.7%	6.6%
SUBTOTAL	16.0%	17.7%	15.4%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	55,750	13,601	42,149

SOURCE: This table was constructed based on usable responses to questions 22a-f and 29 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For all client income levels, missing, don't know, and refusal responses combined are 8.8% for all clients, 2.0% for households without medical insurance, and 6.8% for households receiving medical insurance.

The differences between estimates for client households with and without health insurance are statistically significant at the 0.05 level for all income levels except for households with a 2008 income of 151%-185% of the federal poverty level.

^aSee Table 5.8.1.1 for the federal poverty levels (and multiply by 12 to obtain annual levels).

We find that among client households without health insurance, 82.3% had income at or below 130% of the federal poverty level in 2008, compared with 84.6% of the clients with health insurance had income at or below that level.

9. CLIENTS: SERVICES RECEIVED AT FOOD PROGRAMS

To better understand how clients use the services of the FA National Network, the survey asked about the numbers of kitchens and pantries that households used. Questions were also asked concerning the degree of satisfaction that respondents felt with the food services they were receiving from the providers and about what clients would do if they did not have access to the provider from which they were receiving food on the day of the interview. The answers to these questions are examined below.

9.1 NUMBER OF PANTRIES OR KITCHENS USED

Clients were asked how many different pantries or kitchens they had used during the past month. The results are shown in Table 9.1.1.

TABLE 9.1.1
NUMBER OF DIFFERENT PANTRIES OR KITCHENS USED

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Number of different food pantries clients or their families used during the past month				
None	n.a.	49.9%	72.5%	10.7%
One or more pantries				
1 pantry	79.7%	29.2%	16.1%	69.4%
2 pantries	15.0%	12.4%	7.8%	14.3%
3 pantries	3.6%	5.2%	2.3%	3.8%
4 pantries	0.9%	1.6%	0.6%	1.0%
5 or more pantries	0.7%	1.5%	0.8%	0.8%
SUBTOTAL	100.0%	50.1%	27.5%	89.3%
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 9.1.1 (continued)

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Number of different soup kitchens clients or their families used during the past month				
None	87.0%	n.a.	48.8%	72.9%
One or more kitchens				
1 kitchen	8.9%	73.9%	29.6%	19.0%
2 kitchens	2.8%	16.4%	13.1%	5.2%
3 kitchens	0.7%	5.3%	4.2%	1.5%
4 kitchens	0.3%	2.1%	1.9%	0.6%
5 or more kitchens	0.3%	2.3%	2.5%	0.7%
SUBTOTAL	13.0%	100.0%	51.2%	27.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
Number of different shelters clients or their families used during the past month				
None	97.1%	77.2%	n.a.	89.2%
One or more shelters				
1 shelter	2.4%	18.3%	87.4%	9.1%
2 shelters	0.4%	3.3%	9.6%	1.3%
3 shelters	0.1%	0.6%	1.9%	0.2%
4 shelters	0.0%	0.1%	0.6%	0.1%
5 or more shelters	0.0%	0.5%	0.5%	0.1%
SUBTOTAL	2.9%	22.8%	100.0%	10.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to questions 56 , 57a, and 57b of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For survey responses about pantries used, missing, don't know, and refusal responses combined are 3.2% for pantry clients, 4.3% for kitchen clients, 2.6% for shelter clients, and 3.3% for all clients.

For survey responses about kitchens used, missing, don't know, and refusal responses combined are 3.6% for pantry clients, 3.5% for kitchen clients, 2.1% for shelter clients, and 3.5% for all clients.

For survey responses about shelters used, missing, don't know, and refusal responses combined are 3.6% for pantry clients, 3.6% for kitchen clients, 1.7% for shelter clients, and 3.5% for all clients.

n.a. = not applicable.

Among the pantry clients, 79.7% used just one food pantry during the past month. More information on clients' use of the emergency food programs follows:

- 73.9% of the kitchen clients used only one soup kitchen, and 50.1% also used one or more pantries, with 22.8% also using one or more shelters.
- 87.4% of the shelter clients used only one shelter, and 27.5% of the shelter clients used one or more pantries, with 51.2% also using one or more kitchens.
- 13.0% of the pantry clients also used one or more kitchens, and 2.9% also used one or more shelters.

9.2 SATISFACTION WITH SERVICES AT FOOD PROGRAMS

Clients were asked how satisfied they were with the amount, variety, and overall quality of food provided at the emergency food programs. Clients were also asked how often they were treated with respect by the staff of those programs. Table 9.2.1 summarizes the findings.

TABLE 9.2.1
SATISFACTION WITH SERVICES AT FOOD PROGRAMS

Level of Satisfaction with Various Aspects of the Service Provided to Clients or Others in the Household:	Adult Clients Who Pick Up			Adult Clients at All Program Sites
	Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	
Amount of food provided				
Very satisfied	60.4%	61.9%	48.7%	60.0%
Somewhat satisfied	32.2%	30.2%	36.9%	32.1%
Somewhat dissatisfied	5.7%	5.3%	8.7%	5.8%
Very dissatisfied	1.7%	2.5%	5.8%	2.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
Variety of food provided				
Very satisfied	57.5%	58.0%	39.3%	56.6%
Somewhat satisfied	33.5%	31.3%	39.8%	33.5%
Somewhat dissatisfied	6.9%	7.1%	12.2%	7.2%
Very dissatisfied	2.0%	3.7%	8.8%	2.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
Overall quality of food provided				
Very satisfied	62.7%	60.2%	43.6%	61.3%
Somewhat satisfied	31.3%	30.1%	37.6%	31.4%
Somewhat dissatisfied	4.8%	6.2%	11.9%	5.4%
Very dissatisfied	1.3%	3.5%	6.8%	1.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
Frequency with which clients are treated with respect by the staff who distribute food				
All of the time	84.9%	79.3%	71.2%	83.4%
Most of the time	5.8%	9.7%	16.0%	6.9%
Some of the time	2.6%	5.8%	10.2%	3.5%
Never	0.4%	1.3%	1.6%	0.6%
Never came before	6.3%	4.0%	1.0%	5.7%
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 9.2.1 (continued)

Level of Satisfaction with Various Aspects of the Service Provided to Clients or Others in the Household:	Adult Clients Who Pick Up Food at a			Adult Clients at
	Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	All Program Sites
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to questions 53 and 54 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 10.7% for pantry clients, 4.7% for kitchen clients, 3.4% for shelter clients, and 9.5% for all clients.

For the second indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 11.2% for pantry clients, 5.4% for kitchen clients, 4.0% for shelter clients, and 10.0% for all clients.

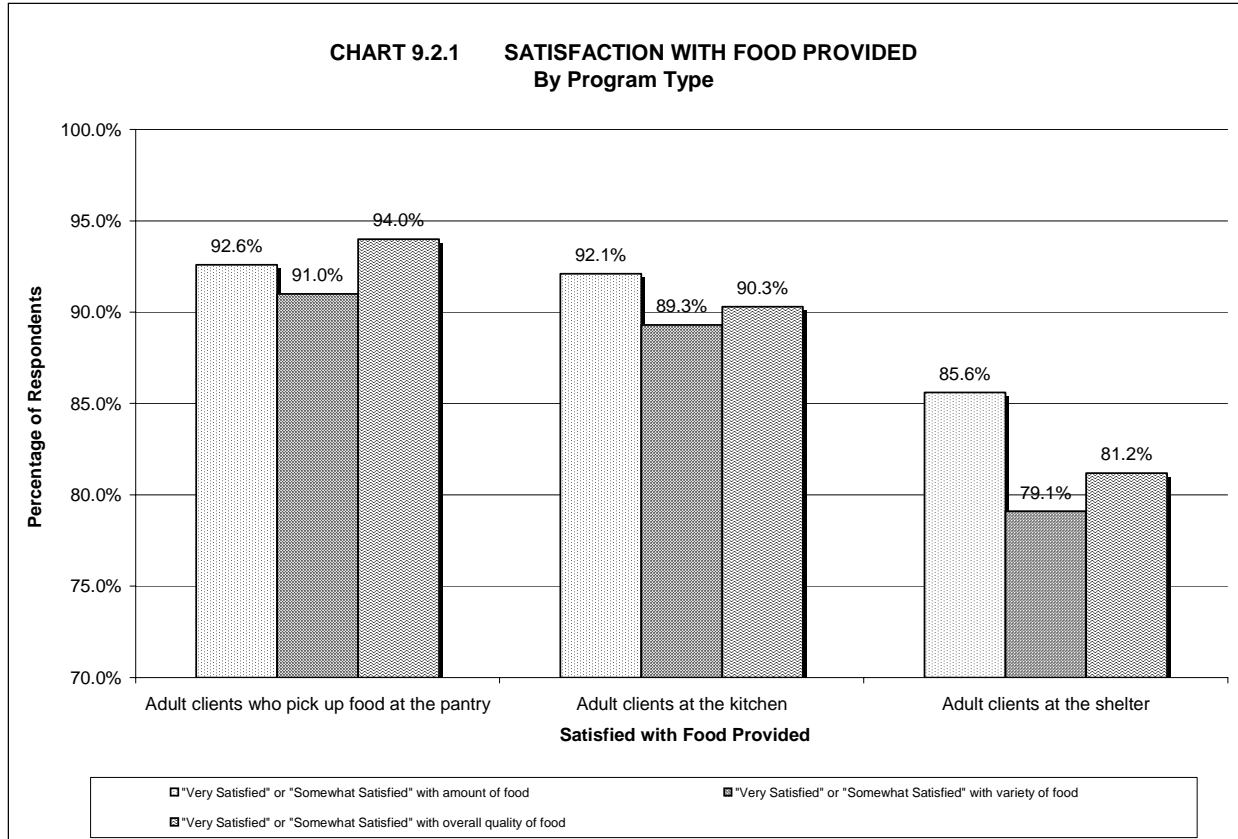
For the third indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 11.6% for pantry clients, 5.5% for kitchen clients, 4.1% for shelter clients, and 2.1% for all clients.

For the fourth indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 4.0% for pantry clients, 3.2% for kitchen clients, 1.6% for shelter clients, and 3.7% for all clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

Across all three kinds of emergency food programs, the level of satisfaction among clients is high: 92.1% are either very satisfied or somewhat satisfied with the amount of the food they receive. Client satisfaction with specific aspects of the programs follows:

- 90.1% of the clients are either very satisfied or somewhat satisfied with the variety of the food.
- 92.7% of the clients are either very satisfied or somewhat satisfied with the overall quality of the food.
- 83.4% of the clients say that they are treated with respect by the staff all the time.



In Table 9.2.2, we reexamine these findings according to whether the client lives in a metropolitan or nonmetropolitan area.

**TABLE 9.2.2
SATISFACTION WITH SERVICES AT FOOD PROGRAMS, BY URBAN/METROPOLITAN STATUS**

Level of Satisfaction with Various Aspects of the Service Provided to Clients or Others in the Household:	Urban/Metropolitan Status			
	All Clients	Central city	Metro, Not Central city	Nonmetro
Amount of food provided				
Very satisfied	59.9%	57.5%	60.5%	65.7%
Somewhat satisfied	32.1%	32.7%	32.4%	30.1%
Somewhat dissatisfied	5.9%	6.9%	5.6%	3.4%
Very dissatisfied	2.1%	2.9%	1.5%	0.8%
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 9.2.2 (continued)

Level of Satisfaction with Various Aspects of the Service Provided to Clients or Others in the Household:	Urban/Metropolitan Status			
	All Clients	Central city	Metro, Not Central city	Nonmetro
Variety of food provided				
Very satisfied	56.6%	53.9%	57.5%	62.7%
Somewhat satisfied	33.5%	34.2%	34.0%	30.9%
Somewhat dissatisfied	7.2%	8.2%	6.7%	5.5%
Very dissatisfied	2.7%	3.8%	1.8%	0.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
Overall quality of food provided				
Very satisfied	61.3%	58.5%	61.6%	68.5%
Somewhat satisfied	31.4%	32.7%	31.4%	27.7%
Somewhat dissatisfied	5.4%	6.1%	5.4%	3.1%
Very dissatisfied	1.9%	2.6%	1.5%	0.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
Frequency with which clients are treated with respect by the staff who distribute food				
All of the time	83.4%	80.6%	84.9%	88.9%
Most of the time	6.8%	8.2%	5.6%	4.9%
Some of the time	3.5%	4.6%	2.6%	1.8%
Never	0.6%	0.8%	0.4%	0.4%
Never came before	5.7%	5.8%	6.5%	3.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	60,990	29,257	16,736	14,997

SOURCE: This table was constructed based on usable responses to questions 53 and 54 of the client survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

For the first indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 9.5% for all clients, 10.7% for central city clients, 9.2% for metro area clients, and 6.5% for non-metro clients.

For the second indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 10.0% for all clients, 11.3% for central city clients, 9.5% for metro area clients, and 6.9% for non-metro clients.

For the third indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 10.3% for all clients, 11.4% for central city clients, 10.4% for metro area clients, and 7.0% for non-metro clients.

TABLE 9.2.2 (continued)

For the fourth indicator of client satisfaction in the table, missing, don't know, and refusal responses combined are 3.7% for all clients, 4.9% for central city clients, 2.7% for metro area clients, and 1.8% for non-metro clients.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

Key findings from the table include:

- 57.5% of clients living in central cities are very satisfied with the amount of food they receive at the programs. This compares to 60.5% of clients living in metropolitan areas outside central cities and 65.7% of clients living in nonmetropolitan areas.
- 53.9% of clients living in central cities are very satisfied with the variety of food they receive at the programs. This compares to 57.5% of clients living in metropolitan areas outside central cities and 62.7% of clients living in nonmetropolitan areas.
- 58.5% of clients living in central cities are very satisfied with the overall quality of food they receive at the programs. This compares to 61.6% of clients living in metropolitan areas outside central cities and 68.5% of clients living in nonmetropolitan areas.
- 80.6% of clients living in central cities say that they are treated with respect by the staff all the time. This compares to 84.9% of clients living in metropolitan areas outside central cities and 88.9% of clients living in nonmetropolitan areas.

9.3 WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY

Clients were asked what they would do without the agency helping them. Results are shown in Table 9.3.1.

TABLE 9.3.1

WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY

<i>If this agency weren't here to help you or your household with food, what would you do?^a</i>	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Go to another agency	55.9%	45.6%	44.7%	53.9%
Get help from relatives, friends	20.1%	17.1%	17.1%	19.5%
Get help from the government	8.3%	7.9%	10.0%	8.4%
Get a job, more hours, an additional job	9.3%	11.6%	14.3%	9.8%
Sell some personal property	5.6%	3.9%	5.5%	5.3%
Lower expenses	7.7%	5.9%	7.8%	7.4%
Eat less, skip meals, reduce size of meals	15.8%	14.9%	15.1%	15.6%
Would get by somehow	23.4%	23.3%	24.2%	23.5%
I have no other place to get help	6.4%	6.0%	10.9%	6.6%
Do something illegal	1.8%	2.8%	6.7%	2.2%
Do not know	8.1%	7.7%	7.1%	8.0%
Other ^b	7.8%	14.3%	13.1%	9.0%
SAMPLE SIZE (N)	42,441	13,552	5,092	61,085

SOURCE: This table was constructed based on usable responses to Question 55 of the client survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include cases with missing data.

Missing and refusal responses combined are 3.0% for pantry clients, 2.7% for kitchen clients, 1.3% for shelter clients, and 2.9% for all clients.

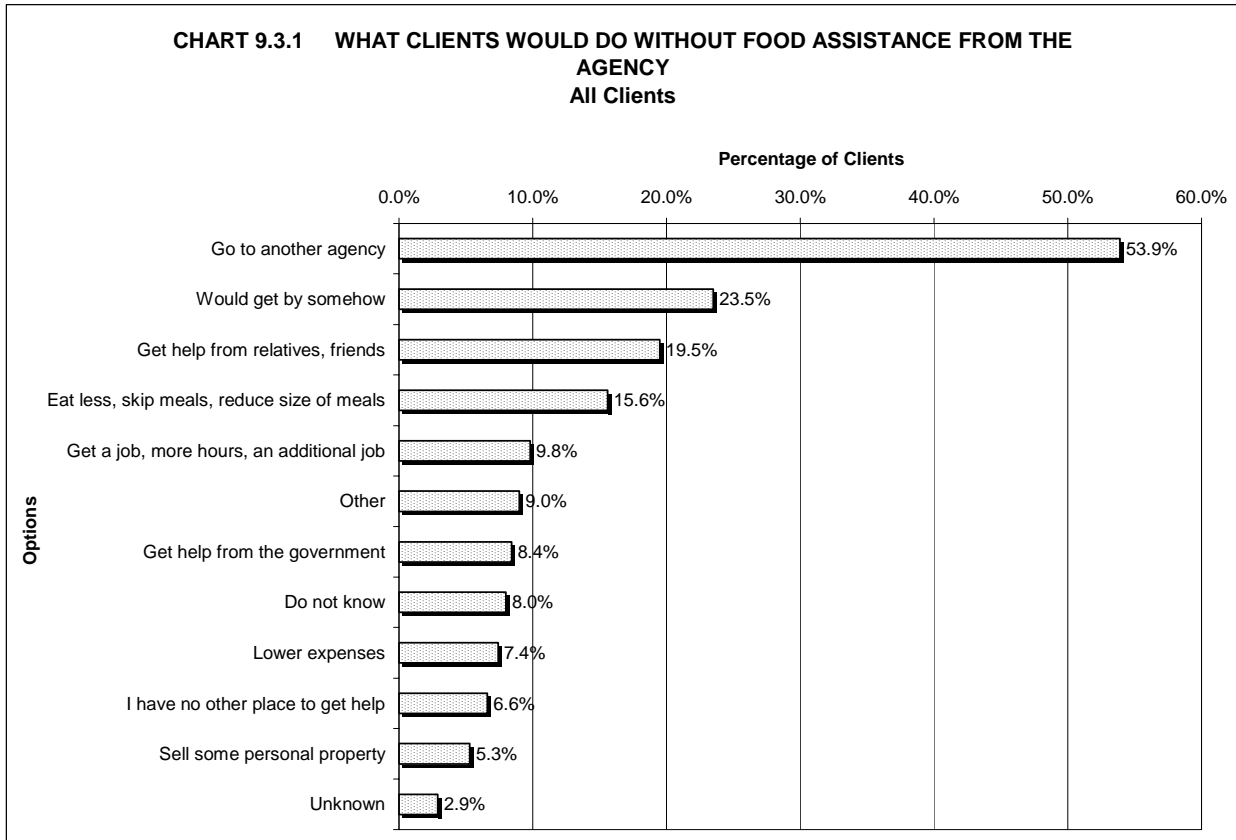
^aMultiple responses were accepted.

^bExamples include eating at home and begging.

In the absence of the agency helping the clients, 53.9% of them said that they would go to another agency. Other responses include:

- 23.5% of the clients said that they would get by somehow.
- 19.5% of the clients said that they would get help from relatives or friends.

- 15.6% of the clients said that they would eat less, skip meals, or reduce the size of meals.



10. AGENCIES AND FOOD PROGRAMS: PROFILES

Until now, the discussion has focused on information from the *client* survey. This chapter begins the presentation of the results from the survey of *agencies* affiliated with the FA National Network. FA network members distribute food to qualifying charitable agencies, most of which provide food directly to needy clients through food programs. The first section below details the numbers of responses received from various types of agencies. Next we present information on what combinations of programs are operated by the responding agencies. Subsequent sections examine characteristics of emergency food programs operated by these agencies, such as years of program operation, services provided other than food distribution, and types of organizations. Agency estimates of the changes in their numbers of clients between 2005 and 2009 are also presented.

10.1 PARTICIPATING AGENCIES AND PROGRAMS REPRESENTED

The agency survey questionnaire was sent to 50,471 selected agencies affiliated with the FA National Network. Each agency was asked for detailed information about one of each type of emergency food program it operates (such as one pantry, one kitchen, and one shelter). Agencies operating nonemergency food programs only (referred to as “other programs”) were asked to answer several general questions only.

Of the agencies that received the questionnaire, 37,212 completed the survey. Among those that completed the survey, 27,452 operate one or more emergency programs, and the 9,760 remaining agencies operate other nonemergency food programs. The 37,212 responding

agencies reported on 62,245 programs,⁵⁴ of which 54.0% are emergency food programs. Table 10.1.1 shows the breakdown of the participating agencies by the type of program they operate.

TABLE 10.1.1
PROGRAMS REPORTED ON BY PARTICIPATING AGENCIES, BY PROGRAM TYPE

Program Type	Number	Unweighted Percentage	Unweighted Percentage Excluding “Other” Type
Pantry	23,842	38.3%	70.9%
Kitchen	6,064	9.7%	18.0%
Shelter	3,728	6.0%	11.1%
Other ^a	28,611	46.0%	n.a.
TOTAL ^b	62,245	100.0%	100.0%

^aOther programs refer to nonemergency food programs. They are programs that have a primary purpose other than emergency food distribution but also distribute food. Examples include day care programs, senior congregate-feeding programs, and summer camps.

^bThis is the number of programs about which agencies provide detailed or some information. The total number of programs operated by these agencies is larger.

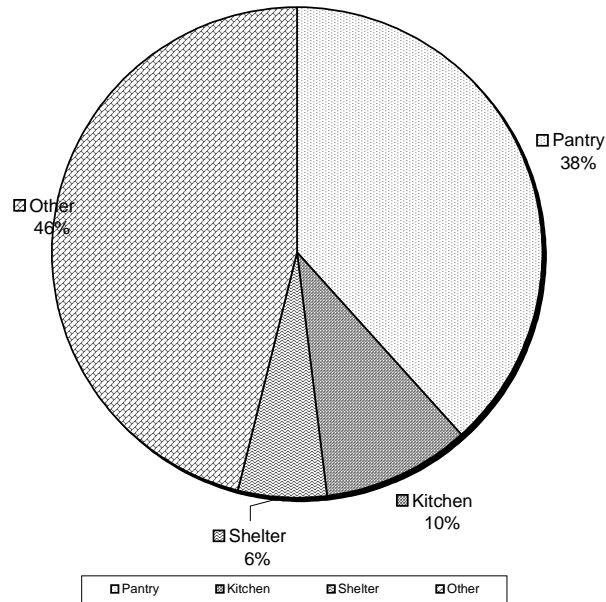
n.a. = not applicable.

Among the 62,245 programs reported on by the agencies, 38.3% are pantries, 9.7% are kitchens, and 6.0% are shelters. The remaining 46.0% are other nonemergency food programs, such as child day care, senior-congregate feeding programs, and summer camps.

When other nonemergency food programs are excluded the percentages are 70.9% pantries, 18.0% kitchens, and 11.1% shelters.

⁵⁴ There are more programs than agencies, as agencies often run two or more programs of different types.

**CHART 10.1.1 PERCENTAGE OF PARTICIPATING PROGRAMS
By Program Type**



10.2 NUMBER OF PROGRAMS OPERATED BY AGENCIES

Percentages of the agencies operating various types of programs, as well as the total number of programs operated of each program type, are shown in Table 10.2.1.

TABLE 10.2.1
NUMBER OF EMERGENCY FOOD PROGRAMS OPERATED BY AGENCIES

Number of Programs of Each Type Operated by Agencies	Percentage of All Agencies That Operate the Specified Number of Each Program Type			
	Agencies with Pantries	Agencies with Kitchens	Agencies with Shelters	Agencies with Others
1	95.3%	91.4%	89.0%	91.4%
2	2.2%	4.0%	5.5%	3.3%
3 or more	2.4%	4.6%	5.5%	5.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Agencies with at least one program for each program type	23,842	6,064	3,728	28,611
Total number of participating agencies		37,212		
Total number of programs reported on by participating agencies		62,245		

SOURCE: This table was constructed based on usable responses to Question 1 of the agency survey.

Among the participating agencies, 23,842 operate at least one pantry program, 6,064 at least one kitchen program, and 3,728 at least one shelter program. A total of 37,212 agencies provided information about 62,245 programs.

10.3 AGENCIES OPERATING VARIOUS TYPES OF PROGRAMS

Table 10.3.1 shows the distribution of agencies by types of programs they operate.

TABLE 10.3.1
AGENCIES OPERATING VARIOUS TYPES OF PROGRAMS

Combinations of Programs the Agency Operates	Agencies
Pantry only	14.9%
Kitchen only	1.4%
Shelter only	1.1%
Other program only	26.1%
Pantry and Kitchen	2.7%
Kitchen and Shelter	0.2%
Shelter and Pantry	0.7%
Pantry and Other	36.5%
Kitchen and Other	3.7%
Shelter and Other	3.0%
Pantry, Kitchen, and Shelter	2.0%
Pantry, Kitchen, and Other	4.4%
Kitchen, Shelter, and Other	0.3%
Shelter, Pantry, and Other	1.1%
Pantry, Kitchen, Shelter, and Other	1.6%
Unknown	0.2%
TOTAL	100.0%
SAMPLE SIZE (N) – Total number of participating agencies	37,212

SOURCE: This table was constructed based on responses to Question 1 of the agency survey.

As Table 10.3.1 shows, 14.9% of the participating agencies exclusively operate one or more pantries, while 1.4% and 1.1% operate exclusively kitchen or shelter programs, respectively.

10.4 LENGTH OF PROGRAM OPERATION

Responding agencies identified the year their emergency food programs opened. Table 10.4.1 shows the distribution of the length of program operation.

TABLE 10.4.1
LENGTH OF PROGRAM OPERATION

How Long the Program Has Been Operating ^a	Percentage of Programs That Have Operated for a Specified Period			Agencies with Pantry, Kitchen, or Shelter
	Pantry Programs	Kitchen Programs	Shelter Programs	
2 years or less	12.7%	12.7%	7.9%	11.6%
3-4 years	9.9%	9.1%	7.8%	9.4%
5-6 years	9.3%	7.5%	5.6%	8.8%
7-10 years	16.2%	14.7%	10.3%	15.4%
11-20 years	25.2%	24.1%	25.8%	25.3%
21-30 years	17.8%	19.6%	25.9%	19.3%
More than 30 years	8.8%	12.3%	16.8%	10.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728	27,452
Average length of operation among valid responses (in years)	15	16	20	15
Median length of operation among valid responses (in years)	11	13	18	12
SAMPLE SIZE (N)	18,991	4,354	2,499	22,642

SOURCE: This table was constructed based on usable responses to Question 3b of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

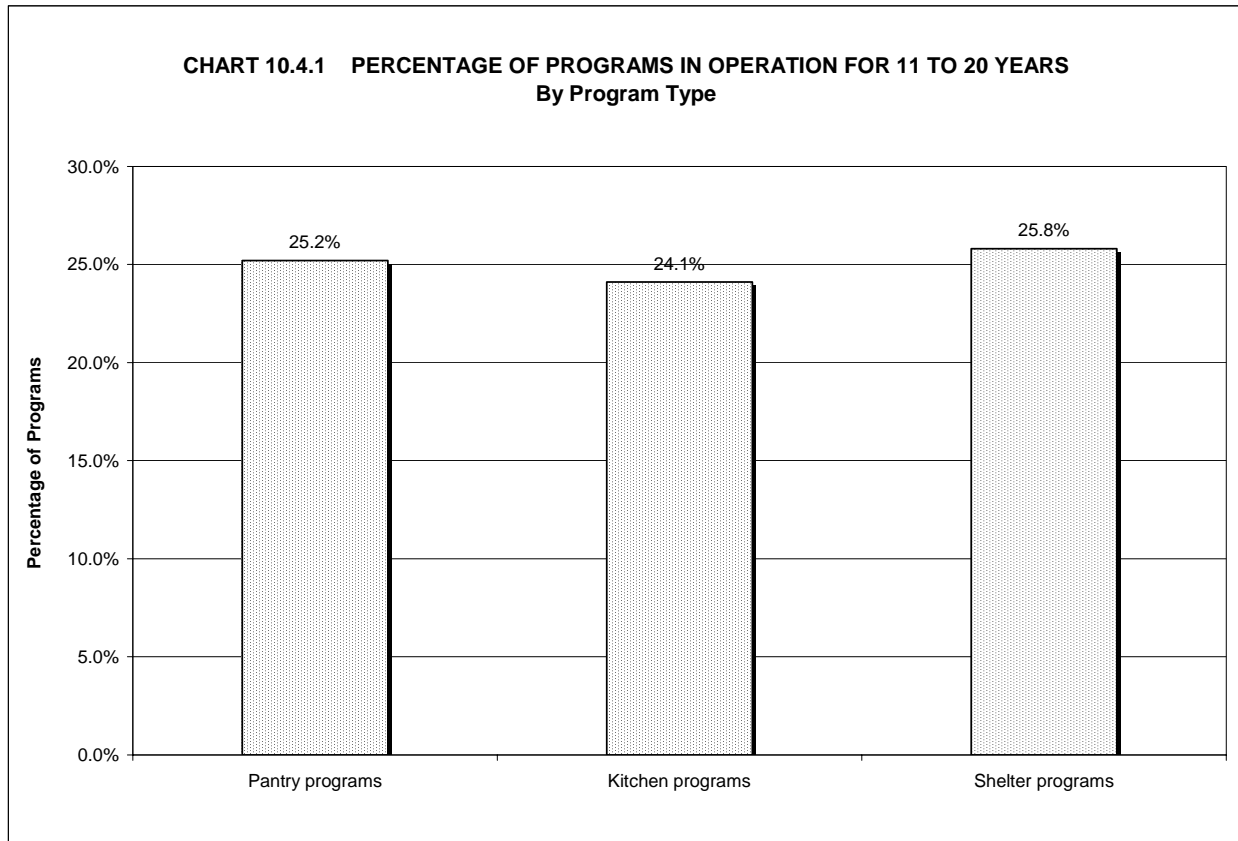
Missing, don't know, and refusal responses combined are 20.3% for pantry programs, 28.2% for kitchen programs, 32.7% for shelter programs, and 17.5% for all agencies.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor all programs, responses greater than 70 years of operation were recoded as 70 years. Responses less than 1 year were recoded as 1 year.

The average length of operation among the pantry programs is 15 years. It is 16 years for the kitchens and 20 years for the shelter programs. Details follow:

- 12.7% of the pantries, 12.7% of the kitchens, and 7.9% of the shelters have been operating for two years or less.
- 25.2% of the pantries, 24.1% of the kitchens, and 25.8% of the shelters have been operating for 11 to 20 years.
- 17.8% of the pantries, 19.6% of the kitchens, and 25.9% of the shelters have been operating for 21 to 30 years.
- 8.8% of the pantries, 12.3% of the kitchens, and 16.8% of the shelters have been operating for more than 30 years.



Using the ZIP codes of program locations, Table 10.4.2 shows the average and median length of operation for programs located in metropolitan and nonmetropolitan areas.⁵⁵

TABLE 10.4.2
LENGTH OF PROGRAM OPERATION, BY URBAN/METROPOLITAN STATUS

	Urban/Metropolitan Status			
	All Programs	Central city	Metro, Not Central city	Nonmetro
Pantry Programs				
Average length of operation among valid responses (in years) ^a	15	14	14	15
Median length of operation among valid responses (in years) ^a	11	10	11	11
SAMPLE SIZE (N)	18,991	4,834	6,577	7,580
Kitchen Programs				
Average length of operation among valid responses (in years) ^a	16	15	15	18
Median length of operation among valid responses (in years) ^a	13	11	11	15
SAMPLE SIZE (N)	4,354	921	1,082	2,351
Shelter Programs				
Average length of operation among valid responses (in years) ^a	20	17	18	21
Median length of operation among valid responses (in years) ^a	18	16	15	19
SAMPLE SIZE (N)	2,499	485	679	1,335

⁵⁵ We classified agencies and programs as operating in central city, metropolitan non-central city, and nonmetropolitan by matching their ZIP code with information from the Census bureau. The classifications are based on population distributions from 2003. The general concept of a metropolitan area is one of a large population nucleus, together with adjacent communities that have a high degree of economic and social integration with that nucleus. Each generally contains at least 10,000 people and can contain one or more counties. Central cities generally consist of one or more of the largest population and employment centers of a metropolitan area. Each metropolitan area may contain one or more central cities. Further details are available at <http://www.census.gov/prod/cen2000/doc/sf3.pdf>.

TABLE 10.4.2 (*continued*)

SOURCE: This table was constructed based on usable responses to Questions 2 and 3b of the agency survey.

NOTES: The estimates presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 20.3% for all programs, 19.2% for central city programs, 18.9% for metro area programs, and 22.2% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 28.2% for all programs, 27.9% for central city programs, 28.6% for metro area programs, and 28.1% for nonmetro programs.

For shelter programs, missing, don't know, and refusal responses combined are 32.7% for all programs, 35.3% for central city programs, 30.5% for metro area programs, and 32.8% for nonmetro programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry programs only. The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for all programs.

^aFor all programs, responses greater than 70 years of operation were recoded as 70 years. Responses less than 1 year were recoded as 1 year.

Key findings include:

- For pantry programs, the average length of operation is 14 years among the programs in central cities, 14 years among those in suburban areas (metropolitan areas outside central cities), and 15 years among those in nonmetropolitan areas.
- For kitchen programs, the average length of operation is 15 years among the programs in central cities, 15 years among those in suburban areas (metropolitan areas outside central cities), and 18 years among those in nonmetropolitan areas.
- For shelter programs, the average length of operation is 17 years among the programs in central cities, 18 years among those in suburban areas (metropolitan areas outside central cities), and 21 years among those in nonmetropolitan areas.

10.5 OTHER SERVICES OR FACILITIES PROVIDED IN ADDITION TO FOOD DISTRIBUTION

Agencies were provided with a list of additional possible services and asked which ones their programs provide to their clients. Table 10.5.1 shows what percentage of food programs supply the services listed.

TABLE 10.5.1

OTHER SERVICES OR FACILITIES THAT AGENCIES OR PROGRAMS PROVIDE IN ADDITION TO FOOD DISTRIBUTION, BY PROGRAM TYPE

	Pantry Programs	Kitchen Programs	Shelter Programs
Food-related support			
Nutrition counseling	24.0%	34.4%	39.4%
Eligibility counseling for WIC	13.3%	7.3%	27.9%
Eligibility counseling for SNAP benefits	22.2%	13.8%	40.7%
Soup kitchen meals	12.4%	n.a.	22.2%
Food pantry bags	n.a.	31.8%	21.2%
Client training			
Employment training	9.5%	20.0%	40.6%
Supported employment (Welfare to Work or job training)	4.5%	9.0%	15.3%
Retraining physically disabled	2.0%	5.0%	5.6%
Retraining mentally ill/challenged	2.7%	7.9%	9.5%
Other assistance			
Eligibility counseling for other government programs	8.5%	10.5%	25.6%
Legal services	3.7%	5.7%	21.7%
Tax preparation help (Earned Income Tax Credit)	6.3%	7.5%	13.6%
Utility bill assistance (Low-Income Heating and Energy Assistance Programs)	19.5%	9.2%	15.0%
Short-term financial assistance	13.7%	7.3%	18.4%
Budget and credit counseling	11.0%	8.7%	40.8%
Consumer protection	2.4%	4.0%	7.3%
Information and referral	39.8%	34.2%	65.6%
Language translation	9.5%	8.3%	19.4%

TABLE 10.5.1 (continued)

	Pantry Programs	Kitchen Programs	Shelter Programs
Housing services			
Short-term shelter	6.6%	7.0%	79.2%
Subsidized housing assistance	5.3%	4.5%	21.0%
Housing rehabilitation or repair	3.3%	2.4%	5.0%
Health and other services			
Health services or health clinics	9.9%	19.2%	30.8%
Transportation	15.2%	23.2%	63.6%
Clothing	46.3%	37.0%	74.9%
Furniture	20.2%	12.3%	39.6%
Senior programs	11.4%	14.9%	6.5%
No additional services	24.9%	15.2%	3.9%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to Question 4 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 12.2% for pantry programs, 25.5% for kitchen programs, and 17.5% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

n.a. = not applicable.

Eligibility counseling for WIC is provided by 13.3% of pantries and 27.9% of shelters.

Other services the programs or the agencies provide include:

- 22.2% of the pantries, 13.8% of the kitchens, and 40.7% of the shelters provide eligibility counseling for SNAP benefits.
- 25.6% of the shelters provide counseling for other government programs.
- 19.5% of the pantries provide assistance with utility bills.
- 39.8% of the pantries, 34.2% of the kitchens, and 65.6% of the shelters provide information and referral services.
- 40.6% of the shelters provide employment training.
- 9.9% of the pantries, 19.2% of the kitchens, and 30.8% of the shelters provide health services or health clinics.

- 63.6% of the shelters provide transportation.
- 46.3% of the pantries, 37.0% of the kitchens, and 74.9% of the shelters provide clothing.

Table 10.5.2 presents the percentages of food programs that supply the certain services listed in Table 10.5.1 according to whether the program is located in a metropolitan or nonmetropolitan area.

TABLE 10.5.2

OTHER SERVICES OR FACILITIES THAT AGENCIES OR PROGRAMS PROVIDE
IN ADDITION TO FOOD DISTRIBUTION, BY PROGRAM TYPE AND URBAN/METROPOLITAN STATUS

	Urban/Metropolitan Status		
	Central city	Metro, Not Central city	Nonmetro
Pantry Programs			
Nutrition counseling	23.8%	21.7%	26.2%
Eligibility counseling for SNAP benefits	20.7%	22.6%	22.8%
Employment training	7.3%	8.1%	12.1%
Eligibility counseling for other government programs	6.9%	8.3%	9.5%
Utility bill assistance (Low-Income Heating and Energy Assistance Programs)	18.8%	20.8%	18.8%
Budget and credit counseling	10.4%	10.7%	11.8%
Senior programs	10.1%	10.5%	13.0%
No additional services	30.0%	25.7%	21.1%
SAMPLE SIZE (N)	5,992	8,113	9,737
Kitchen Programs			
Nutrition counseling	36.5%	32.0%	34.7%
Eligibility counseling for SNAP benefits	11.8%	12.7%	15.0%
Employment training	21.6%	18.4%	20.1%
Eligibility counseling for other government programs	10.8%	8.9%	11.1%
Utility bill assistance (Low-Income Heating and Energy Assistance Programs)	10.5%	9.2%	8.7%
Budget and credit counseling	9.1%	6.6%	9.5%
Senior programs	20.9%	14.6%	12.7%
No additional services	16.2%	17.8%	13.6%
SAMPLE SIZE (N)	1,284	1,506	3,274
Shelter Programs			
Nutrition counseling	37.0%	40.9%	39.5%
Eligibility counseling for SNAP benefits	39.9%	41.4%	40.7%
Employment training	35.6%	38.9%	43.3%

TABLE 10.5.2 (continued)

	Urban/Metropolitan Status		
	Central city	Metro, Not Central city	Nonmetro
Eligibility counseling for other government programs	24.2%	26.1%	25.9%
Utility bill assistance (Low-Income Heating and Energy Assistance Programs)	21.9%	14.1%	13.0%
Budget and credit counseling	41.8%	39.7%	40.9%
Senior programs	7.6%	5.5%	6.6%
No additional services	4.2%	4.5%	3.4%
SAMPLE SIZE (N)	754	973	2,001

SOURCE: This table was constructed based on usable responses to Questions 2 and 4 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 12.9% for central city programs, 10.7% for metro area programs, and 13.0% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 25.8% for central city programs, 27.4% for metro area programs, and 24.6% for nonmetro programs.

For shelter programs, missing, don't know, and refusal responses combined are 18.9% for central city programs, 16.6% for metro area programs, and 17.5% for nonmetro programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry programs offering nutrition counseling, SNAP eligibility counseling, eligibility counseling for other government programs, utility bill assistance, and pantry programs offering no other services; for kitchen programs offering senior programs; and for shelter programs offering utility bill assistance.

The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry programs offering nutrition counseling, SNAP eligibility counseling, employment training, eligibility counseling for other government programs, senior programs, and pantry program offering no additional services; for kitchen programs offering nutrition counseling, SNAP eligibility counseling, and/or senior programs; and for shelter programs offering employment training and/or utility bill assistance.

Key findings include:

- The percentage of pantry programs that provide eligibility counseling for SNAP benefits is 20.7% for programs in central cities, 22.6% for those in suburban areas (metropolitan areas outside central cities), and 22.8% for those in nonmetropolitan areas.

- The percentage of kitchen programs that provide senior programs is 20.9% for programs in central cities, 14.6% for those in suburban areas (metropolitan areas outside central cities), and 12.7% for those in nonmetropolitan areas.
- The percentage of shelter programs that provide employment training is 35.6% for programs in central cities, 38.9% for those in suburban areas (metropolitan areas outside central cities), and 43.3% for those in nonmetropolitan areas.

Table 10.5.3 shows the distribution of the number of additional services that emergency food programs offer to their clients.

TABLE 10.5.3
NUMBER OF ADDITIONAL SERVICES, BY PROGRAM TYPE

Number of Additional Services or Facilities Provided by Programs	Pantry Programs	Kitchen Programs	Shelter Programs
None	24.9%	15.2%	3.9%
1	16.8%	24.3%	5.5%
2-5	37.4%	39.1%	27.3%
6-10	15.6%	15.3%	36.5%
More than 10	5.3%	6.1%	26.8%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728
Average number of additional services among those that provide at least one such service	3	3	8
Median number of additional services among those that provide at least one such service	2	2	7
SAMPLE SIZE (N)	20,954	4,524	3,066

SOURCE: This table was constructed based on usable responses to Question 4 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 12.2% for pantry programs, 25.5% for kitchen programs, and 17.5% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

Pantries provide, on average among those that provide at least one such service, 3 additional services or facilities. Kitchens and shelters provide, on average among those that provide at least one such service, 3 and 8 additional services, respectively.

- 24.9% of pantry programs, 15.2% of kitchen programs, and 3.9% of shelter programs do not offer any other services or facilities.
- 16.8% of pantry programs, 24.3% of kitchen programs, and 5.5% of shelter programs offer one additional service or facility.
- 37.4% of pantry programs, 39.1% of kitchen programs, and 27.3% of shelter programs offer two to five additional services or facilities.
- 15.6% of pantry programs, 15.3% of kitchen programs, and 36.5% of shelter programs offer as many as 6 to 10 additional services or facilities.
- 5.3% of pantry programs, 6.1% of kitchen programs, and 26.8% of shelter programs offer more than 10 additional services or facilities.

In addition to other services provided by their programs, agencies were asked whether they provide other facilities for their clients. Table 10.5.4 summarizes the results.

TABLE 10.5.4
OTHER FACILITIES AGENCIES PROVIDE IN ADDITION TO
FOOD DISTRIBUTION, BY PROGRAM TYPE

	Agencies with Pantry, Kitchen, or Shelter
Health clinic	5.4%
Group home for physically/mentally disadvantaged	2.5%
Other residential facility	8.9%
Child day care program	6.3%
Youth after school program	12.5%
Summer camp serving low-income clients	7.3%
Senior congregate feeding program	5.8%
Commodity Supplemental Food Program (CSFP) ^a	3.6%
Other ^b	10.1%
No other facilities/programs	65.2%
SAMPLE SIZE (N)	27,452

SOURCE: This table was constructed based on usable responses to Question 26 of the agency survey.

TABLE 10.5.4 (continued)

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 22.4%.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor states in which the CSFP was not offered, agencies most likely confused food received from TEFAP with food received from CSFP.

^bThis includes learning centers, food delivery services, and day programs for mentally disabled adults.

As many as 5.4% of agencies also operate health clinics. Other facilities run by agencies include:

- 2.5% of agencies run group homes for physically/mentally disadvantaged.
- 8.9% of agencies run other types of residential facilities.
- 6.3% of agencies run child day care programs.
- 12.5% of agencies run youth after-school programs.
- 7.3% of agencies run summer camps serving low-income clients.
- 5.8% of agencies run senior congregate-feeding programs.
- 3.6% of agencies run a Commodity Supplemental Food Program (CSFP).
- 10.1% of agencies run some other type of facility not mentioned above.

10.6 TYPE OF AGENCY THAT OPERATES THE PROGRAM

Table 10.6.1 shows types of agencies operating each type of program.

TABLE 10.6.1
TYPE OF AGENCY THAT OPERATES THE PROGRAM

Type of Agency That Operates the Program	Pantry Programs	Kitchen Programs	Shelter Programs	Agencies with Pantry, Kitchen, or Shelter	All Agencies
Faith-based or religion-affiliated nonprofit	71.6%	61.8%	39.2%	67.3%	55.3%
Other private nonprofit	19.6%	29.1%	51.0%	23.7%	32.9%
Governmental	2.0%	2.3%	2.3%	2.1%	2.9%
Community Action Program (CAP)	2.6%	1.8%	2.4%	2.5%	2.4%
Other ^a	4.2%	5.0%	5.1%	4.4%	6.5%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728	27,452	37,212

SOURCE: This table was constructed based on usable responses to Question 27 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 7.8% for pantry programs, 9.7% for kitchen programs, 8.7% for shelter programs, 8.0% for agencies with pantry, kitchen, or shelter programs, and 7.0% for all agencies.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aThis includes various community-based organizations.

Table 10.6.1 shows that 71.6% of the pantries, 61.8% of the kitchens, and 39.2% of the shelters are run by faith-based or religion-affiliated nonprofit agencies. In addition:

- 2.0% of the pantries, 2.3% of the kitchens, and 2.3% of the shelters are run by government-affiliated agencies.
- The remaining agencies are operated by other kinds of private nonprofits, such as community-based charities or philanthropic organizations.

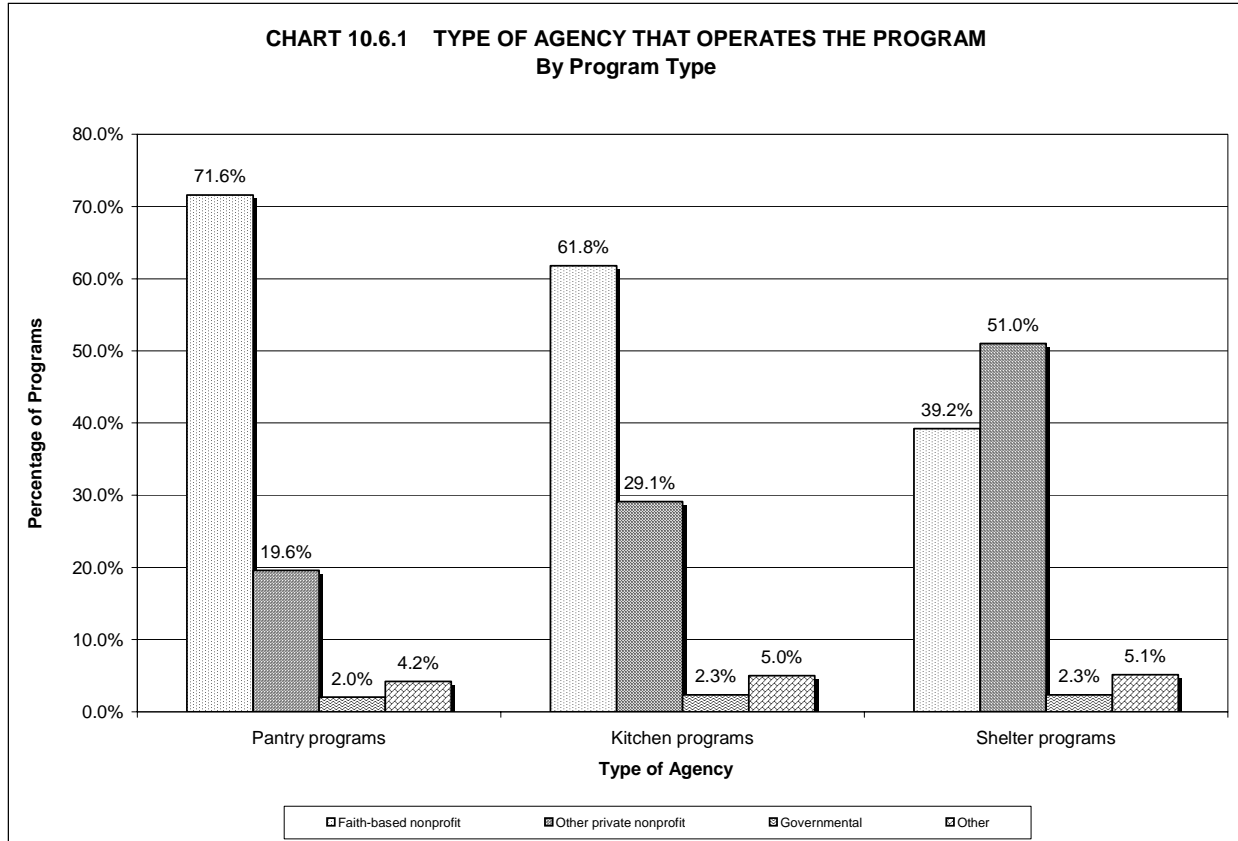


Table 10.6.2 presents the types of agencies operating each type of program according to whether the program is located in a metropolitan or a nonmetropolitan area.

TABLE 10.6.2

TYPE OF AGENCY THAT OPERATES THE PROGRAM, BY URBAN/METROPOLITAN STATUS

	Urban/Metropolitan Status		
	Central city	Metro, Not Central city	Nonmetro
Pantry Programs			
Faith-based or religion-affiliated nonprofit	68.9%	74.2%	71.0%
Other private nonprofit	19.0%	18.0%	21.4%
Governmental	2.4%	1.9%	1.9%
Community Action Program (CAP)	4.7%	2.1%	1.8%
SAMPLE SIZE (N)	5,992	8,113	9,737
Kitchen Programs			
Faith-based or religion-affiliated nonprofit	57.1%	63.5%	62.8%
Other private nonprofit	29.6%	28.2%	29.4%
Governmental	3.9%	1.7%	1.9%
Community Action Program (CAP)	3.3%	1.6%	1.3%
SAMPLE SIZE (N)	1,284	1,506	3,274
Shelter Programs			
Faith-based or religion-affiliated nonprofit	33.4%	36.9%	42.6%
Other private nonprofit	53.5%	53.0%	49.0%
Governmental	1.8%	3.3%	2.0%
Community Action Program (CAP)	5.5%	1.7%	1.6%
SAMPLE SIZE (N)	754	973	2,001

SOURCE: This table was constructed based on usable responses to Questions 2 and 27 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 7.9% for central city programs, 6.9% for metro area programs, and 8.6% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 9.2% for central city programs, 10.5% for metro area programs, and 9.4% for nonmetro programs.

TABLE 10.6.2 (continued)

For shelter programs, missing, don't know, and refusal responses combined are 8.8% for central city programs, 8.7% for metro area programs, and 8.7% for nonmetro programs.

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry programs operated by a faith-based or religion-affiliated nonprofit or CAP agency; for kitchen programs operated by a faith-based or religion-affiliated nonprofit, governmental, or CAP agency; and for shelter programs operated by a CAP agency.

The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry programs operated by all agency types; for kitchen programs operated by a faith-based or religion-affiliated nonprofit, governmental, or CAP agency; and for shelter programs operated by a faith-based or religion-affiliated nonprofit, a non-faith-based or religion affiliated nonprofit, or CAP agency.

Key findings include:

- The percentage of pantry programs that are run by governmental agencies is 2.4% for programs in central cities, 1.9% for those in suburban areas (metropolitan areas outside central cities), and 1.9% for those in nonmetropolitan areas.
- The percentage of kitchen programs that are run by community action programs is 3.3% for programs in central cities, 1.6% for those in suburban areas (metropolitan areas outside central cities), and 1.3% for those in nonmetropolitan areas.
- The percentage of shelter programs that are run by faith-based or religion-affiliated nonprofit agencies is 33.4% for programs in central cities, 36.9% for those in suburban areas (metropolitan areas outside central cities), and 42.6% for those in nonmetropolitan areas.

10.7 PROGRAMS SERVING SELECTED TYPES OF CLIENTS

Agencies were asked whether their programs serve migrant workers, legal immigrants, or undocumented immigrants.⁵⁶

TABLE 10.7.1
PROGRAMS SERVING SELECTED TYPES OF CLIENTS

	Pantry Programs	Kitchen Programs	Shelter Programs
Migrant Workers			
Yes	33.5%	27.8%	25.2%
No	66.5%	72.2%	74.8%
TOTAL	100.0%	100.0%	100.0%
Legal Immigrants			
Yes	57.2%	48.4%	52.0%
No	42.8%	51.6%	48.0%
TOTAL	100.0%	100.0%	100.0%
Undocumented Immigrants			
Yes	36.6%	31.3%	34.2%
No	63.4%	68.7%	65.8%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to Question 18 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For migrant workers, missing, don't know, and refusal responses combined are 37.2% for pantry programs, 42.5% for kitchen programs, and 37.9% for shelter programs. For legal immigrants, missing, don't know, and refusal responses combined are 31.9% for pantry programs, 39.0% for kitchen programs, and 32.0% for shelter programs. For undocumented immigrants, missing, don't know, and refusal responses combined are 43.8% for pantry programs, 48.9% for kitchen programs, and 38.2% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

⁵⁶ The question asked "do the selected programs currently serve any of the following groups?" Agencies had to select "yes," "no," or "don't know" for each of the three types of clients. At the national level, a large number of the responding agencies left these three questions unanswered.

Findings in Table 10.7.1 include:

- 33.5% of the pantries, 27.8% of the kitchens, and 25.2% of the shelters serve migrant workers.
- 57.2% of the pantries, 48.4% of the kitchens, and 52.0% of the shelters serve legal immigrants.
- 36.6% of the pantries, 31.3% of the kitchens, and 34.2% of the shelters serve undocumented immigrants.

10.8 AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 2006 TO 2009

Agencies were asked whether they serve more or fewer clients than they did in 2006.⁵⁷

Table 10.8.1 shows the findings.

TABLE 10.8.1

AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 2006 TO 2009

Agency Estimate of Change in the Number of Clients Compared with Year 2006	Pantry Programs	Kitchen Programs	Shelter Programs
More clients	74.3%	65.4%	54.4%
Fewer clients	5.1%	6.5%	5.5%
About the same number of clients	12.3%	19.7%	33.7%
Program did not exist in 2006	8.2%	8.5%	6.4%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to Question 7 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 10.1% for pantry programs, 18.8% for kitchen programs, and 23.5% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

Regarding the volume of the clients, 74.3% of the pantries, 65.4% of the kitchens, and 54.4% of the shelters indicate that they serve more clients now than they did in 2006.

- 12.3% of the pantries, 19.7% of the kitchens, and 33.7% of the shelters indicated that they serve about the same number of clients in 2009 as in 2006.
- 5.1% of the pantries, 6.5% of the kitchens, and 5.5% of the shelters indicated that they serve fewer clients in 2009 than they did in 2006.

⁵⁷ The actual survey question was, "Compared to 3 years ago, that is, 2006, is this program providing food to more, fewer, or the same number of clients?"

- 8.2% of the pantries, 8.5% of the kitchens, and 6.4% of the shelters did not exist in 2006.

10.9 SEASONALITY OF CLIENT MIX

Agencies were asked whether their programs experience significant change in client mix by season and, if they do, what kinds of change. Results are shown in Table 10.9.1.

TABLE 10.9.1
AGENCY ESTIMATES OF THE SEASONALITY OF CLIENT MIX

Nature of Changes in Client Mix During the Year ^a	Pantry Programs	Kitchen Programs	Shelter Programs
Ratio of men to women changes	22.0%	26.5%	22.2%
Mix of ethnic groups changes	21.7%	24.7%	36.1%
Many more children in summer	31.6%	42.3%	17.7%
Many more migrant workers in summer	5.8%	6.1%	3.2%
Many more migrant workers in winter	4.5%	4.1%	2.2%
Different group of people at the holidays	57.2%	38.6%	30.5%
Other ^b	6.0%	5.3%	5.2%
Do not experience change in client mix	28.6%	31.0%	29.2%
SAMPLE SIZE (N)	21,612	4,943	3,074

SOURCE: This table was constructed based on usable responses to Question 19 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 9.6% for pantry programs, 18.7% for kitchen programs, and 17.7% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aMultiple responses were accepted.

^bThis includes fewer elderly people in winter and more families in winter.

We find that 28.6% of the pantries, 31.0% of the kitchens, and 29.2% of the shelters indicated that they do not experience seasonal changes in the mix of clients during the year. As for the nature of seasonal changes:

- 22.0% of the pantries, 26.5% of the kitchens, and 22.2% of the shelters said they experience changes in the ratio of men to women.
- 31.6% of the pantries, 42.3% of the kitchens, and 17.7% of the shelters said they serve more children in the summer.
- 57.2% of the pantries, 38.6% of the kitchens, and 30.5% of the shelters said they serve a different group of people during the holidays.

Table 10.9.2 presents percentages of programs experiencing seasonal changes in client mix according to whether the programs are located in metropolitan or nonmetropolitan areas.

TABLE 10.9.2
AGENCY ESTIMATES OF THE SEASONALITY OF CLIENT MIX,
BY URBAN/METROPOLITAN STATUS

Nature of Changes in Client Mix During the Year ^a	Urban/Metropolitan Status		
	Central city	Metro, Not Central city	Nonmetro
Pantry Programs			
Ratio of men to women changes	17.3%	20.6%	26.2%
Mix of ethnic groups changes	15.3%	21.0%	26.4%
Many more children in summer	30.8%	30.8%	32.8%
Many more migrant workers in summer	7.2%	5.9%	4.7%
Many more migrant workers in winter	3.5%	5.5%	4.4%
Different group of people at the holidays	56.6%	58.5%	56.4%
Other ^b	6.5%	6.1%	5.6%
Do not experience change in client mix	31.2%	28.3%	27.3%
SAMPLE SIZE (N)	5,509	7,476	8,627
Kitchen Programs			
Ratio of men to women changes	24.5%	26.6%	27.2%
Mix of ethnic groups changes	18.3%	24.7%	27.1%
Many more children in summer	38.0%	42.8%	43.6%
Many more migrant workers in summer	6.3%	6.1%	6.0%
Many more migrant workers in winter	2.2%	6.0%	3.9%
Different group of people at the holidays	37.1%	39.3%	38.8%
Other ^b	5.7%	5.1%	5.2%
Do not experience change in client mix	34.8%	30.2%	29.9%
SAMPLE SIZE (N)	1,039	1,211	2,693
Shelter Programs			
Ratio of men to women changes	22.5%	20.9%	22.7%
Mix of ethnic groups changes	31.3%	37.1%	37.3%
Many more children in summer	24.6%	17.1%	15.5%
Many more migrant workers in summer	5.2%	2.7%	2.7%
Many more migrant workers in winter	1.6%	2.8%	2.1%
Different group of people at the holidays	37.2%	28.7%	28.9%
Other ^b	5.4%	4.9%	5.3%
Do not experience change in client mix	25.8%	31.6%	29.2%
SAMPLE SIZE (N)	617	801	1,656

SOURCE: This table was constructed based on usable responses to Questions 2 and 19 of the agency survey.

TABLE 10.9.2 (continued)

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 8.2% for central city programs, 8.0% for metro area programs, and 11.7% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 18.9% for central city programs, 19.9% for metro area programs, and 18.0% for nonmetro programs.

For shelter programs, missing, don't know, and refusal responses combined are 18.5% for central city programs, 18.1% for metro area programs, and 17.2% for nonmetro programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry programs reporting a changing ratio of men to women, mix of ethnic groups, more migrant workers in summer or in winter, a different group of people at the holidays, or no change in client mix; for kitchen programs reporting a changing mix of ethnic groups, more migrant workers in summer, or no change in client mix; and for shelter programs reporting many more migrant workers in summer, many more children in summer, a different group of people at the holidays, or no change in client mix.

The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry programs reporting a changing ratio of men to women, mix of ethnic groups, many more children in summer, many more migrant workers in summer or in winter, or no change in client mix; for kitchen programs reporting a changing mix of ethnic groups, many more children in summer, many more migrant workers in winter, or no change in client mix; and for shelter programs reporting many more migrant workers in summer, many more children in summer, a different group of people at the holidays, or no change in client mix.

^aMultiple responses were accepted.

^bThis includes fewer elderly people in winter and more families in winter.

Key findings include:

- The percentage of pantry programs that indicated that they do not experience seasonal changes in the mix of clients during the year is 31.2% for programs in central cities, 28.3% for those in suburban areas (metropolitan areas outside central cities), and 27.3% for those in nonmetropolitan areas.
- The percentage of kitchen programs that indicated that they experience seasonal changes in the mix of ethnic groups during the year is 18.3% for programs in central cities, 24.7% for those in suburban areas (metropolitan areas outside central cities), and 27.1% for those in nonmetropolitan areas.

- The percentage of shelter programs that indicated that they do experience increases in the number of children in the summer is 24.6% for programs in central cities, 17.1% for those in suburban areas (metropolitan areas outside central cities), and 15.5% for those in nonmetropolitan areas.

11. AGENCIES AND FOOD PROGRAMS: FOOD SERVICES

To understand the workings of the FA network, it is important to examine the broad differences between providers in their scale of operations. The chapter discusses a number of indicators of the size of provider food service operations. As will be seen, providers vary dramatically in size, from pantries that serve just a few clients a day to pantries and kitchens that provide food to hundreds of clients on a given day of operation.

There is great variation among providers in the detail with which they keep long-term records such as service and client counts. Therefore, the analysis below focuses on measures of size based on either a “typical week” or on the “most recent day the provider was open,” since these are the size concepts to which respondents were in general best able to relate.

11.1 NUMBER OF BOXES OR BAGS DISTRIBUTED IN A TYPICAL WEEK

Agencies were asked how much food their pantries distribute during a typical week.

Table 11.1.1 shows the results.

TABLE 11.1.1
NUMBER OF BOXES OR BAGS DISTRIBUTED IN A TYPICAL WEEK

Pantry Programs	
Programs distributing the following number of boxes or bags of food in a typical week ^a :	
1-9	11.2%
10-29	21.3%
30-49	12.6%
50-99	20.8%
100-299	23.9%
300-499	5.3%
500 or more	4.9%
TOTAL	100.0%

TABLE 11.1.1 (continued)

	Pantry Programs
Average number of boxes or bags of food distributed in a typical week among valid responses ^b	143
Median number of boxes or bags of food distributed in a typical week among valid responses ^b	50
SAMPLE SIZE (N)	23,842

SOURCE: This table was constructed based on usable responses to question 6 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all pantries (as noted earlier in this footnote only) of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 24.6% for pantry programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor pantries, responses greater than 5,000 bags or boxes distributed were recoded as 5,000 bags or boxes.

^bZeros as responses were not included as valid responses for calculating the average and the median.

On average, the participating pantries distributed 143 boxes or bags (median: 50) of food during a typical week. More details on the amount of food distributed during a typical week follow:

- 21.3% of the pantries distributed 10 to 29 boxes or bags of food.
- 12.6% of the pantries distributed 30 to 49 boxes or bags of food.
- 20.8% of the pantries distributed 50 to 99 boxes or bags of food.
- 23.9% of the pantries distributed 100 to 299 boxes or bags of food.
- 5.3% of the pantries distributed 300 to 499 boxes or bags of food.
- 4.9% of the pantries distributed 500 or more boxes or bags.

11.2 AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN

Agencies were asked how much food their programs distributed when they were last open. Results are presented in Table 11.2.1.

TABLE 11.2.1
AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN

	Pantry Programs (in Bags or Boxes)	Kitchen Programs (in Meals)	Shelter Programs (in Meals)
Programs that distributed the following number of boxes/bags or meals of food ^{a,b}			
1-9	15.4%	5.8%	14.6%
10-29	21.5%	10.2%	19.4%
30-49	14.3%	12.4%	17.0%
50-99	20.5%	24.6%	20.4%
100-149	9.9%	14.7%	7.4%
150-199	5.6%	9.2%	4.9%
200-249	3.3%	6.1%	3.3%
250 or more	9.4%	17.0%	13.0%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728
Average number of bags or boxes of food distributed, among valid responses ^{a,b,c}	97	n.a.	n.a.
Median number of bags or boxes of food distributed, among valid responses ^{a,b,c}	45	n.a.	n.a.
Average number of meals served, among valid responses ^{a,b,c}	n.a.	161	84
Median number of meals served, among valid responses ^{a,b,c}	n.a.	88	45
SAMPLE SIZE (N)	16,949	4,019	2,160

SOURCE: This table was constructed based on usable responses to Question 6b of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 30.7% for pantry programs, 35.0% for kitchen programs, and 44.9% for shelter programs.

TABLE 11.2.1 (continued)

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor pantries and kitchens, responses greater than 1,000 bags or boxes distributed or meals served were recoded as 1,000 bags or boxes distributed or meals served. For shelters, responses greater than 300 meals served were recoded as 300 meals served.

^bThe amounts distributed per day can vary substantially over the month, particularly for pantries, so responses may depend on when the survey was filled out.

^cZeros as responses were not included as valid responses for calculating the average and the median.

n.a. = not applicable.

Emergency food programs vary greatly in size. On average, the pantry programs distributed 97 boxes/bags (median: 45) of food when they were last open. The kitchen programs distributed 161 meals (median: 88) and the shelter programs distributed 84 meals (median: 45).

Details follow:

- 15.4% of the pantries and 14.6% of the shelters distributed 1 to 9 boxes or bags or meals of food on the day they were last open.
- 56.2% of the pantries and 56.8% of the shelters distributed 10 to 99 boxes or bags or meals of food on the day they were last open.
- 12.8% of the pantries and 16.3% of the shelters distributed 200 or more boxes or bags or meals of food on the day they were last open.
- 23.1% of the kitchens served more than 200 meals on the day they were last open.

Table 11.2.2 describes how much food programs distributed when they were last open according to whether the program is located in a metropolitan or nonmetropolitan area.

TABLE 11.2.2
AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN,
BY URBAN/METROPOLITAN STATUS

	Urban/Metropolitan Status		
	Central city	Metro, Not Central city	Nonmetro
Pantry Programs			
Average number of bags or boxes of food distributed, among valid responses ^{a,b,c}	87	100	100
Median number of bags or boxes of food distributed, among valid responses ^{a,b,c}	40	48	45
SAMPLE SIZE (N)	4,271	5,933	6,745
Kitchen Programs			
Average number of meals served, among valid responses ^{a,b,c}	131	154	175
Median number of meals served, among valid responses ^{a,b,c}	70	79	100
SAMPLE SIZE (N)	844	990	2,185
Shelter Programs			
Average number of meals served, among valid responses ^{a,b,c}	48	75	100
Median number of meals served, among valid responses ^{a,b,c}	26	40	60
SAMPLE SIZE (N)	416	577	1,167

SOURCE: This table was constructed based on usable responses to Questions 2 and 6b of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 30.9% for central city programs, 28.4% for metro area programs, and 32.6% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 35.5% for central city programs, 35.5% for metro area programs, and 34.7% for nonmetro programs.

For shelter programs, missing, don't know, and refusal responses combined are 50.3% for central city programs, 43.7% for metro area programs, and 43.5% for nonmetro programs.

TABLE 11.2.2 (continued)

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry and shelter programs. The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for all program types.

^aFor pantries and kitchens, responses greater than 1,000 bags or boxes distributed or meals served were recoded as 1,000 bags or boxes distributed or meals served. For shelters, responses greater than 300 meals served were recoded as 300 meals served.

^bThe amounts distributed per day can vary substantially over the month, particularly for pantries, so responses may depend on when the survey was filled out.

^cZeros as responses were not included as valid responses for calculating the average and the median.

n.a. = not applicable.

Key findings include:

- For pantry programs, the average number of boxes/bags distributed is 87 for programs in central cities, 100 for those in suburban areas (metropolitan areas outside central cities), and 100 for those in nonmetropolitan areas.
- For kitchen programs, the average number of meals served is 131 for programs in central cities, 154 for those in suburban areas (metropolitan areas outside central cities), and 175 for those in nonmetropolitan areas.
- For shelter programs, the average number of meals served is 48 for programs in central cities, 75 for those in suburban areas (metropolitan areas outside central cities), and 100 for those in nonmetropolitan areas.

Table 11.2.3 describes how much food programs distributed when they were last open, according to the type of agency that operates the program.

TABLE 11.2.3
AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN,
BY TYPE OF AGENCY THAT OPERATES THE PROGRAM

	Agency Type			
	Faith-Based or Religion- Affiliated Nonprofit	Other Private Nonprofit	Governmental	Community Action Program (CAP)
Pantry Programs				
Average number of bags or boxes of food distributed, among valid responses ^{a,b,c}	94	108	73	97
Median number of bags or boxes of food distributed, among valid responses ^{a,b,c}	45	42	34	40
SAMPLE SIZE (N)	11,871	2,909	293	439
Kitchen Programs				
Average number of meals served, among valid responses ^{a,b,c}	148	186	219	187
Median number of meals served, among valid responses ^{a,b,c}	90	90	89	100
SAMPLE SIZE (N)	2,466	1,046	72	59
Shelter Programs				
Average number of meals served, among valid responses ^{a,b,c}	95	78	68	49
Median number of meals served, among valid responses ^{a,b,c}	54	42	21	28
SAMPLE SIZE (N)	751	1,155	35	41

SOURCE: This table was constructed based on usable responses to Questions 6b and 27 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 25.9% for programs in faith-based agencies, 35.5% for private nonprofit programs, 37.6% for governmental programs, and 29.7% for community action programs.

For kitchen programs, missing, don't know, and refusal responses combined are 28.8% for programs in faith-based agencies, 35.0% for private nonprofit programs, 47.0% for governmental programs, and 41.6% for community action programs.

TABLE 11.2.3 (continued)

For shelter programs, missing, don't know, and refusal responses combined are 46.8% for programs in faith-based agencies, 36.4% for private nonprofit programs, 58.9% for governmental programs, and 53.0% for community action programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor pantries and kitchens, responses greater than 1,000 bags or boxes distributed or meals served were recoded as 1,000 bags or boxes distributed or meals served. For shelters, responses greater than 300 meals served were recoded as 300 meals served.

^bIt should be noted that, particularly for pantries, amounts distributed per day can vary substantially over the month, so responses may depend on when the survey was filled out.

^cZeros as responses were not included as valid responses for calculating the average and the median.

n.a. = not applicable.

Key findings include:

- For pantry programs, the average number of boxes/bags distributed on the day they were last open is 108 for programs operated by private nonprofit agencies that are neither faith-based nor religion-affiliated, compared to 73 for programs operated by governmental agencies.
- For kitchen programs, the average number of meals served on the day they were last open is 148 for programs operated by faith-based or religion-affiliated nonprofit agencies, compared to 219 for those operated by governmental agencies.
- For shelter programs, the average number of meals served on the day they were last open is 95 for programs operated by faith-based or religion-affiliated nonprofit agencies, compared to 49 for those operated by community action programs.

12. AGENCIES AND FOOD PROGRAMS: ABILITY TO MEET CLIENT NEEDS

The study has also examined the capacity of the agencies and food programs to meet client needs. Below, we consider the stability of the programs, the main problems they face, and the degree to which they have had to stretch resources or turn away clients. Reasons that some agencies have had to turn away clients are also discussed.

12.1 STABILITY OF EXISTING FOOD PROGRAMS

Agencies were asked whether their food programs are stable or facing problems that threaten their food programs' continued operation and, if so, which of several listed factors are the causes of the threat. Agencies were asked to check more than one reason, if appropriate. Table 12.1.1 shows the percentage of food programs affected by each of the factors cited.

TABLE 12.1.1
STABILITY OF EXISTING FOOD PROGRAMS

	Pantry Programs	Kitchen Programs	Shelter Programs
Nature of the problem ^a			
Problems related to funding	48.3%	55.5%	67.0%
Problems related to food supplies	42.1%	32.3%	17.9%
Problems related to volunteers	14.8%	15.8%	8.7%
Problems related to paid staff or personnel	7.1%	15.8%	21.4%
Other problems	4.1%	3.2%	3.3%
Community resistance	2.1%	4.5%	6.6%
Programs not facing problems that threaten their continued operation	33.4%	32.7%	27.0%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to Question 17 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

TABLE 12.1.1 (continued)

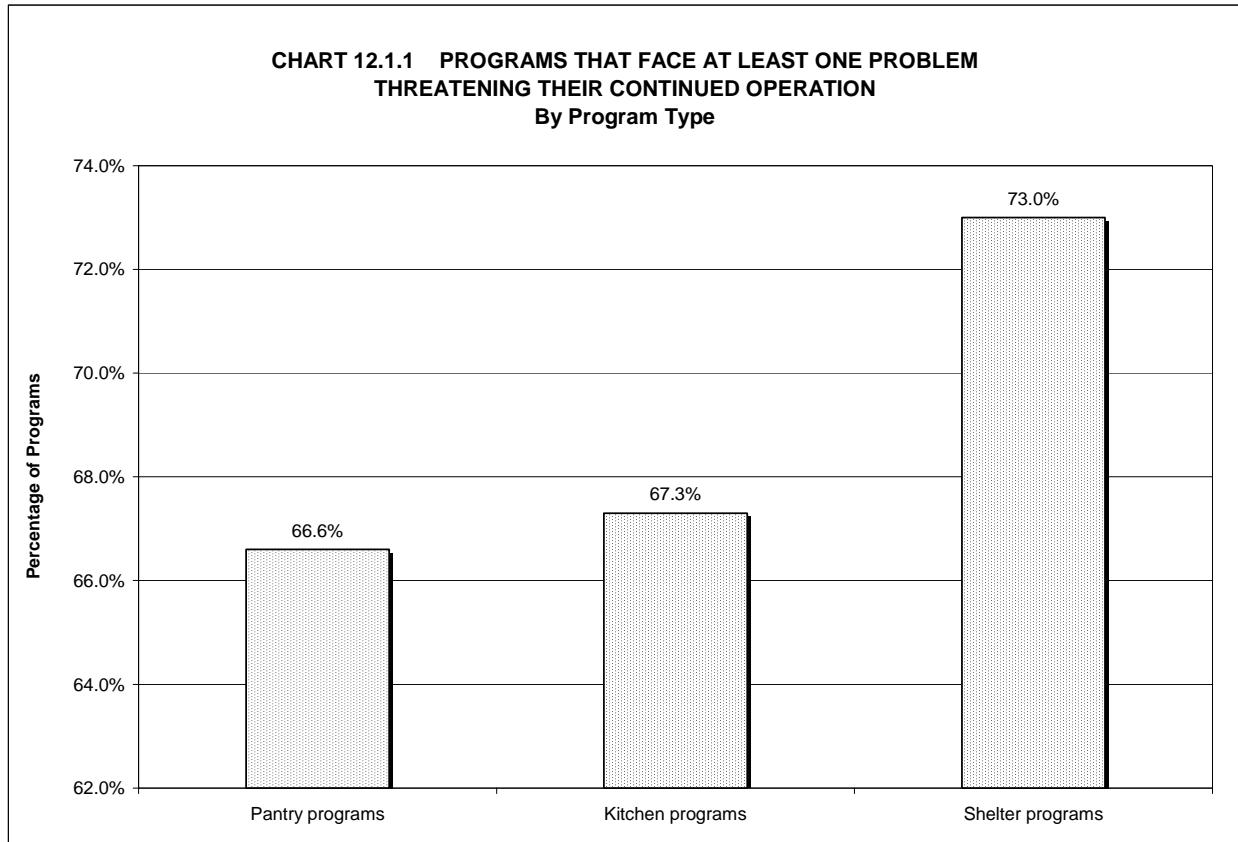
Missing, don't know, and refusal responses combined are 10.8% for pantry programs, 20.6% for kitchen programs, and 23.2% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aMultiple responses were accepted.

As Table 12.1.1 shows, 66.6% of the pantries, 67.3% of the kitchens, and 73.0% of the shelters believe they are facing one or more problems that threaten their continued operation:

- 48.3% of pantries, 55.5% of kitchens, and 67.0% of shelters referred to funding issues as a threat; 42.1% of the pantries, 32.3% of kitchens, and 17.9% of shelters indicated food supplies as a threat to their continued operation.
- 15.8% of kitchens and 21.4% of shelters identified issues related to paid staff or personnel as a threat; 14.8% of pantries and 15.8% of kitchens indicated that volunteer-related problems posed a threat.



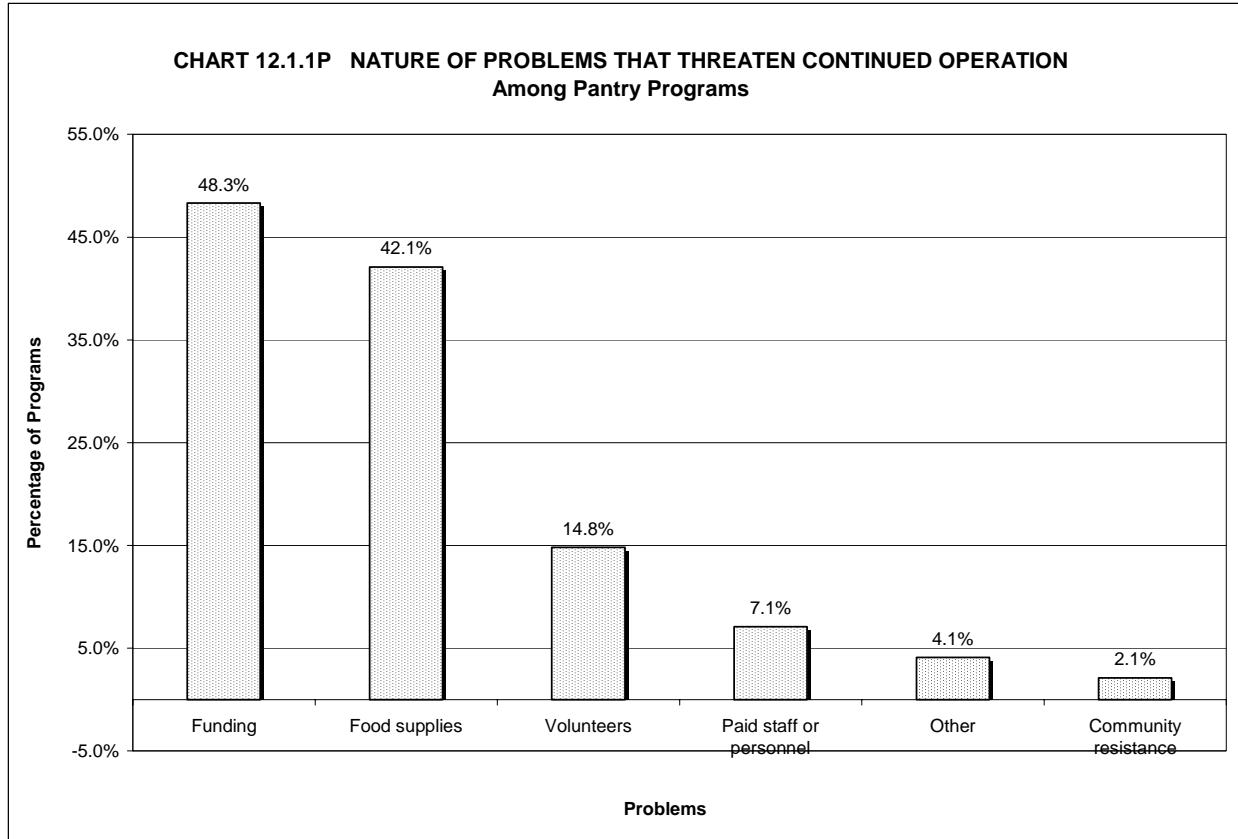


Table 12.1.2 shows the percentage of food programs affected by each of the factors cited, according to whether the program is located in a metropolitan or nonmetropolitan area.

TABLE 12.1.2

STABILITY OF EXISTING FOOD PROGRAMS, BY URBAN/METROPOLITAN STATUS

	Urban/Metropolitan Status		
	Central city	Metro, not Central city	Nonmetro
Pantry Programs^a			
Problems related to funding	45.5%	46.9%	51.1%
Problems related to food supplies	40.3%	42.6%	42.9%
Problems related to paid staff or personnel	5.8%	6.2%	8.7%
Problems related to volunteers	13.9%	14.2%	15.9%
SAMPLE SIZE (N)	5,992	8,113	9,737
Kitchen Programs^a			
Problems related to funding	53.7%	56.5%	55.8%
Problems related to food supplies	28.9%	33.9%	32.9%
Problems related to paid staff or personnel	16.8%	14.3%	16.0%
Problems related to volunteers	16.3%	15.0%	16.0%
SAMPLE SIZE (N)	1,284	1,506	3,274
Shelter Programs^a			
Problems related to funding	67.0%	69.6%	65.7%
Problems related to food supplies	18.2%	17.0%	18.2%
Problems related to paid staff or personnel	22.1%	23.3%	20.2%
Problems related to volunteers	10.6%	9.0%	7.8%
SAMPLE SIZE (N)	754	973	2,001

SOURCE: This table was constructed based on usable responses to Questions 2 and 17 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 10.0% for central city programs, 9.0% for metro area programs, and 12.8% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 19.1% for central city programs, 22.0% for metro area programs, and 20.5% for nonmetro programs.

For shelter programs, missing, don't know, and refusal responses combined are 24.3% for central city programs, 22.9% for metro area programs, and 22.9% for nonmetro programs.

TABLE 12.1.2 (continued)

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for kitchen programs reporting problems related to food supplies. The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for all pantry responses.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aMultiple responses were accepted.

We find that 45.5% of pantry programs in central cities believe they are facing problems related to funding. This percentage is 46.9% for programs in suburban areas (metropolitan areas outside central cities) and 51.1% for programs in nonmetropolitan areas.

Table 12.1.3 shows the percentage of food programs affected by each of the factors cited according to the type of agency that operates the program.

TABLE 12.1.3

STABILITY OF EXISTING FOOD PROGRAMS, BY TYPE OF AGENCY THAT OPERATES THE PROGRAM

	Agency Type			
	Faith-Based or Religion-Affiliated Nonprofit	Other Private Nonprofit	Governmental	Community Action Program (CAP)
Pantry Programs^a				
Problems related to funding	46.6%	57.1%	40.6%	50.6%
Problems related to food supplies	42.3%	42.8%	38.5%	42.2%
Problems related to paid staff or personnel	5.2%	13.7%	7.1%	12.8%
Problems related to volunteers	15.4%	13.6%	10.8%	15.9%
SAMPLE SIZE (N)	15,657	4,389	450	601
Kitchen Programs^a				
Problems related to funding	52.8%	61.4%	59.2%	67.0%
Problems related to food supplies	33.5%	29.6%	24.1%	31.2%
Problems related to paid staff or personnel	11.9%	22.2%	14.6%	23.9%
Problems related to volunteers	17.2%	12.1%	9.0%	12.3%
SAMPLE SIZE (N)	3,395	1,597	131	102

TABLE 12.1.3 (continued)

	Shelter Programs ^a			
Problems related to funding	62.8%	70.3%	51.3%	58.4%
Problems related to food supplies	19.8%	15.9%	22.5%	22.6%
Problems related to paid staff or personnel	21.1%	20.8%	29.3%	23.0%
Problems related to volunteers	9.7%	7.5%	8.6%	5.1%
SAMPLE SIZE (N)	1,334	1,749	79	80

SOURCE: This table was constructed based on usable responses to Questions 17 and 27 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 6.2% for programs in a faith-based agency, 13.4% for private nonprofit programs, 12.0% for governmental programs, and 7.9% for community action programs.

For kitchen programs, missing, don't know, and refusal responses combined are 15.2% for programs in a faith-based agency, 17.9% for private nonprofit programs, 26.4% for governmental programs, and 30.5% for community action programs.

For shelter programs, missing, don't know, and refusal responses combined are 27.0% for programs in a faith-based agency, 13.0% for private nonprofit programs, 32.1% for governmental programs, and 28.2% for community action programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aMultiple responses were accepted.

Key findings include:

- For pantry programs, 40.6% of programs operated by governmental agencies believe they are facing problems related to funding, compared to 57.1% of programs operated by private nonprofit agencies that are neither faith-based nor religion-affiliated.
- For kitchen programs, 9.0% of programs operated by governmental agencies believe they are facing problems related to volunteers, compared to 17.2% of programs operated by faith-based or religion-affiliated nonprofit agencies.
- For shelter programs, 22.6% of programs operated by community action program agencies indicated food supplies as a threat to their continued operation. This compares to 22.5% of programs operated by governmental agencies and 19.8% operated by faith-based or religion-affiliated nonprofit agencies.

12.2 FREQUENCY OF STRETCHING FOOD RESOURCES

Agencies were asked whether their programs ever had to ration or limit food in order to provide some food to all clients and, if so, how often. Table 12.2.1 shows the varying degrees of frequency with which the food programs stretched food resources.

TABLE 12.2.1
FREQUENCY OF STRETCHING FOOD RESOURCES

During 2008, How Often Did the Program Have to Reduce Meal Portions or Reduce the Quantity of Food in Food Packages Because of a Lack of Food	Pantry Programs	Kitchen Programs	Shelter Programs
Never	34.5%	62.2%	68.6%
Rarely	40.8%	26.0%	21.3%
SUBTOTAL	75.2%	88.2%	89.9%
Sometimes	22.6%	11.0%	9.3%
Always	2.2%	0.8%	0.8%
SUBTOTAL	24.8%	11.8%	10.1%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to Question 13 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 8.3% for pantry programs, 18.7% for kitchen programs, and 24.0% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

During 2008, 34.5% of pantries, 62.2% of kitchens, and 68.6% of shelters never experienced the need to stretch food resources (reduce meal portions or reduce the quantity of food in food packages).

- Nevertheless, 24.8% of the pantries, 11.8% of the kitchens, and 10.1% of the shelters indicated that they sometimes or always had to stretch food resources.

The data presented above indicate that substantial numbers of programs found it necessary, either sometimes or always, to reduce meal portions or reduce the quantity of food in food packages because of lack of food (Table 12.2.1N).

TABLE 12.2.1N

ESTIMATED NUMBER OF PROGRAMS HAVING TO STRETCH FOOD RESOURCES

During 2008, How Often the Program Had to Reduce Meal Portions or Reduce the Quantity of Food in Food Packages Because of a Lack of Food	Pantry Programs	Kitchen Programs	Shelter Programs
Never	11,212	2,739	2,399
Rarely	13,280	1,148	755
SUBTOTAL	24,472	3,887	3,154
Sometimes	7,345	479	325
Always	682	35	28
SUBTOTAL	8,027	514	359
ESTIMATED TOTAL NUMBER OF PROGRAMS^a	32,499	4,397	3,513

^aSee Chapter 4 for details.

Key findings include:

- An estimated 8,027 pantries, 514 kitchens, and 359 shelters reported having to stretch the available food.

Table 12.2.2 shows the varying degrees of frequency with which the food programs stretched food resources, according to whether the program is located in a metropolitan and nonmetropolitan area.

TABLE 12.2.2

FREQUENCY OF STRETCHING FOOD RESOURCES, BY URBAN/METROPOLITAN STATUS

During 2008, How Often Did the Program Have to Reduce Meal Portions or Reduce the Quantity of Food in Food Packages Because of a Lack of Food	Urban/Metropolitan Status		
	Central city	Metro, not Central city	Nonmetro
Pantry Programs			
Never	37.5%	33.5%	33.4%
Rarely	41.2%	41.2%	40.1%
SUBTOTAL	78.7%	74.6%	73.6%
Sometimes	19.3%	23.0%	24.4%
Always	2.0%	2.3%	2.1%
SUBTOTAL	21.3%	25.4%	26.4%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	5,992	8,113	9,737
Kitchen Programs			
Never	68.2%	62.3%	59.9%
Rarely	23.9%	24.5%	27.5%
SUBTOTAL	92.1%	86.8%	87.4%
Sometimes	7.6%	11.9%	11.9%
Always	0.3%	1.2%	0.7%
SUBTOTAL	7.9%	13.2%	12.6%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	1,284	1,506	3,274
Shelter Programs			
Never	69.4%	69.2%	68.0%
Rarely	20.2%	21.8%	21.4%
SUBTOTAL	89.6%	90.9%	89.4%
Sometimes	9.1%	8.6%	9.7%
Always	1.3%	0.5%	0.9%
SUBTOTAL	10.4%	9.1%	10.6%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	754	973	2,001

SOURCE: This table was constructed based on usable responses to Question 13 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

TABLE 12.2.2 (continued)

For pantry programs, missing, don't know, and refusal responses combined are 7.1% for central city programs, 6.9% for metro area programs, and 10.3% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 18.4% for central city programs, 20.4% for metro area programs, and 18.0% for nonmetro programs.

For shelter programs, missing, don't know, and refusal responses combined are 25.8% for central city programs, 22.5% for metro area programs, and 24.1% for nonmetro programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry and kitchen programs reporting "never" or "sometimes." The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry and kitchen programs reporting "never" or "sometimes."

We find that 78.7% of pantry programs in central cities never or rarely experienced the need to stretch food resources (reduce meal portions or the quantity of food in packages). The percentage is 74.6% for programs in suburban areas (metropolitan areas outside central cities) and 73.6% for programs in nonmetropolitan areas. In addition, we find:

- For kitchen programs, 68.2% of programs in central cities never experienced the need to stretch food resources (reduce meal portions or the quantity of food in packages). The percentage is 62.3% for programs in suburban areas (metropolitan areas outside central cities) and 59.9% for programs in nonmetropolitan areas.
- For shelter programs, 69.4% of programs located in central cities never experienced the need to stretch food resources (reduce meal portions or the quantity of food in packages). The percentage is 69.2% for programs in suburban areas (metropolitan areas outside central cities) and 68.0% for programs in nonmetropolitan areas.

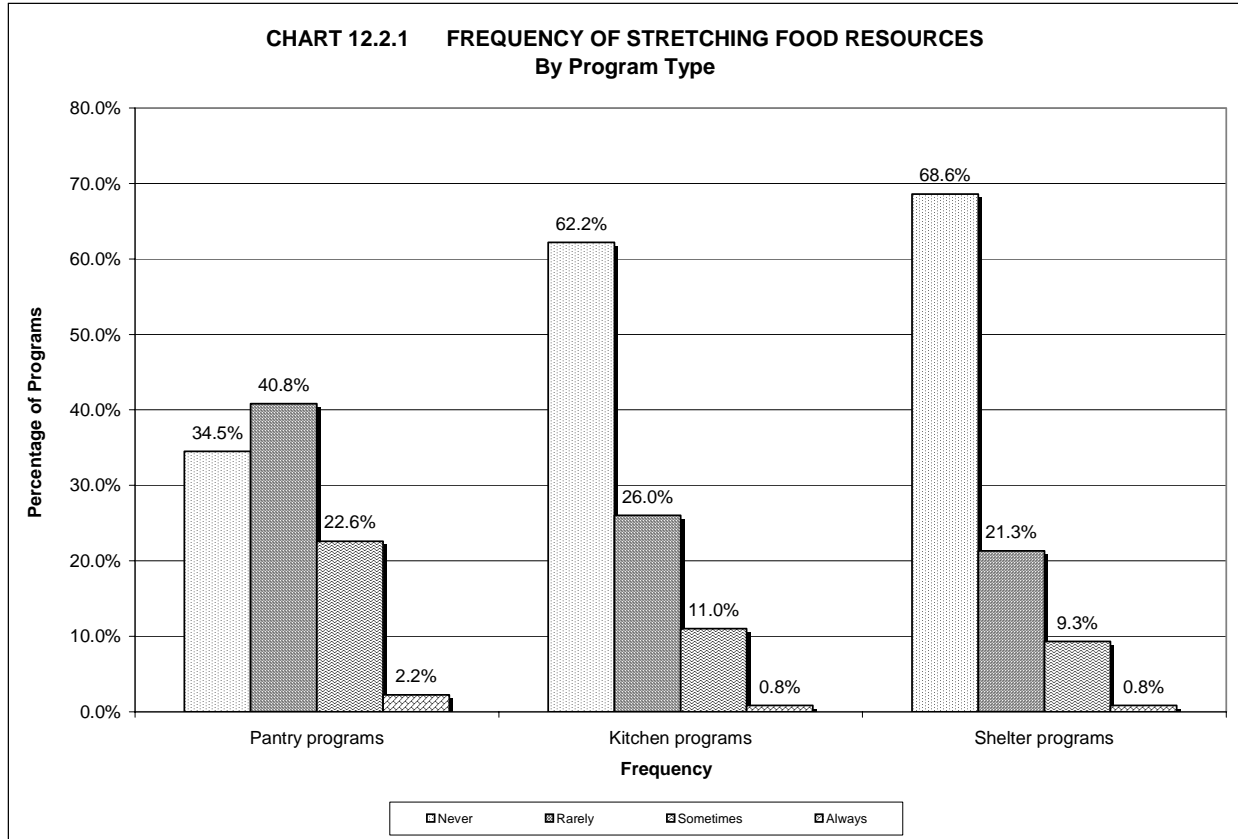


Table 12.2.3 shows the varying degrees of frequency with which the food programs stretched food resources, according to the type of agency that operates the program.

TABLE 12.2.3
 FREQUENCY OF STRETCHING FOOD RESOURCES, BY TYPE OF AGENCY THAT OPERATES THE PROGRAM

During 2008, How Often Did the Program Have to Reduce Meal Portions or Reduce the Quantity of Food in Food Packages Because of a Lack of Food	Agency Type			
	Faith-Based or Religion-Affiliated Nonprofit	Other Private Nonprofit	Governmental	Community Action Program (CAP)
Pantry Programs				
Never	33.0%	36.5%	40.4%	30.3%
Rarely	42.2%	37.3%	40.8%	40.9%
SUBTOTAL	75.3%	73.8%	81.1%	71.2%
Sometimes	22.7%	23.6%	17.1%	26.7%
Always	2.0%	2.6%	1.7%	2.1%
SUBTOTAL	24.7%	26.2%	18.9%	28.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	15,657	4,389	450	601
Kitchen Programs				
Never	59.9%	64.6%	71.0%	68.9%
Rarely	28.2%	22.9%	20.4%	22.0%
SUBTOTAL	88.0%	87.5%	91.5%	90.9%
Sometimes	11.2%	11.8%	7.4%	7.9%
Always	0.8%	0.7%	1.1%	1.1%
SUBTOTAL	12.0%	12.5%	8.5%	9.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	3,395	1,597	131	102
Shelter Programs				
Never	66.1%	70.2%	71.3%	72.5%
Rarely	22.8%	20.6%	20.2%	15.3%
SUBTOTAL	88.9%	90.8%	91.4%	87.8%
Sometimes	10.3%	8.5%	6.9%	10.5%
Always	0.7%	0.7%	1.6%	1.7%
SUBTOTAL	11.1%	9.2%	8.6%	12.2%

TABLE 12.2.3 (continued)

During 2008, How Often Did the Program Have to Reduce Meal Portions or Reduce the Quantity of Food in Food Packages Because of a Lack of Food	Agency Type			
	Faith-Based or Religion-Affiliated Nonprofit	Other Private Nonprofit	Governmental	Community Action Program (CAP)
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	1,334	1,749	79	80

SOURCE: This table was constructed based on usable responses to Question 13 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 3.8% for programs operated by faith-based agencies, 11.8% for programs operated by nonprofit agencies, 9.9% for programs operated by governmental agencies, and 6.2% for programs operated by community action programs.

For kitchen programs, missing, don't know, and refusal responses combined are 14.0% for programs operated by faith-based agencies, 15.4% for programs operated by nonprofit agencies, 23.4% for programs operated by governmental agencies, and 25.4% for programs operated by community action programs.

For shelter programs, missing, don't know, and refusal responses combined are 28.8% for programs operated by faith-based agencies, 13.8% for programs operated by nonprofit agencies, 32.8% for programs operated by governmental agencies, and 29.5% for programs operated by community action programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

We find that 40.4% of pantry programs operated by governmental agencies never experienced the need to stretch food resources (reduce meal portions or the quantity of food in packages). The percentage is 30.3% for programs operated by community action program agencies and 33.0% for programs operated by faith-based or religion-affiliated nonprofit agencies. In addition, we find:

- For kitchen programs, 71.0% of programs operated by governmental agencies never had to stretch food resources (reduce meal portions or the quantity of food

in packages). The percentage is 59.9% for programs operated by faith-based or religion-affiliated nonprofit agencies.

- For shelter programs, 70.2% of programs operated by non-faith-based or religion-affiliated nonprofit agencies never had to stretch food resources (reduce meal portions or the quantity of food in packages). The percentage is 66.1% for programs operated by faith-based or religion-affiliated nonprofit agencies.

12.3 PROGRAMS THAT TURNED AWAY CLIENTS

Agencies were asked whether clients had been turned away within the past year and, if so, how many and for what reasons. Agencies were asked to use either their records or their best recollection to supply this information. Table 12.3.1 and Table 12.3.2 show the results.

TABLE 12.3.1
PROGRAMS THAT TURNED AWAY CLIENTS

	Pantry Programs	Kitchen Programs	Shelter Programs
Did the program turn away clients during the past year? ^a			
Yes	26.6%	9.9%	43.3%
No	73.4%	90.1%	56.7%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728
Average number of clients turned away in the past year among those that turned away at least one client	72	72	211
Median number of clients turned away in the past year among those that turned away at least one client	15	10	39
SAMPLE SIZE (N) – Programs providing a valid number of clients who were turned away	3,121	309	609
Reasons for turning away clients ^b			
Clients abused program/came too often	49.5%	6.0%	13.1%
Lack of food resources	44.8%	45.1%	17.7%
Clients lived outside service area	41.3%	7.2%	9.6%
Clients were ineligible or could not prove eligibility	34.0%	14.0%	36.0%
Clients had no proper identification	26.7%	4.9%	10.5%
Services needed not provided by the program	20.3%	17.5%	43.8%
Client's income exceeded the guidelines	20.1%	3.9%	2.0%
Clients exhibited drug, alcohol, or behavior problem	15.8%	45.3%	51.3%
Other	7.6%	18.2%	41.2%
SAMPLE SIZE (N) – Programs that turned away clients	5,622	472	1,199

SOURCE: This table was constructed based on usable responses to questions 9, 10, and 12 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For programs that turned away clients, missing, don't know, and refusal responses combined are 11.1% for pantry programs, 21.1% for kitchen programs, and 26.1% for shelter programs.

TABLE 12.3.1 (continued)

For reasons for turning away clients, missing, don't know, and refusal responses combined are 1.2% for pantry programs, 5.7% for kitchen programs, and 3.1% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor pantries, responses greater than 3,000 clients turned away were recoded as 3,000 clients. For kitchens and shelters, responses greater than 2,500 clients turned away were recoded as 2,500 clients.

^bMultiple responses were accepted.

As Table 12.3.1 shows, 26.6% of the pantries, 9.9% of the kitchens, and 43.3% of the shelters responded that they had turned away clients during the past year. Their reasons follow:

- Among programs that turned away clients, 44.8% of the pantries, 45.1% of the kitchens, and 17.7% of the shelters did so at least once because they lacked food resources.
- Among programs that turned away clients, 20.3% of the pantries, 17.5% of the kitchens, and 43.8% of the shelters did so at least once because they did not provide the services the clients needed.
- Among programs that turned away clients, 34.0% of the pantries, 14.0% of the kitchens, and 36.0% of the shelters did so at least once because the clients were ineligible or could not prove eligibility.
- Among programs that turned clients, 49.5% of the pantries, 6.0% of the kitchens, and 13.1% of the shelters did so clients at least once because the clients abused the program or came too often.

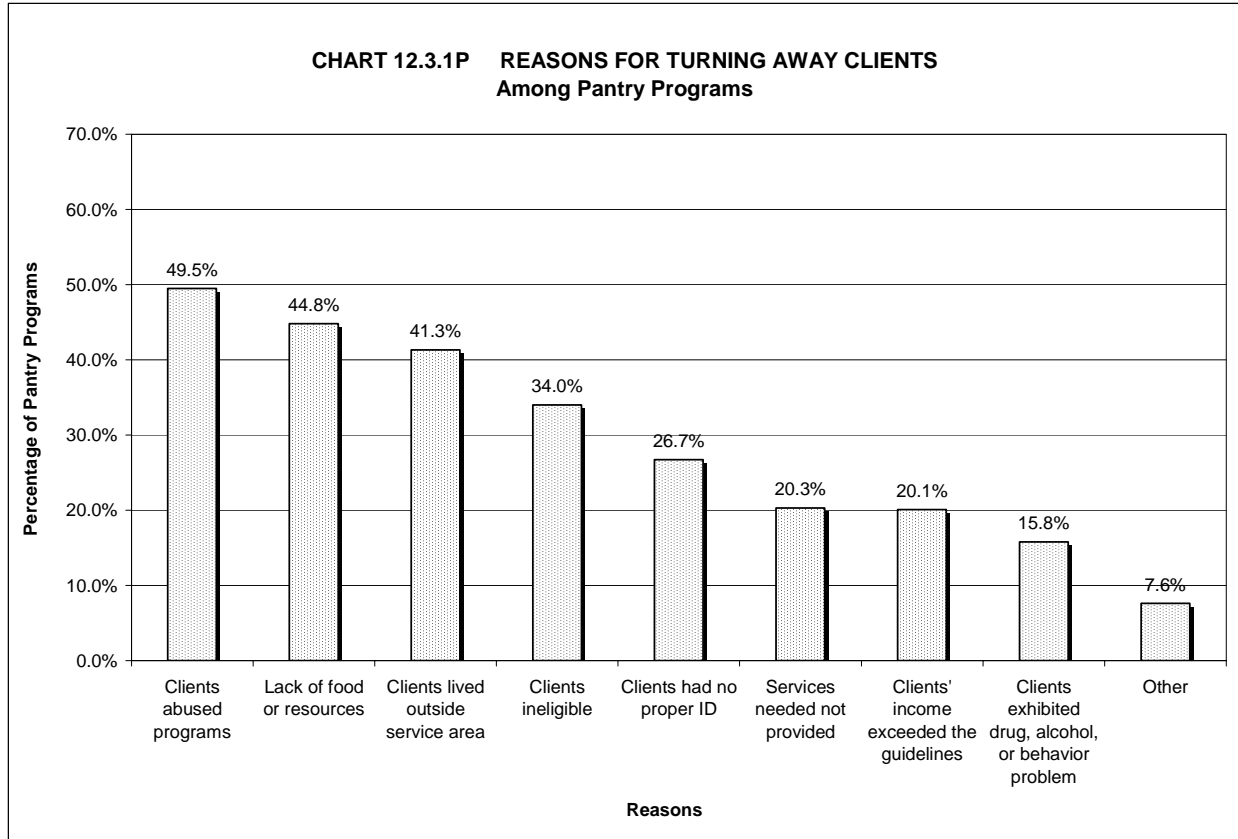


TABLE 12.3.2

MOST FREQUENT REASONS THE PROGRAM TURNED AWAY CLIENTS

	Pantry Programs	Kitchen Programs	Shelter Programs
Most frequent reason			
Lack of food or resources	32.6%	36.6%	14.3%
Services needed not provided by the program	4.6%	4.8%	12.6%
Clients were ineligible or could not prove eligibility	8.5%	6.4%	12.9%
Clients abused program/came too often	20.3%	1.2%	3.0%
Clients exhibited drug, alcohol, or behavior problem	2.7%	33.0%	18.4%
Clients lived outside service area	17.8%	3.1%	1.4%
Clients had no proper identification	5.0%	1.1%	2.2%
Client's income exceeded the guidelines	3.9%	1.0%	0.4%
Other	4.5%	12.7%	34.8%
TOTAL	100.0%	100.0%	100.0%
Second most frequent reason			
Lack of food or resources	11.0%	18.4%	5.6%
Services needed not provided by the program	11.7%	21.2%	25.1%
Clients were ineligible or could not prove eligibility	12.2%	7.3%	17.0%
Clients abused program/came too often	22.0%	7.8%	6.2%
Clients exhibited drug, alcohol, or behavior problem	5.3%	27.5%	23.8%
Clients lived outside service area	14.6%	1.5%	4.5%
Clients had no proper identification	13.0%	4.3%	4.9%
Client's income exceeded the guidelines	6.8%	2.8%	0.7%
Other	3.4%	9.2%	12.1%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Programs that turned away clients	5,622	472	1,199

SOURCE: This table was constructed based on usable responses to Question 11 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For the most frequent reason, missing, don't know, and refusal responses combined are 7.1% for pantry programs, 14.5% for kitchen programs, and 10.6% for shelter programs. For the second most frequent reason, these percentages are 29.7%, 57.6%, and 28.8% for shelter programs, respectively.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

12.4 ADDITIONAL FOOD RESOURCES NEEDED PER WEEK

Agencies were asked how much additional food they needed during a typical week to adequately meet the demand for food at kitchen and shelter programs. Results are summarized in Table 12.4.1.

TABLE 12.4.1

ADDITIONAL FOOD RESOURCES NEEDED PER WEEK BY KITCHEN AND SHELTER PROGRAMS

	Pantry Programs	Kitchen Programs	Shelter Programs
No additional meals or meal equivalents needed	n.a.	62.0%	69.6%
1 to 10 additional meals or meal equivalents needed	n.a.	6.2%	6.0%
11 to 49 additional meals or meal equivalents needed	n.a.	11.3%	10.0%
50 to 149 additional meals or meal equivalents needed	n.a.	12.3%	8.0%
150 or more additional meals or meal equivalents needed	n.a.	8.2%	6.5%
TOTAL	n.a.	100.0%	100.0%
SAMPLE SIZE (N)	n.a.	6,064	3,728
Average number of additional meal equivalents needed among valid answers ^b	n.a.	137	144
Median number of additional meal equivalents needed among valid answers ^b	n.a.	50	40
SAMPLE SIZE (N) – Programs that need more food resources	n.a.	1,473	622

SOURCE: This table was constructed based on usable responses to Question 14 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

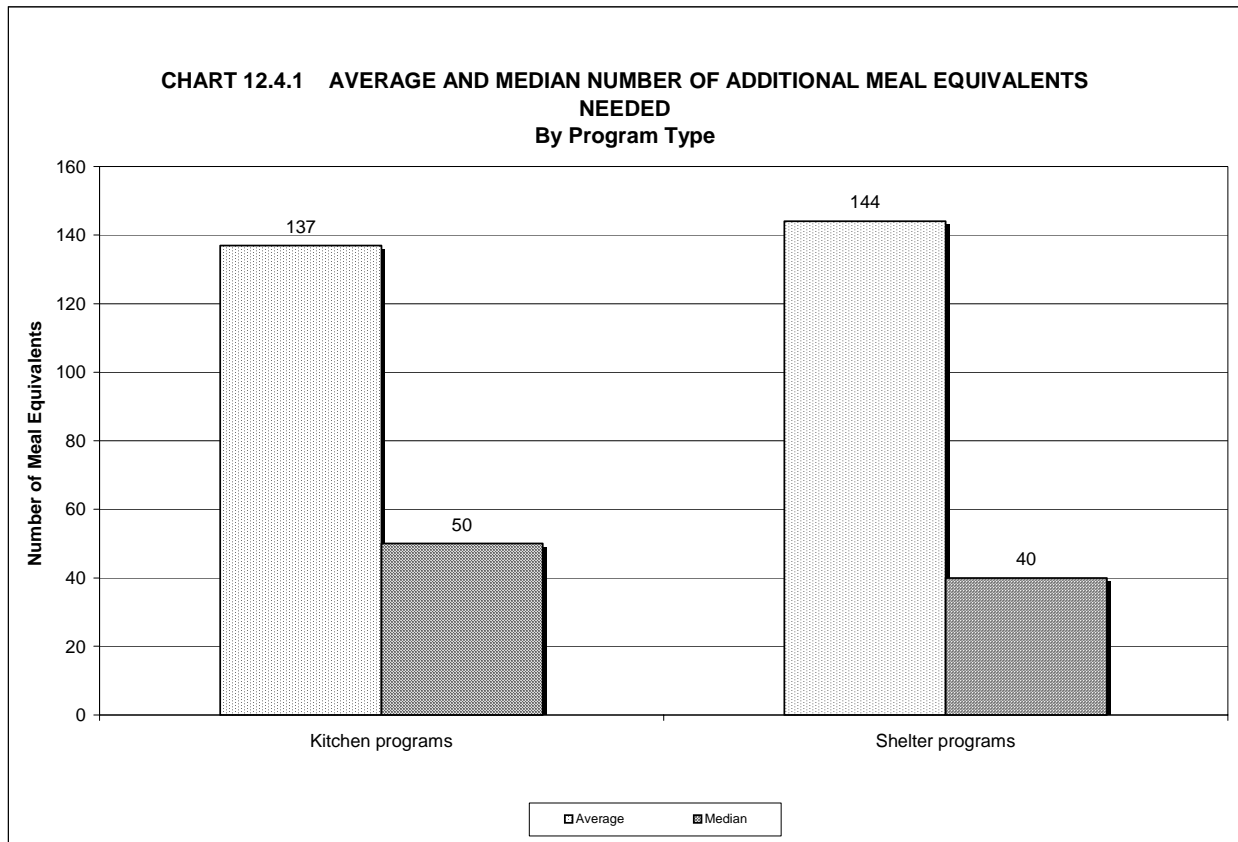
Missing, don't know, and refusal responses combined are 35.7% for kitchen programs and 44.9% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aZeros as responses were not included as valid responses for calculating the average and the median. For kitchens, responses greater than 1,300 meals were recoded as 1,300 meals. For shelters, responses greater than 1,600 meals were recoded as 1,600 meals.

The percentage of programs answering that they did not need additional food for distribution is 62.0% for kitchens and 69.6% for shelters. Results among the programs in need of additional food follow:

- The median kitchen needed more than 50 additional meal equivalents per week.
- The median shelter needed more than 40 additional meal equivalents per week.



13. AGENCIES AND FOOD PROGRAMS: RESOURCES

Effective operation of emergency food programs requires substantial resources, including food, staffing, and physical space. This chapter reports on the types and sources of the resources used by providers of the FA National Network. We begin by examining the sources of food reported by the providers, then turn to the use of paid and unpaid staff, with a focus on the great importance of volunteers to the system.

13.1 SOURCES OF FOOD DISTRIBUTED BY PROGRAMS

The survey asked how much of the food distributed through the emergency food programs comes from food banks versus other sources. In particular, agencies were asked to state the percentage of food received from each of the sources shown in Table 13.1.1.

TABLE 13.1.1

SOURCES OF FOOD DISTRIBUTED BY PROGRAMS

Sources of Food	Pantry Programs	Kitchen Programs	Shelter Programs
Average percentage of food received from food bank(s)	75.5%	49.6%	41.1%
Median percentage of food received from food bank(s)	90.0%	50.0%	40.0%
Percentage of programs receiving food from ^a :			
Commodity Supplemental Food Program (CSFP)	32.8%	23.8%	21.7%
The Emergency Food Assistance Program (TEFAP/EFAP)	54.4%	33.5%	31.4%
Food Distribution Program on Indian Reservations (FDPIR)	1.9%	1.5%	1.7%
Church or religious congregations	80.6%	64.4%	58.1%
Local merchant or farmer donations	46.3%	48.2%	49.0%
Local food drives (e.g., Boy Scouts)	54.5%	31.9%	40.7%
Food purchased by agency	58.0%	75.1%	81.4%
Other ^b	21.1%	18.7%	21.1%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to questions 8, 8a, and 8b of the agency survey.

TABLE 13.1.1 (*continued*)

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For the average percentage of food received from food bank, missing, don't know, and refusal responses combined are 8.5% for pantry programs, 16.8% for kitchen programs, and 24.3% for shelter programs.

For the percentage of programs that distribute government or USDA commodities received through CSFP, missing, don't know, and refusal responses are 36.1% for pantry programs, 38.1% for kitchen programs, and 39.6% for shelter programs.

For the percentage of programs that distribute government or USDA commodities received through TEFAP/EFAP, missing, don't know, and refusal responses are 28.1% for pantry programs, 33.5% for kitchen programs, and 35.7% for shelter programs.

For the percentage of programs that distribute government or USDA commodities received through FDPIR, missing, don't know, and refusal responses are 32.6% for pantry programs, 34.9% for kitchen programs, and 35.2% for shelter programs.

For the percentage of food from the other listed sources, missing, don't know, and refusal responses combined are 16.7% for pantry programs, 21.0% for kitchen programs, and 25.9% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aMultiple responses were accepted.

^bThis includes individual donations, organization gardens, and donations from other volunteer or civic groups.

According to the agencies that operate the program, food banks are a major source of food, providing 75.5% of the food the pantries distribute, 49.6% of the food the kitchens serve, and 41.1% of the food the shelters serve. Programs also receive food from other sources:

- 32.8% of pantries, 23.8% of kitchens, and 21.7% of shelters receive food from CSFP.
- 54.4% of pantries, 33.5% of kitchens, and 31.4% of shelters receive food from TEFAP.
- 1.9% of pantries, 1.5% of kitchens, and 1.7% of shelters receive food from FDPIR.
- 80.6% of pantries, 64.4% of kitchens, and 58.1% of shelters receive food from churches or religious congregations.
- 46.3% of pantries, 48.2% of kitchens, and 49.0% of shelters receive food from local merchants or donations by farmer.

- 54.5% of pantries, 31.9% of kitchens, and 40.7% of shelters receive food from local food drives.

Table 13.1.2 presents the percentage of food received from a program's food bank according to whether the program is located in a metropolitan or nonmetropolitan area.

TABLE 13.1.2
PERCENTAGE OF FOOD RECEIVED BY PROGRAMS FROM FOOD BANK,
BY URBAN/METROPOLITAN STATUS

Sources of Food	Urban/Metropolitan Status		
	Central city	Metro, Not Central city	Nonmetro
Pantry Programs			
Average percentage of food received from food bank(s)	74.9%	74.2%	77.0%
SAMPLE SIZE (N)	5,992	8,113	9,737
Kitchen Programs			
Average percentage of food received from food bank(s)	44.5%	49.5%	51.7%
SAMPLE SIZE (N)	1,284	1,506	3,274
Shelter Programs			
Average percentage of food received from food bank(s)	41.3%	40.2%	41.6%
SAMPLE SIZE (N)	754	973	2,001

SOURCE: This table was constructed based on usable responses to questions 2, 8, 8a, and 8b of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 7.9% for central city programs, 7.2% for metro area programs, and 9.9% for nonmetro programs.

For kitchen programs, missing, don't know, and refusal responses combined are 15.2% for central city programs, 18.7% for metro area programs, and 16.5% for nonmetro programs.

For shelter programs, missing, don't know, and refusal responses combined are 25.2% for central city programs, 24.2% for metro area programs, and 24.1% for nonmetro programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The differences between estimates for programs operating in an urban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for kitchen programs. The differences between estimates for programs operating in a suburban area and programs operating in a nonmetropolitan area are statistically significant at the 0.05 level for pantry and kitchen programs.

We find that pantry programs in central cities receive 74.9% of their food from the program's food bank. Pantry programs in suburban areas (metropolitan areas outside central cities) and nonmetropolitan areas receive 74.2% and 77.0%, respectively.

Table 13.1.3 presents the percentage of food received from a program's food bank according to the type of agency that operates the program.

TABLE 13.1.3
PERCENTAGE OF FOOD RECEIVED BY PROGRAMS FROM FOOD BANK,
BY TYPE OF AGENCY THAT OPERATES THE PROGRAM

Sources of Food	Agency Type			
	Faith-Based or Religion- Affiliated Nonprofit	Other Private Nonprofit	Governmental	Community Action Program (CAP)
Pantry Programs				
Average percentage of food received from food bank(s)	76.2%	71.6%	81.6%	71.7%
SAMPLE SIZE (N)	15,657	4,389	450	601
Kitchen Programs				
Average percentage of food received from food bank(s)	53.1%	42.1%	45.1%	38.0%
SAMPLE SIZE (N)	3,395	1,597	131	102
Shelter Programs				
Average percentage of food received from food bank(s)	40.3%	40.5%	41.5%	42.8%
SAMPLE SIZE (N)	1,334	1,749	79	80

SOURCE: This table was constructed based on usable responses to questions 8, 8a, 8b, and 27 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don't know, and refusal responses combined are 4.0% for programs run by faith-based agencies, 12.1% for private nonprofit programs, 10.8% for governmental programs, and 8.9% for community action programs.

For kitchen programs, missing, don't know, and refusal responses combined are 10.7% for programs run by faith-based agencies, 16.1% for private nonprofit programs, 26.2% for governmental programs, and 27.3% for community action programs.

For shelter programs, missing, don't know, and refusal responses combined are 28.5% for programs run by faith-based agencies, 13.8% for private nonprofit programs, 38.3% for governmental programs, and 28.5% for community action programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

Key findings include:

- Pantry programs operated by government agencies receive 81.6% of their food from the program's food bank, compared with 71.7% for those operated by community action program agencies.
- Kitchen programs operated by faith-based or religion-affiliated nonprofit agencies receive 53.1% of their food from the program's food bank, compared with 42.1% for those operated by private nonprofit agencies that are neither faith-based nor religion-affiliated.
- Shelter programs operated by government agencies receive 41.5% of their food from the program's food bank. This compares to 40.3% for programs operated by a faith-based or religion-affiliated agency.

Table 13.1.4 presents the percentage of food received from a program’s food bank according to the frequency with which the program stretched food resources.

TABLE 13.1.4
 PERCENTAGE OF FOOD RECEIVED BY PROGRAMS FROM FOOD BANK,
 BY FREQUENCY OF STRETCHING FOOD RESOURCES

Sources of Food	Frequency of Stretching Food Resources		
	Never	Rarely	Sometimes or Always
Pantry Programs			
Average percentage of food received from food bank(s)	74.3%	75.6%	76.9%
SAMPLE SIZE (N)	7,568	8,989	5,355
Kitchen Programs			
Average percentage of food received from food bank(s)	47.1%	53.8%	55.9%
SAMPLE SIZE (N)	3,087	1,282	575
Shelter Programs			
Average percentage of food received from food bank(s)	39.6%	44.1%	50.8%
SAMPLE SIZE (N)	1,949	600	283

SOURCE: This table was constructed based on usable responses to questions 8, 8a, 8b, and 13 of the agency survey.

NOTES: The estimates presented in this table are based only on usable responses, excluding missing, don’t know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For pantry programs, missing, don’t know, and refusal responses combined are 3.4% for programs which report never having to stretch food resources, 2.4% for programs which rarely have to stretch food resources, and 2.4% for programs which sometimes or always have to stretch food resources.

For kitchen programs, missing, don’t know, and refusal responses combined are 5.2% for programs which report never having to stretch food resources, 3.1% for programs which rarely have to stretch food resources, and 3.0% for programs which sometimes or always have to stretch food resources.

For shelter programs, missing, don’t know, and refusal responses combined are 6.7% for programs which report never having to stretch food resources, 3.8% for programs which rarely have to stretch food resources, and 3.8% for programs which sometimes or always have to stretch food resources.

We find that pantry programs that report either “sometimes” or “always” stretching food resources receive 76.9% of their food from the program’s food bank. The figure is 74.3% for pantry programs that report never having to stretch food resources. In addition:

- Kitchen programs that report either “sometimes” or “always” stretching food resources receive 55.9% of their food from the program’s food bank. The figure is 47.1% for kitchen programs that report never having to stretch food resources.
- Shelter programs who report either “sometimes” or “always” stretching food resources receive 50.8% of their food from the program’s food bank. The figure is 39.6% for shelter programs that report never having to stretch food resources.

13.2 STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK

Agencies were asked how many paid staff and volunteers they had and how many volunteer hours they had received during the previous week. Table 13.2.1 presents the results.

TABLE 13.2.1

STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK

Staff and Volunteer Resources	Pantry Programs	Kitchen Programs	Shelter Programs	Other Programs
Number of paid staff ^a				
None	67.7%	42.0%	15.3%	n.a.
1	15.0%	17.9%	7.2%	n.a.
2	7.6%	12.4%	7.7%	n.a.
3	3.4%	7.6%	6.2%	n.a.
4	2.0%	5.0%	5.7%	n.a.
5	1.2%	3.1%	5.1%	n.a.
6-10	1.9%	7.1%	22.9%	n.a.
More than 10	1.2%	4.9%	29.8%	n.a.
TOTAL	100.0%	100.0%	100.0%	n.a.
Average number of paid staff among valid responses				
	1	3	9	n.a.
Median number of paid staff among valid responses				
	0	1	6	n.a.
Number of volunteers ^b				
None	7.4%	12.9%	28.2%	24.2%
1	4.8%	3.2%	6.4%	5.7%
2-3	17.8%	12.3%	18.2%	15.1%
4-6	23.0%	18.2%	17.4%	16.9%
7-10	19.1%	16.9%	10.7%	12.6%
11-20	17.7%	17.1%	9.1%	11.9%
21-50	8.3%	13.3%	7.0%	8.9%
More than 50	1.8%	6.0%	3.0%	4.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of volunteers among valid responses				
	10	16	9	18
Median number of volunteers among valid responses				
	6	8	3	4

TABLE 13.2.1 (continued)

Staff and Volunteer Resources	Pantry Programs	Kitchen Programs	Shelter Programs	Other Programs
Number of volunteer hours ^c				
None	7.4%	12.9%	28.2%	24.2%
1-5	20.4%	12.8%	9.6%	11.0%
6-10	16.4%	12.4%	10.5%	11.2%
11-25	21.2%	18.0%	17.3%	16.2%
26-50	15.8%	16.9%	14.2%	13.6%
51-100	10.9%	12.9%	9.6%	10.1%
More than 100	8.1%	14.4%	10.7%	13.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of volunteer hours among valid responses (hours)				
	39	60	49	33
Median number of volunteer hours among valid responses (hours)				
	15	20	12	4
SAMPLE SIZE (N)	23,842	6,064	3,728	28,611

SOURCE: This table was constructed based on usable responses to questions 15, 16, and 26 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

For number of paid staff, missing, don't know, and refusal responses combined are 13.3% for pantry programs, 19.7% for kitchen programs, and 21.2% for shelter programs.

For number of volunteers, missing, don't know, and refusal responses combined are 10.8% for pantry programs, 18.5% for kitchen programs, 26.5% for shelter programs, and 59.5% for other programs.

For number of volunteer hours, missing, don't know, and refusal responses combined are 10.8% for pantry programs, 18.5% for kitchen programs, 26.5% for shelter programs, and 59.5% for other programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

^aFor pantries and kitchens, responses greater than 50 paid staff members were recoded as 50 paid staff members. For shelters, responses greater than 75 paid staff members were recoded as 75 paid staff members.

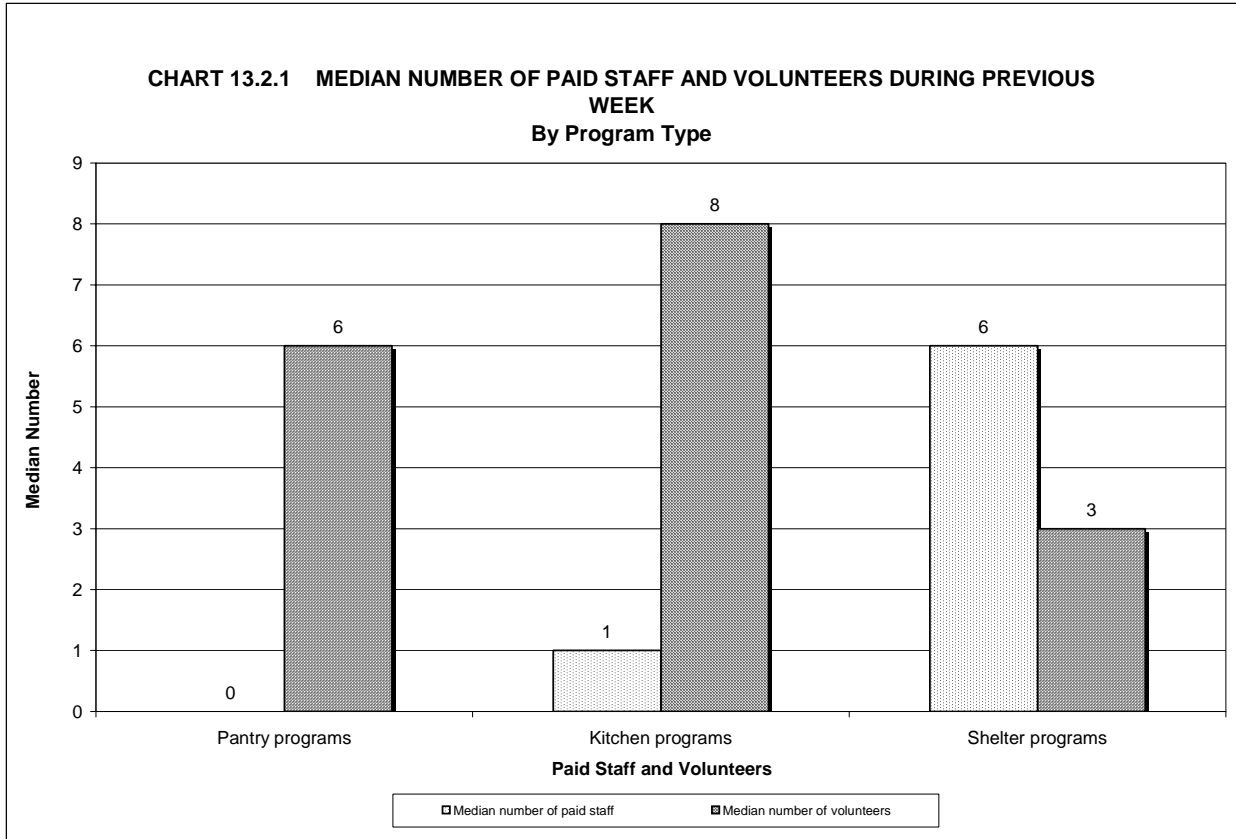
^bFor pantries, kitchens, and shelters, responses greater than 200 volunteers were recoded as 200 volunteers. For other programs, responses greater than 3,500 volunteers were recoded as 3,500 volunteers.

^cFor pantries, kitchens, and shelters, responses greater than 1,000 volunteer hours were recoded as 1,000 volunteer hours. For other programs, responses greater than 7,000 volunteer hours were recoded as 7,000 volunteer hours.

As Table 13.2.1 shows, 67.7% of the pantries, 42.0% of the kitchens, and 15.3% of the shelters had no paid staff in their workforce during the week prior to this study. The median number of paid staff was 0 for the pantries, 1 for the kitchens, and 6 for the shelters. More results include:

- The median number of volunteers in a week was 6 for the pantries, 8 for the kitchens, 3 for the shelters, and 4 for the other programs.
- The median number of volunteer hours during the previous week was 15 for the pantries, 20 for the kitchens, 12 for the shelters, and 4 for the other programs.
- 7.4% of the pantries, 12.9% of the kitchens, 28.2% of the shelters, and 24.2% of the other programs had no volunteers in their workforce during the previous week of this study.
- The midpoint (\$8.96) of the minimum wage during the 2009 survey period (\$6.55) and the average hourly earnings from service occupations (\$11.36) can be used to obtain a dollar value of volunteer hours.⁵⁸ This factor is used in the next table.

⁵⁸ U.S. Department of Labor, Bureau of Labor Statistics. “National Compensation Survey: Occupational Wages in the United States, 2007.” August 2008, Table 1.



As shown in Table 13.2.1N, the monetary contributions made to the FA system by volunteer staff are quite extensive.

TABLE 13.2.1N
ESTIMATED NUMBER OF VOLUNTEER HOURS DURING PREVIOUS WEEK

	Pantry Programs	Kitchen Programs	Shelter Programs
Average number of volunteers hours	39	60	49
Number of programs	32,499	4,397	3,513
Total number of volunteer hours during previous week	1,267,461	262,020	172,137
Total dollar value of volunteer hours during previous week (\$8.96/hour) ^a	\$11,365,450	\$2,347,699	\$1,542,348

^a The midpoint (\$8.96) of the minimum wage during the 2009 survey period (\$6.55) and the average hourly earnings from service occupations (\$11.36) is used to obtain a dollar value of volunteer hours. The latter was obtained from U.S. Department of Labor, Bureau of Labor Statistics: "National Compensation Survey: Occupational Wages in the United States, 2007." August 2008, Table 1,

Key findings are:

- The value of volunteer time in pantry programs in a typical week is over \$11.3 million.
- Comparable estimates for kitchen and shelter programs are \$2.3 million per week and nearly \$1.6 million per week, respectively.

13.3 PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANKS

Agencies were asked to indicate the categories of products their programs purchased with cash from sources other than their food bank resources. Results based on agency responses are summarized in Table 13.3.1.

TABLE 13.3.1

PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANK

Categories of Products Programs Purchased with Cash from Sources Other than the Agency’s Food Bank ^a	Pantry Programs	Kitchen Programs	Shelter Programs	All Programs
Bread, cereal, rice, and pasta	45.1%	58.8%	61.0%	50.5%
Fresh fruits and vegetables	26.0%	64.1%	67.0%	37.0%
Canned or frozen fruits and vegetables	35.6%	49.9%	48.9%	40.5%
Meat, poultry, fish, beans, eggs, and nuts	41.3%	68.8%	71.5%	50.2%
Milk, yogurt, and cheese	24.6%	62.9%	71.3%	36.6%
Fats, oils, condiments, and sweets	20.6%	57.6%	56.2%	30.9%
Cleaning or personal hygiene products, diapers, and toilet paper	39.9%	54.7%	79.2%	47.6%
Other ^b	7.8%	10.4%	8.2%	8.8%
No outside purchases	27.6%	8.4%	6.5%	0.2%
SAMPLE SIZE (N)	23,842	6,064	3,728	27,452

SOURCE: This table was constructed based on usable responses to Question 22 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

Missing, don’t know, and refusal responses combined are 10.6% for pantry programs, 17.3% for kitchen programs, 22.7% for shelter programs, and 6.8% for all programs.

Due to possible nonresponse bias, estimates with missing, don’t know, and refusal responses greater than 10% should be interpreted with caution.

^aMultiple responses were accepted.

^bThis includes beverages, such as coffee, tea, and juice; paper products, such as plastic utensils, paper plates, and garbage bags; and laundry products.

As Table 13.3.1 shows, 27.6% of the pantries, 8.4% of the kitchens, and 6.5% of the shelters did not purchase products from sources other than their food banks. However, most

emergency food programs purchased products from sources other than their food banks. More details follow:

- 45.1% of the pantries, 58.8% of the kitchens, and 61.0% of the shelters purchased bread, cereal, rice, and pasta.
- 26.0% of the pantries, 64.1% of the kitchens, and 67.0% of the shelters purchased fresh fruits and vegetables.
- 35.6% of the pantries, 49.9% of the kitchens, and 48.9% of the shelters purchased canned or frozen fruits and vegetables.
- 41.3% of the pantries, 68.8% of the kitchens, and 71.5% of the shelters purchased meat, poultry, fish, beans, eggs, and nuts.
- 24.6% of the pantries, 62.9% of the kitchens, and 71.3% of the shelters purchased milk, yogurt, and cheese.
- 20.6% of the pantries, 57.6% of the kitchens, and 56.2% of the shelters purchased fats, oils, condiments, and sweets.
- 39.9% of the pantries, 54.7% of the kitchens, and 79.2% of the shelters purchased cleaning or personal hygiene products, diapers, and toilet paper.

14. AGENCIES AND FOOD PROGRAMS: IMPORTANCE OF FOOD BANKS

At the national level, food banks are by far the largest source of food to agencies and programs. This chapter examines in detail the providers' relationship to the food banks. We first present tabulations of what products the providers would like to be able to obtain in greater quantity from their food banks. Subsequent sections explore the overall importance of the food banks to the operations of the providers, as well as additional services the providers would like to obtain.

14.1 PRODUCTS NEEDED FROM FOOD BANKS

Agencies were asked to identify the categories of products they need more of from their food bank. Table 14.1.1 presents the findings.

TABLE 14.1.1
PRODUCTS NEEDED FROM FOOD BANKS

Categories of Food and Nonfood Products Programs Need or Need More of from Their Food Bank ^a	Pantry Programs	Kitchen Programs	Shelter Programs	All Programs
Bread, cereal, rice, and pasta	47.3%	36.9%	38.7%	46.2%
Fresh fruits and vegetables	41.7%	53.0%	54.4%	45.0%
Canned or frozen fruits and vegetables	35.4%	36.5%	31.8%	36.0%
Meat, poultry, fish, beans, eggs, and nuts	56.6%	59.7%	61.2%	58.2%
Milk, yogurt, and cheese	45.9%	48.4%	55.1%	47.8%
Fats, oils, condiments, and sweets	24.5%	33.2%	32.3%	26.7%
Cleaning or personal hygiene products, diapers, and toilet paper	57.7%	42.3%	64.5%	57.5%
Other ^b	8.0%	8.1%	7.6%	8.5%
SAMPLE SIZE (N)	23,842	6,064	3,728	27,452

SOURCE: This table was constructed based on usable responses to Question 23 of the agency survey.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

TABLE 14.1.1 (continued)

Missing, don't know, and refusal responses combined are 10.3% for pantry programs, 22.2% for kitchen programs, 25.4% for shelter programs, and 7.1% for all programs.

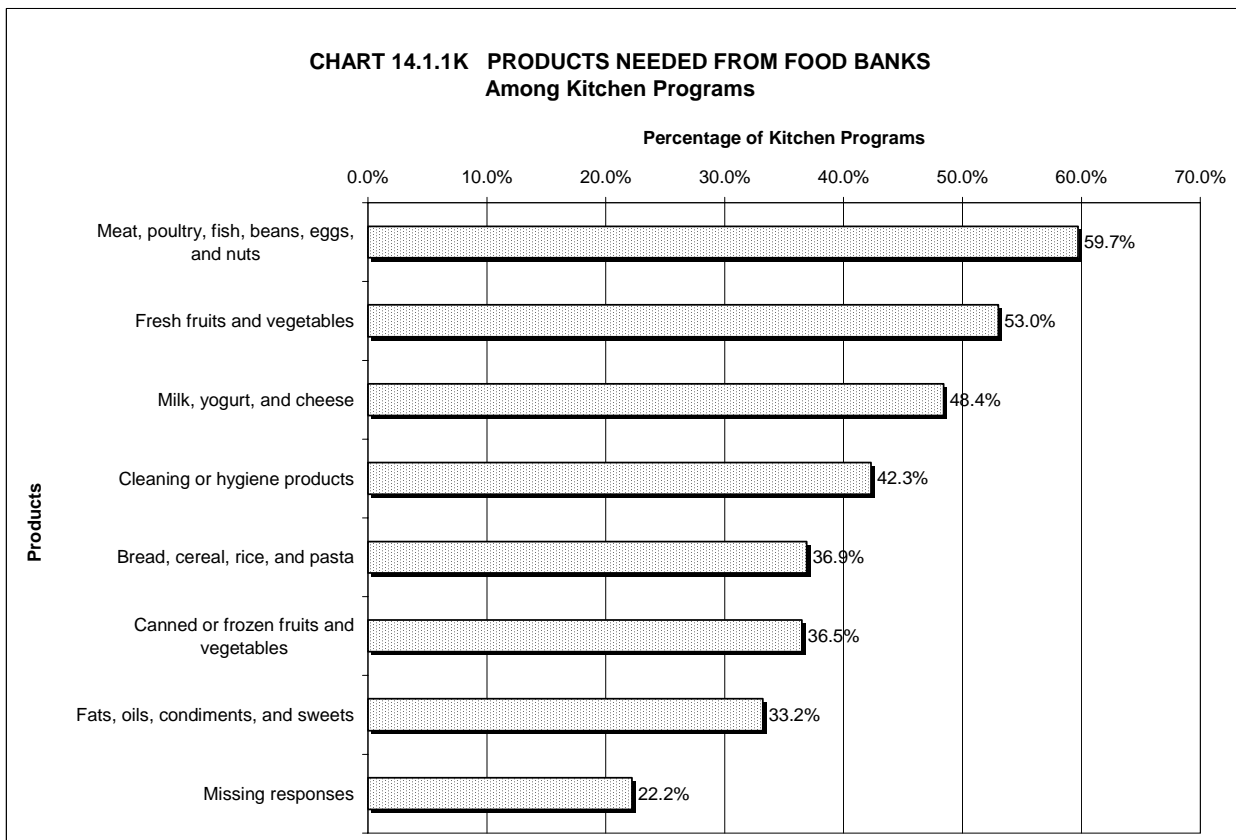
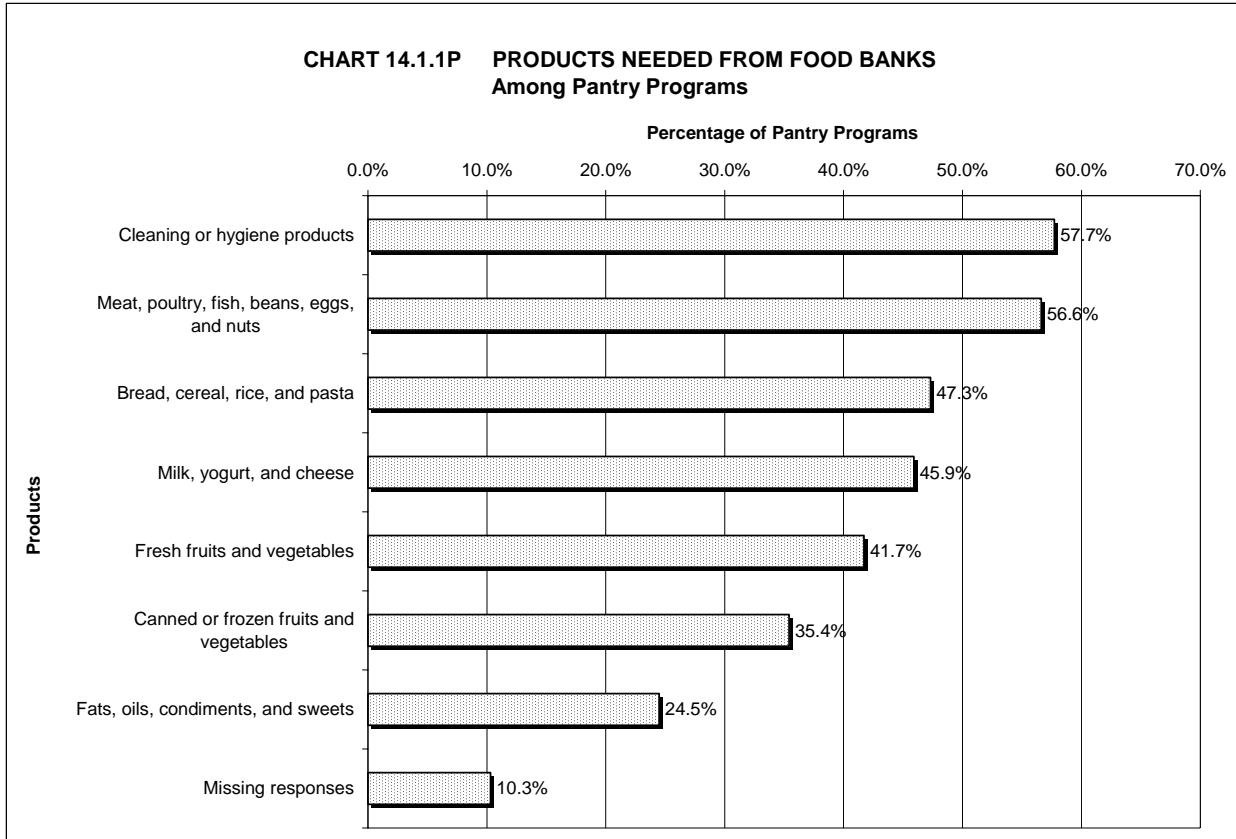
Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

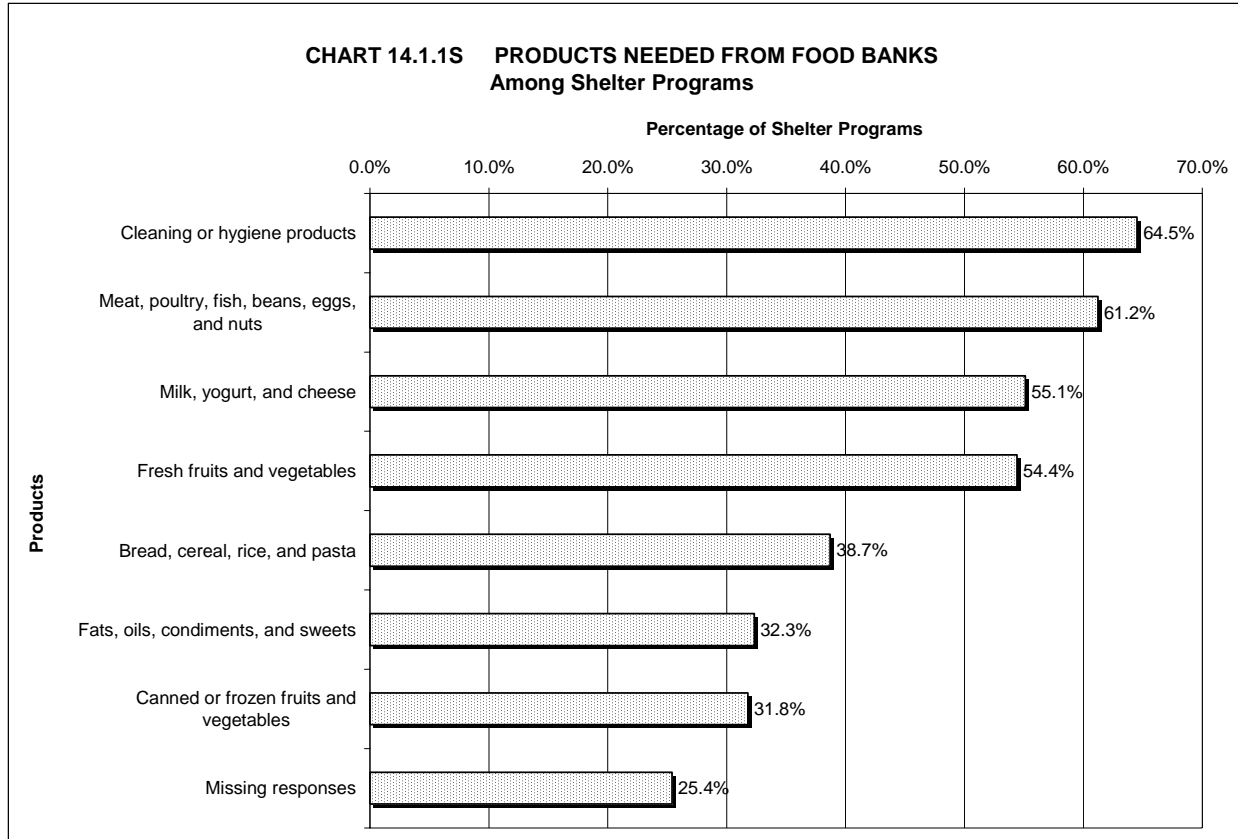
^aMultiple responses were accepted.

^bThis includes paper products, such as plastic utensils, paper plates, and garbage bags; beverages, such as juice, coffee, and tea; and dietary supplements, such as vitamins and Ensure.

As presented in Table 14.1.1, many agencies wish to receive more of certain products from their food banks:

- 47.3% of the pantries, 36.9% of the kitchens, and 38.7% of the shelters need more bread, cereal, rice, and pasta.
- 41.7% of the pantries, 53.0% of the kitchens, and 54.4% of the shelters need more fresh fruits and vegetables.
- 35.4% of the pantries, 36.5% of the kitchens, and 31.8% of the shelters need more canned or frozen fruits and vegetables.
- 56.6% of the pantries, 59.7% of the kitchens, and 61.2% of the shelters need more meat, poultry, fish, beans, eggs, and nuts.
- 45.9% of the pantries, 48.4% of the kitchens, and 55.1% of the shelters need more milk, yogurt, and cheese.
- 24.5% of the pantries, 33.2% of the kitchens, and 32.3% of the shelters need more fats, oils, condiments, and sweets.
- 57.7% of the pantries, 42.3% of the kitchens, and 64.5% of the shelters need more products in the category of cleaning or personal hygiene products, diapers, and toilet paper.





14.2 IMPACT OF ELIMINATION OF FOOD BANK

Agencies were asked how much impact the elimination of their food bank would have on their programs. Table 14.2.1 shows the results.

TABLE 14.2.1
IMPACT OF ELIMINATION OF FOOD BANK

<i>If the Food Supply You (i.e., Agency) Receive from Your Food Bank Was Eliminated, How Much of an Impact Would This Have on Your Program?</i>	Pantry Programs	Kitchen Programs	Shelter Programs
No impact at all	1.3%	4.9%	5.4%
Minimal impact	5.7%	14.0%	15.9%
Significant impact	27.5%	34.5%	39.8%
Devastating impact	63.1%	42.1%	33.5%
Unsure	2.4%	4.5%	5.5%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to Question 24 of the agency survey.

NOTES: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

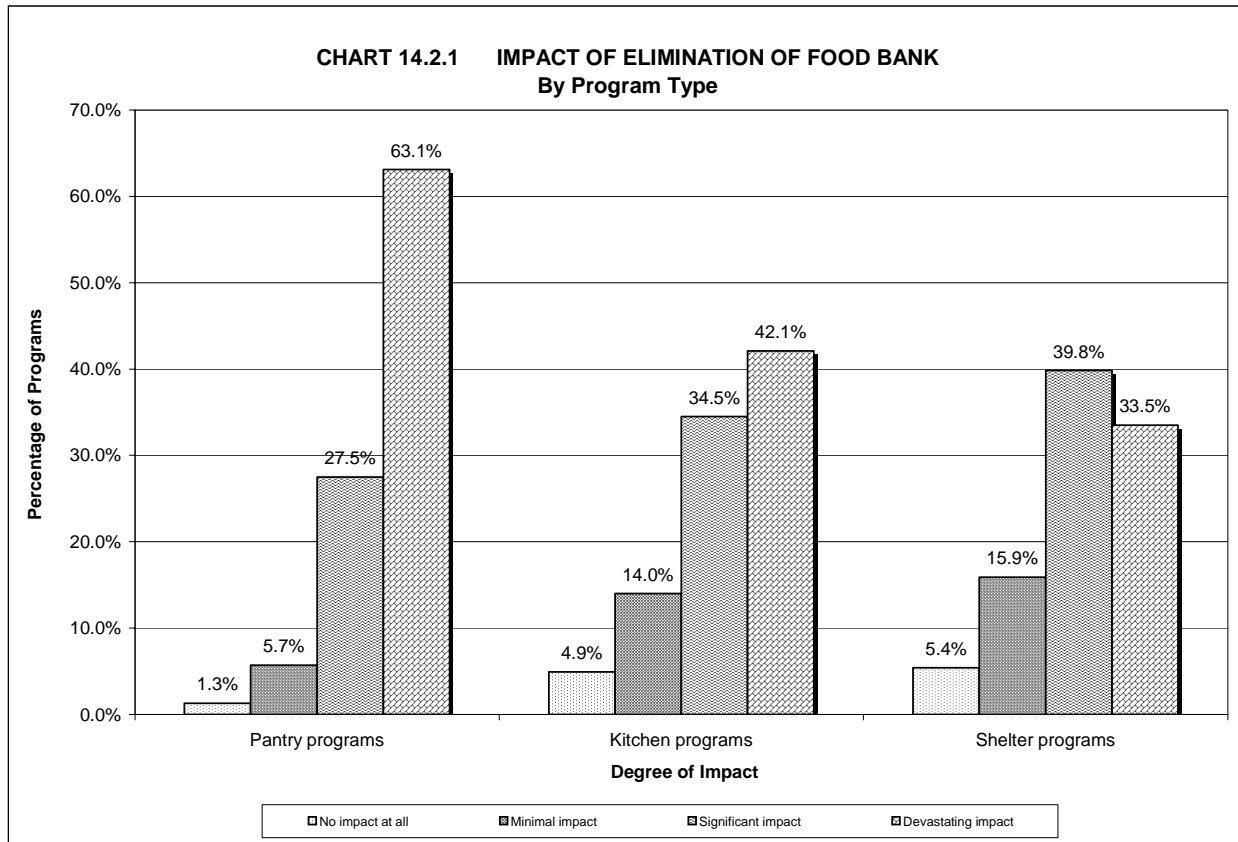
Missing, don't know, and refusal responses combined are 7.7% for pantry programs, 15.5% for kitchen programs, and 21.4% for shelter programs.

Due to possible nonresponse bias, estimates with missing, don't know, and refusal responses greater than 10% should be interpreted with caution.

The results show that 90.6% of the pantries, 76.6% of the kitchens, and 73.2% of the shelters said that the elimination of support from their food banks would have a significant or devastating impact on their operation. Details include:

- 63.1% of the pantries, 42.1% of the kitchens, and 33.5% of the shelters believed that the elimination of the food bank would have a devastating impact on their programs.

- Another 27.5% of the pantries, 34.5% of the kitchens, and 39.8% of the shelters believed that the elimination of the food bank would have a significant impact on their programs.



14.3 AREAS OF ADDITIONAL ASSISTANCE DESIRED

Agencies were asked what kinds of assistance, in addition to food, they need to meet their clients' needs. Findings are presented in Table 14.3.1.

TABLE 14.3.1
AREAS OF ADDITIONAL ASSISTANCE DESIRED

Programs That Need Additional Assistance in Any of the Following Areas ^a	Pantry Programs	Kitchen Programs	Shelter Programs
Nutrition education	43.0%	44.5%	49.8%
Training in food handling	31.0%	42.0%	45.7%
Accessing local resources	52.9%	46.1%	46.1%
Advocacy training	28.1%	27.5%	30.9%
SNAP benefits and outreach	42.0%	31.5%	34.7%
Summer feeding programs	39.9%	39.1%	31.5%
Other ^b	11.3%	7.6%	6.2%
SAMPLE SIZE (N)	23,842	6,064	3,728

SOURCE: This table was constructed based on usable responses to Question 25 of the agency survey.

NOTE: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network.

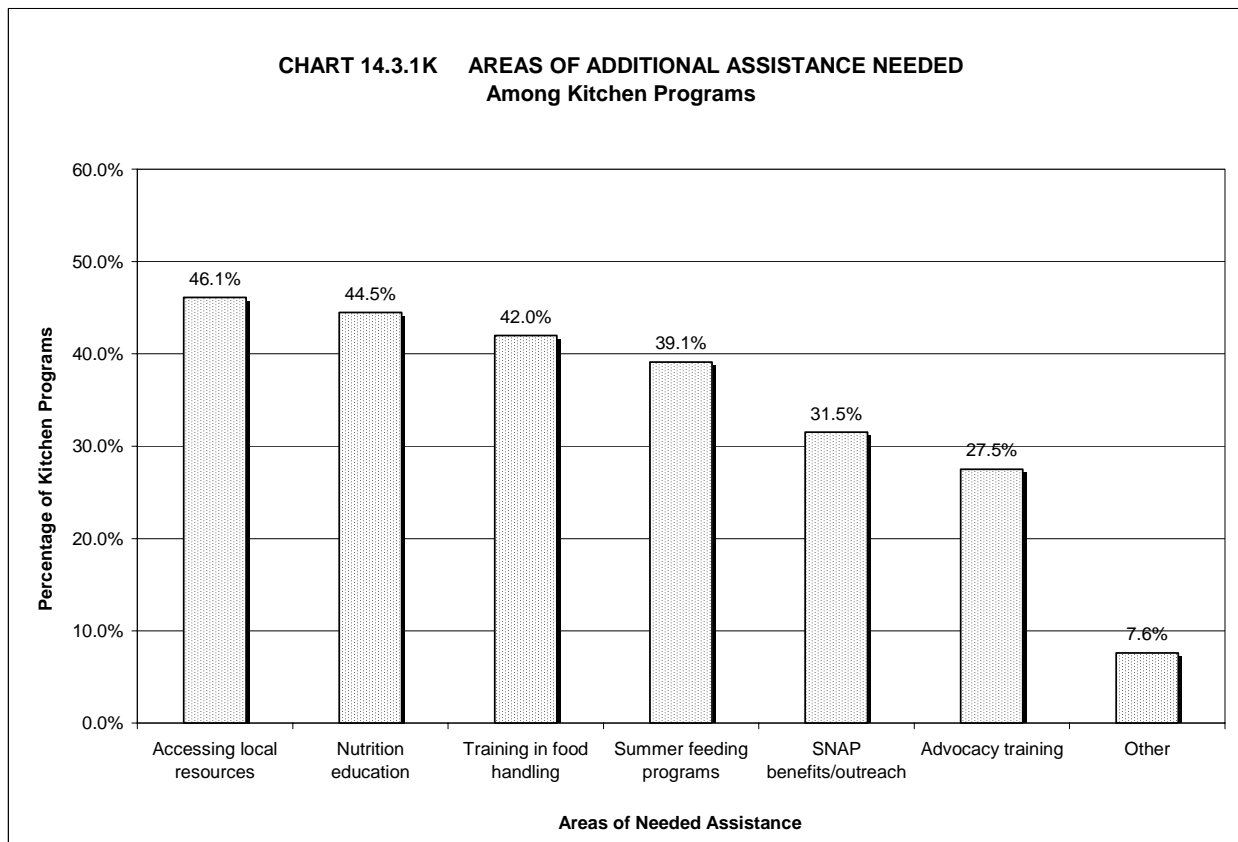
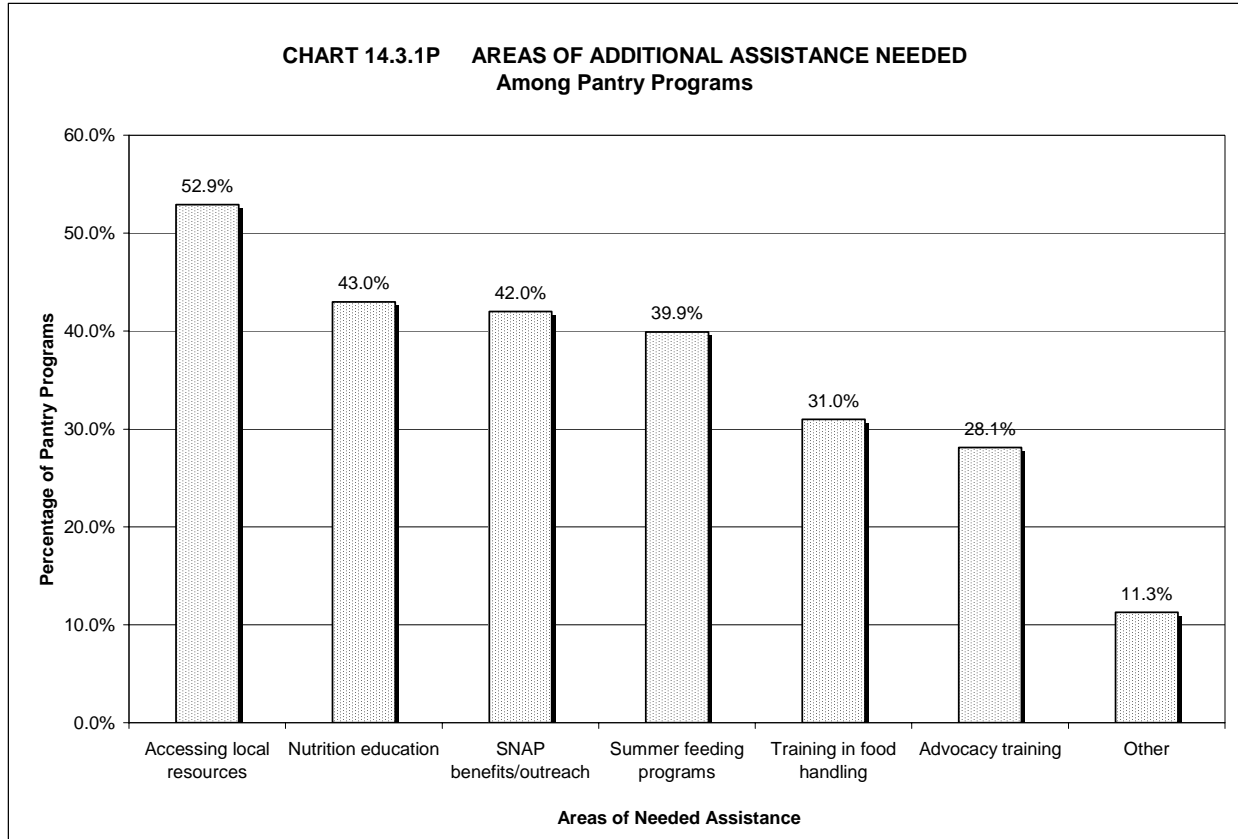
^aMultiple responses were accepted.

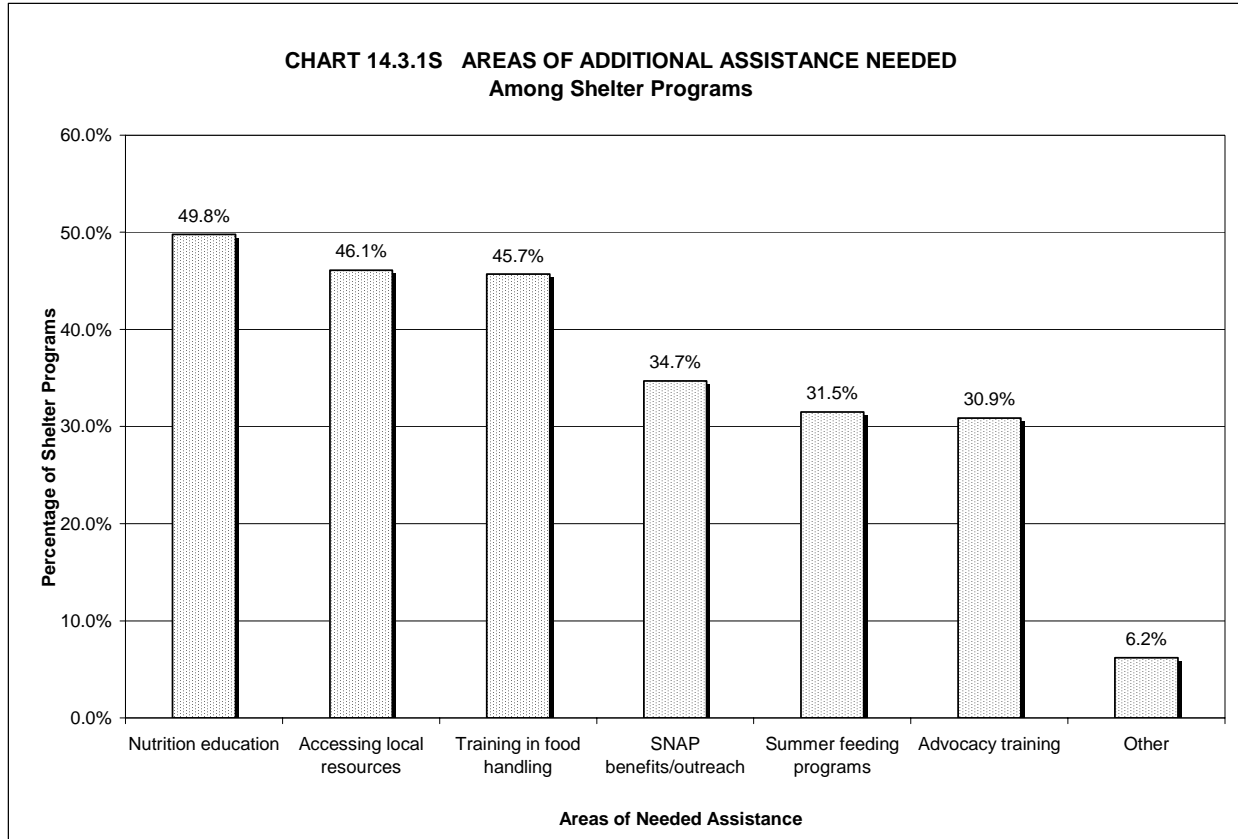
^bThis includes funding and addiction programs.

Some programs wished to receive further assistance from their food banks in one or more of the areas specified in Table 14.3.1. Details include:

- 43.0% of the pantries, 44.5% of the kitchens, and 49.8% of the shelters said that they needed additional assistance in nutrition education.
- 31.0% of the pantries, 42.0% of the kitchens, and 45.7% of the shelters said that they needed additional assistance in training in food handling.
- 52.9% of the pantries, 46.1% of the kitchens, and 46.1% of the shelters said that they needed additional assistance in accessing local resources.
- 28.1% of the pantries, 27.5% of the kitchens, and 30.9% of the shelters said that they needed additional assistance in advocacy training.

- 42.0% of the pantries, 31.5% of the kitchens, and 34.7% of the shelters said that they needed additional assistance in SNAP benefits and outreach.
- 39.9% of the pantries, 39.1% of the kitchens, and 31.5% of the shelters said that they needed additional assistance in summer feeding programs.





15. CHANGES IN CLIENT AND AGENCY CHARACTERISTICS: 2005 TO 2009

From 2005 to 2009 there were notable changes in many factors that traditionally have been associated with food security and hunger. The economy entered into a recession following the 2007 financial crisis; the housing market plummeted amid increasing variable interest rates and widespread foreclosures; and energy prices surged, particularly in the oil and gas markets. As a common indicator of labor market strength, the increase in the national unemployment rate from 5.2% to 8.7% reflects deteriorating economic conditions across this period.⁵⁹

Concurrent with the economic downturn, participation in federal food and nutrition assistance programs increased, with some programs, such as SNAP, reaching record levels. For SNAP, the structure of the program was also evolving, as states were given the flexibility from the federal government to implement policies that eased program access and expanded program eligibility and outreach in an effort to increase the enrollment of low-income individuals in need of services. From 2005 to 2009, the number of participants increased from 25.4 million to 33.5 million.⁶⁰

These changes may have affected the types of clients seeking emergency food services by altering the ways in which clients and their households allocate resources across categories of goods and services such as food, apparel, housing, and transportation. Some events, such as the decrease in household income associated with the loss of a job, can weaken a client's ability to make purchases across all categories. Other events, such as an increase in gas prices can force clients to cut back on specific categories, such as transportation and home heating or cooling.

⁵⁹ This is estimated over the HIA survey period of February through May of 2005 and 2009 using seasonally adjusted monthly national unemployment rates.

⁶⁰ These counts represent the number of individuals (not households) in all 50 states, and include the District of Columbia, Guam, and the Virgin Islands. The counts are estimated over the HIA survey period of February through May of 2005 and 2009 (see <http://www.fns.usda.gov/pd/34SNAPmonthly.htm>).

These events may even encourage tradeoffs between food and non-food purchases. For very poor clients who are already consuming near-subsistence levels of food, the effects of these tradeoffs on individual well-being and health can be dire.

The changes in economic and policy factors between 2005 and 2009 may also affect the number and types of agencies in the FA network and the programs they operate. More agencies or programs might be needed to respond to the potentially greater numbers of clients seeking emergency food services. In addition, agencies and programs may differ in the ways in which they respond to this elevated need, causing the composition of agencies in the FA network to change. For instance, more programs may shift resources across service areas or provide utility bill assistance, short-term financial assistance, or budget and credit counseling. Others might be forced to reduce meal portions or the quantity of food in food packages because of a lack of food to distribute. Finally, the intimate connection between the strength of the economy and the sources of funding for agencies and programs may not only shift funding across faith-based nonprofit, other nonprofit, and government sources, but may lead to changes in day-to-day operations and the sets of services that agencies and programs offer.

In this chapter we expand a subset of tables presented in chapters 5 through 14 to examine how client and agency characteristics have changed between 2005 and 2009. The 2005 estimates are taken from the 2006 Hunger in America report and the 2009 estimates are taken directly from tables presented in prior chapters of the current study. The 2005 and 2009 estimates in this chapter are directly comparable across years due to the close correspondence in survey methodology between the two studies.⁶¹

⁶¹ Each table in this chapter contains a footnote indicating the number of the original table that presented the estimates in chapters 5 through 14. The percentage of missing, don't know, or refusal responses corresponding to the 2009 estimates for each table in this chapter can be found in this original set of tables.

15.1 DEMOGRAPHIC PROFILE

In this section, we examine changes in the composition of clients seeking emergency food services through tabulations of household composition, employment, education, housing, income, and other characteristics. Table 15.1.1 estimates changes in a set of demographic characteristics including age, household size, and residential location.

TABLE 15.1.1
CHANGES IN DEMOGRAPHIC CHARACTERISTICS

	Pantry		Kitchen		Shelter		All Programs	
	2005	2009	2005	2009	2005	2009	2005	2009
Age								
Households with children (under 18)	39.2%	39.7%	23.5%	25.1%	16.5%	19.7%	36.4%	37.7%
Households with children (0-5)	8.8%	8.8%	5.1%	6.2%	5.2%	6.3%	8.2%	8.5%
Households with elderly	10.5%	8.0%	9.0%	7.7%	2.4%	2.0%	10.0%	7.9%
Race and Ethnicity								
Non-Hispanic white	40.0%	40.5%	37.5%	39.5%	42.4%	40.2%	39.8%	40.3%
Non-Hispanic black	37.1%	32.2%	42.0%	39.6%	36.0%	39.1%	37.9%	33.6%
Hispanic	17.9%	21.8%	15.8%	15.2%	15.5%	14.0%	17.4%	20.5%
Household Size								
Households with 1 member	32.8%	30.6%	60.2%	59.7%	81.7%	82.8%	40.7%	37.4%
Households with more than 1 member	67.2%	69.4%	39.8%	40.3%	18.3%	17.2%	59.3%	62.6%
Households with single parents	17.3%	14.9%	6.5%	6.7%	6.7%	6.9%	14.8%	13.3%
Households with U.S. citizen	92.4%	87.8%	94.6%	94.0%	94.7%	96.4%	93.0%	89.1%
Clients in suburban/rural areas	47.9%	52.5%	24.9%	29.3%	27.2%	24.7%	42.6%	47.8%
Less than high school	39.6%	35.5%	30.6%	30.0%	32.0%	28.9%	37.5%	34.3%
Clients that live in a House								
Mobile home/trailer	11.4%	12.3%	3.3%	4.4%	1.4%	0.7%	9.3%	10.6%
Apartment	37.9%	36.9%	31.7%	32.8%	4.9%	6.2%	34.6%	34.7%

TABLE 15.1.1 (continued)

Clients that are homeless	3.0%	2.8%	26.1%	23.8%	80.4%	83.0%	12.1%	9.9%
SAMPLE SIZE (N)	37,986	42,441	10,667	13,552	4,225	5,092	52,878	61,085

SOURCE: This table was constructed based on usable responses to questions 2, 3, 5, 6, 6a, 6b, 10, 11, 11a, 12, and 16 of the client survey. The 2009 estimates in this table can be found in Tables 5.2.1, 5.3.1, 5.5.1, 5.6.1, and 5.9.1.1.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Between 2005 and 2009, the following changes took place:

- The percentage of non-Hispanic white clients increased from 39.8% to 40.3%. The percentage of non-Hispanic black clients decreased from 37.9% to 33.6%.
- The percentage of client households with single parents decreased by 14.8% to 13.3%.
- The percentage of adult clients living in suburban or rural areas increased from 42.6% to 47.8%.
- The percentage of adult clients with less than a high school education decreased from 37.5% to 34.3%.
- The percentage of adult clients that are homeless decreased from 12.1% to 9.9% across all program sites and increased from 80.4% to 83.0% at shelters.

Table 15.1.2 describes changes in the employment status of all adults in client households and changes in the characteristics of the income distribution.

TABLE 15.1.2
CHANGES IN EMPLOYMENT AND INCOME CHARACTERISTICS

	Pantry Client Households		Kitchen Client Households		Shelter Client Households		All Client Households	
	2005	2009	2005	2009	2005	2009	2005	2009
Current employment status of all adults in client households								
Full-time	14.5%	13.1%	15.9%	11.7%	12.9%	9.1%	14.6%	12.8%
Part-time	13.4%	13.6%	12.8%	13.7%	10.4%	13.3%	13.2%	13.6%
Unemployed	72.1%	73.3%	71.3%	74.6%	76.7%	77.6%	72.2%	73.6%
SAMPLE SIZE (N)	65,773	77,335	14,882	19,530	4,647	5,647	85,302	102,512
Percentage of client households with one or more adults employed	37.3%	37.9%	35.1%	30.3%	24.3%	22.8%	36.0%	36.0%
Percentage of households with incomes below the official federal poverty level during previous month	68.3%	70.5%	66.8%	71.4%	73.9%	81.1%	68.5%	71.2%
Monthly income among valid responses (in 2009 dollars) ^a								
Average	979	990	902	810	605	530	946	940
Median	825	800	704	670	275	220	825	770
Percentage of client households receiving Unemployment Compensation	3.4%	7.7%	2.7%	6.6%	1.9%	5.7%	3.2%	7.4%
SAMPLE SIZE (N)	37,986	42,441	10,667	13,552	4,225	5,092	52,878	61,085

SOURCE: This table was constructed based on usable responses to questions 6 and 27 of the client survey. The 2009 estimates in this table can be found in Tables 5.2.1, 5.7.2, and 5.8.2.1.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^a For the calculation of the average and the median, responses given as a range were recoded to be the midpoint of the range.

Between 2005 and 2009, the following changes took place:

- The percentage of unemployed members of client households increased from 72.2% to 73.6%.
- The percentage of members of client households employed full-time decreased from 14.6% to 12.8%.
- The percentage of households with incomes below the federal poverty level during the previous month increased from 68.5% to 71.2%.
- The average monthly income level for client households decreased from \$946 to \$940 and the median monthly income level for client households decreased from \$825 to \$770.
- The percentage of households receiving unemployment compensation increased from 3.2% to 7.4%.

15.2 FOOD INSECURITY

In this section, we examine changes in household food security and changes in the relationship between household food security and household structure, SNAP participation and eligibility status, and trade-offs between food and other necessities. Table 15.2.1 begins by presenting the proportion of households that are food insecure for clients at pantries, kitchens, and shelters.

TABLE 15.2.1
CHANGES IN FOOD SECURITY

	Pantry Client Households		Kitchen Client Households		Shelter Client Households		All Client Households	
	2005	2009	2005	2009	2005	2009	2005	2009
Food secure	29.8%	24.0%	30.7%	27.5%	26.1%	24.5%	29.7%	24.5%
Food insecure with low food security	39.1%	41.0%	29.9%	31.6%	30.2%	31.1%	36.9%	39.2%
Food insecure with very low food security	31.1%	35.0%	39.4%	40.8%	43.7%	44.5%	33.3%	36.3%
SAMPLE SIZE (N)	37,986	42,441	10,667	13,552	4,225	5,092	52,878	61,085

SOURCE: This table was constructed based on usable responses to questions 42, 43, 44, 44a, 45, and 46 of the client survey. The 2009 estimates in this table can be found in Table 6.1.1.1.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Between 2005 and 2009, the following changes took place:

- The percentage of client households that had low food security increased from 36.9% to 39.2%.
- The percentage of client households that had very low food security increased from 33.3% to 36.3%.

Changes in food security levels between 2005 and 2009 may differ according to household composition. Table 15.2.2 presents these estimates.

TABLE 15.2.2
CHANGES IN FOOD SECURITY, BY PRESENCE OF ELDERLY OR CHILDREN

	All Households		Households with Seniors		Households with Children		One-Person Households with Neither Children Nor Seniors		Households with Two or More People but with Neither Children Nor Seniors	
	2005	2009	2005	2009	2005	2009	2005	2009	2005	2009
	Food secure	29.7%	24.5%	48.0%	41.3%	26.9%	21.5%	23.2%	21.4%	24.7%
Food insecure with low food security	36.9%	39.2%	35.8%	39.9%	41.8%	44.3%	32.5%	34.2%	38.2%	36.8%
Food insecure with very low food security	33.4%	36.3%	16.2%	18.8%	31.3%	34.2%	44.2%	44.4%	37.1%	42.8%
SAMPLE SIZE (N)	52,041	60,085	11,536	11,946	15,987	20,934	16,598	19,820	7,920	9,805

SOURCE: This table was constructed based on usable responses to questions 2, 3, 4, 42, 43, 44, 44a, 45, and 46 of the client survey. The 2009 estimates in this table can be found in Table 6.1.1.1 and 6.1.1.4.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. In calculating percentages and sample sizes, we excluded item nonresponses to all variables involved.

Between 2005 and 2009, the following changes took place:

- The percentage of client households with seniors that had low food security increased from 35.8% to 39.9%. The corresponding increase for those with very low food security was from 16.2% to 18.8%.
- The percentage of client households with children that had low food security increased from 41.8% to 44.3%. The corresponding increase for those with very low food security was from 31.3% to 34.2%.

Between 2005 and 2009, there was a sizable national increase in the number of SNAP participants. Although we examine in the next section the extent to which the magnitude of this increase was mirrored by the population of emergency food clients, in Table 15.2.3 we describe food security levels for client households that are currently participating in SNAP, that appear eligible but are not currently participating, and that are ineligible.

TABLE 15.2.3

CHANGES IN FOOD SECURITY, BY SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM PARTICIPATION AND ELIGIBILITY STATUS

	SNAP Benefit Receipt Status of Households							
	All Client Households		Receiving SNAP Benefits		Eligible, Not Receiving ^a		Ineligible Because of Income, Not Receiving ^a	
	2005	2009	2005	2009	2005	2009	2005	2009
Food secure	28.7%	23.6%	25.3%	21.1%	27.6%	21.4%	47.6%	46.3%
Food insecure with low food security	37.0%	39.3%	38.4%	40.4%	37.3%	39.3%	30.0%	34.6%
Food insecure with very low food security	34.3%	37.0%	36.3%	38.5%	35.1%	39.3%	22.4%	19.1%
SAMPLE SIZE (N)	48,852	56,960	19,107	25,354	24,975	26,177	4,770	5,429

SOURCE: This table was constructed based on usable responses to Questions 42, 43, 44, 44a, 45, and 46 of the client survey. The 2009 estimates in this table can be found in Table 6.1.5.

NOTES: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. In calculating percentages and sample sizes, we excluded item nonresponses to all variables involved.

^aEligibility was estimated based on the previous month's income alone.

Between 2005 and 2009, the following changes took place:

- The percentage of client households participating in SNAP that had low food security increased from 38.4% to 40.4%. The corresponding increase for eligible nonparticipants was from 37.3% to 39.3%.

- The percentage of client households participating in SNAP that had very low food security increased from 36.3% to 38.5%. The corresponding increase for eligible nonparticipants was from 35.1% to 39.3%.

Deteriorating economic conditions between 2005 and 2009 may have encouraged trade-offs among food and other household necessities. Table 15.2.4 examines changes in the proportions of client households making these trade-offs and tabulates these results by food security status.

TABLE 15.2.4
CHANGES IN HOUSEHOLD TRADE-OFFS BETWEEN FOOD AND NECESSITIES,
BY FOOD SECURITY

	Food Security Status of Client Households									
	All Client Households		Food Secure		Food Insecure		Food Insecure with Low Food Security		Food Insecure with Very Low Food Security	
	2005	2009	2005	2009	2005	2009	2005	2009	2005	2009
Choose between food and medical care										
Yes	31.7%	34.1%	10.5%	9.8%	40.7%	42.2%	31.4%	32.2%	51.0%	52.5%
No	68.3%	65.9%	89.5%	90.2%	59.3%	57.8%	68.6%	67.8%	49.0%	47.5%
SAMPLE SIZE (N)	51,402	59,333	15,206	15,473	36,196	43,860	19,103	22,278	17,093	21,582
Choose between food and utilities or heating fuel										
Yes	41.5%	46.1%	13.8%	16.6%	53.2%	55.9%	44.3%	45.7%	63.1%	66.5%
No	58.5%	53.9%	86.2%	83.4%	46.8%	44.1%	55.7%	54.3%	36.9%	33.5%
SAMPLE SIZE (N)	51,390	59,281	15,200	15,459	36,190	43,822	19,084	22,262	17,106	21,560
Choose between food and rent or mortgage										
Yes	35.0%	39.5%	9.8%	12.7%	45.6%	48.4%	35.0%	36.7%	57.4%	60.5%
No	65.0%	60.5%	90.2%	87.3%	54.4%	51.6%	65.0%	63.3%	42.6%	39.5%
SAMPLE SIZE (N)	51,356	59,154	15,184	15,420	36,172	43,734	19,083	22,220	17,089	21,514

TABLE 15.2.4 (continued)

SOURCE: This table was constructed based on usable responses to Questions 44, 44a, 45, 46, 52 of the client survey. The 2009 estimates in this table can be found in Table 6.5.2.

NOTES: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Between 2005 and 2009, the following changes took place:

- The percentage of client households that had to choose between paying for food and paying for medical care increased from 31.7% to 34.1%. The percentage of client households that had to choose between paying for food and paying for utilities increased from 41.5% to 46.1%. The percentage of client households that had to choose between paying for food and paying for rent or a mortgage increased from 35.0% to 39.5%.
- The percentage of client households with very low food security that had to choose between paying for food and paying for utilities increased from 63.1% to 66.5%. For food secure households, the increase was from 13.8% to 16.6%.
- The percentage of client households with very low food security that had to choose between paying for food and paying for a rent or mortgage increased from 57.4% to 60.5%. For food secure households, the increase was from 9.8% to 12.7%.

15.3 USE OF FOOD ASSISTANCE PROGRAMS

There were numerous changes between 2005 and 2009 to the structure of SNAP at the state level. For example, states were given more flexibility from the federal government to simplify the treatment of income in determining eligibility and the reporting of changes in income to maintain eligibility. Changes to the WIC program related to the food packages offered and to school certification procedures in the National School Lunch Program and School Breakfast Program also occurred.⁶²

The tables in this section explore changes in participation and eligibility in federal food assistance among emergency food clients. We focus on SNAP because it is the largest program in terms of program caseloads and cost. Table 15.3.1 describes these participation rates and, for SNAP, the length of time receiving benefits.

TABLE 15.3.1
CHANGES IN THE USE OF FEDERAL FOOD ASSISTANCE PROGRAMS

	Pantry Client Households		Kitchen Client Households		Shelter Client Households		All Client Households	
	2005	2009	2005	2009	2005	2009	2005	2009
Client or anyone in the household had ever applied for SNAP benefits	67.1%	70.8%	70.2%	73.4%	71.4%	77.3%	67.9%	71.5%
Client or anyone in the household currently receiving SNAP benefits	35.9%	40.7%	35.0%	42.3%	31.1%	42.0%	35.4%	41.0%
Client or anyone in the household currently not receiving but received SNAP benefits during the previous 12 months	7.3%	6.2%	11.2%	8.8%	13.1%	13.5%	8.3%	7.0%

⁶² The Child Nutrition and WIC Reauthorization Act of 2004 mandated direct certification of children in SNAP households for free school meals without application, to be phased in over three years beginning with school year 2006-2007.

TABLE 15.3.1 (continued)

	Pantry Client Households		Kitchen Client Households		Shelter Client Households		All Client Households	
SAMPLE SIZE (N)	37,986	42,441	10,667	13,552	4,225	5,092	52,878	61,085
Among clients who are currently receiving SNAP benefits:								
Average number of weeks clients or their households have currently been receiving SNAP benefits	203.2	196.2	157.4	156.4	69.1	87.4	187.2	184.3
Median number of weeks clients or their households have currently been receiving SNAP benefits	104	104	52	52	26	26	78	52
Average number of weeks during the month over which SNAP benefits usually last ^a	2.4	2.6	2.6	2.8	2.8	3.4	2.5	2.7
Median number of weeks during the month over which SNAP benefits usually last ^a	2	2	3	3	3	3	2	3
SAMPLE SIZE (N)	14,028	17,440	3,557	5,659	1,598	2,395	19,183	25,494
Percentage of households with children ages 0 to 3 years that participate in the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)	50.4%	54.3%	59.8%	52.2%	46.6%	51.0%	51.0%	54.1%
SAMPLE SIZE (N)	4,547	5,506	407	635	334	427	5,288	6,562
Percentage of households with school-aged children that participate in:								
National School Lunch program	62.4%	62.3%	59.7%	57.2%	53.1%	61.8%	62.0%	61.9%
School Breakfast Program	51.7%	53.9%	48.8%	48.4%	43.2%	57.5%	51.3%	53.6%
SAMPLE SIZE (N)	15,756	17,972	1,518	2,094	745	868	18,019	20,934

TABLE 15.3.1 (*continued*)

Source: This table was constructed based on usable responses to questions 30, 31, 32, 34, 35, 39, and 41 of the client survey. The 2009 estimates in this table can be found in Table 7.1.1 and 7.4.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^a Most SNAP households (67 percent) receive less than the maximum SNAP benefit with the expectation that they can contribute some of their own funds for food purchases. In other words, program benefits are not designed to last the full month in all households.

Between 2005 and 2009, the following changes took place:

- The percentage of clients or household members that were currently participating in SNAP increased from 35.4% to 41.0%. The increase among shelter clients was largest, from 31.1% to 42.0%.
- The median number of weeks clients or their households have been receiving SNAP benefits decreased from 78 weeks to 52 weeks. The median number of weeks that benefits last increased from 2 weeks to 3 weeks.
- Among households with at least one child age 0 to 3, the percentage that participate in WIC increased from 51.0% to 54.1%. Among households with at least one school-aged child, the percentage that participate in the National School Lunch Program decreased from 62.0% to 61.9%; the percentage that participate in the School Breakfast Program increased from 51.3% to 53.6%.

TABLE 15.3.2

CHANGES IN THE REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING SUPPLEMENTAL NUTRITION ASSISTANCE PROGRAM BENEFITS, FOR THOSE WHO HAVE APPLIED

Reasons Why Clients or Their Households Are Not Currently Receiving SNAP Benefits, for Those Who Have Applied for SNAP Benefits ^a	Pantry Client Households		Kitchen Client Households		Shelter Client Households		All Client Households	
	2005	2009	2005	2009	2005	2009	2005	2009
Ineligibility								
Ineligible income level	44.2%	44.5%	35.2%	32.3%	22.4%	20.3%	40.7%	41.3%
Change of household makeup	3.7%	2.7%	4.3%	2.7%	5.0%	6.3%	3.9%	2.9%
Time limit for receiving the help ran out	5.5%	4.3%	9.5%	5.9%	8.3%	8.4%	6.5%	4.8%
Citizenship status	1.0%	1.3%	0.1%	1.2%	0.1%	0.4%	0.8%	1.3%
SUBTOTAL^b	52.6%	51.1%	46.0%	40.9%	34.6%	31.3%	49.8%	48.5%
Inconvenience								
Too much hassle	16.1%	12.4%	16.4%	16.8%	12.0%	15.0%	15.8%	13.1%
Hard to get to SNAP office	5.9%	4.3%	5.4%	4.9%	7.2%	8.5%	5.9%	4.6%
SUBTOTAL	19.2%	15.3%	19.9%	20.4%	18.2%	19.0%	19.2%	16.2%
No Need								
No need for benefits	5.4%	4.1%	9.1%	8.6%	6.0%	8.3%	6.1%	5.0%
Others need benefits more	2.2%	2.4%	5.1%	3.1%	3.3%	2.8%	2.8%	2.5%
Need is only temporary	3.6%	3.6%	5.9%	3.0%	5.9%	8.1%	4.2%	3.8%
SUBTOTAL	9.4%	8.1%	14.8%	11.8%	14.0%	15.6%	10.8%	9.1%
Other								
Other reasons ^c	24.0%	26.3%	26.9%	33.1%	31.1%	44.7%	25.2%	28.3%
SAMPLE SIZE (N)	12,553	13,467	3,824	4,307	1,589	1,746	17,966	19,520

Source: This table was constructed based on usable responses to Question 33 of the client survey. The 2009 estimates in this table can be found in Table 7.3.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^aMultiple responses were accepted.

^bThe subtotal in this table indicates the percentage of people that provided one or more component items as their responses; thus it may differ from the sum of component items.

^cThis includes “waiting” and “in progress.”

We find that the percentage of clients that believe they are not receiving SNAP benefits because they are not eligible decreased from 49.8% to 48.5%. In addition, the percentage of clients that are not receiving SNAP benefits because it is too much hassle or is hard to get to the office decreased from 19.2% to 16.2%.

15.4 HEALTH STATUS

Job loss can affect one's health through the loss of health insurance that was either provided through an employer or purchased privately. The associated decrease in earned income can also lead to changes in health through changes in the amount and quality of food consumed. Table 15.4.1 examines changes in health status and the ability to pay medical bills between 2005 and 2009.

TABLE 15.4.1
CHANGES IN HEALTH STATUS

	Adult Clients Who Pick Up Food at a Pantry		Adult Clients at a Kitchen		Adult Clients at a Shelter		Adult Clients at All Program Sites	
	2005	2009	2005	2009	2005	2009	2005	2009
Percentage of clients that indicated their health was poor	17.4%	16.8%	12.8%	11.6%	15.0%	8.7%	16.4%	15.6%
Percentage of clients that indicated someone else in the household was in poor health								
Yes	19.9%	21.4%	9.8%	10.8%	3.7%	3.4%	17.1%	19.0%
No	46.6%	47.2%	28.9%	28.7%	13.0%	12.7%	41.3%	42.8%
Live alone	33.5%	31.4%	61.3%	60.5%	83.3%	84.0%	41.6%	38.2%
Households with at least one member reported to be in poor health	31.7%	32.3%	20.3%	20.0%	17.9%	11.5%	28.8%	29.5%
Percentage of clients that had unpaid medical bills	41.8%	46.9%	38.2%	42.8%	45.3%	49.7%	41.4%	46.5%
SAMPLE SIZE (N)	37,986	42,441	10,667	13,552	4,225	5,092	52,878	61,085

Source: This table was constructed based on usable responses to questions 20, 21, 22a-f, 23, and 24 of the client survey. The 2009 estimates in this table can be found in Tables 8.1.1 and 8.1.2.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Between 2005 and 2009, the following changes took place:

- The percentage of clients at all program sites that are in poor health decreased from 16.4% to 15.6%; however, the percentage of clients that indicated someone else in the household was in poor health increased from 17.1% to 19.0%.
- The percentage of clients that had unpaid medical bills increased from 41.4% to 46.5%. The magnitude of the increase was similar for pantries, kitchens, and shelters.

15.5 SERVICES RECEIVED AT FOOD PROGRAMS

In this section, we examine how changes to the economy and federal food assistance policies between 2005 and 2009 may have changed clients' use of emergency food services and the satisfaction with these services. Table 15.5.1 examines changes in the number of kitchens and pantries that households used over this period.

TABLE 15.5.1
CHANGES IN THE NUMBER OF DIFFERENT PANTRIES OR KITCHENS USED

	Pantry Client Households		Kitchen Client Households		Shelter Client Households		All Client Households	
	2005	2009	2005	2009	2005	2009	2005	2009
Percentage of clients not using any food pantries during the previous month	n.a	n.a.	54.8%	49.9%	72.2%	72.5%	14.0%	10.7%
Percentage of clients using 1 food pantry during the previous month	82.0%	79.7%	28.6%	29.2%	16.3%	16.1%	68.6%	69.4%
Percentage of clients using 2 or more different food pantries during the previous month	18.0%	20.3%	16.6%	20.8%	11.5%	11.4%	17.4%	19.9%
Percentage of clients not using any soup kitchens during the previous month	85.4%	87.0%	n.a.	n.a.	50.4%	48.8%	68.6%	72.9%
Percentage of clients using 1 soup kitchen during the previous month	10.2%	8.9%	76.6%	73.9%	27.1%	29.6%	22.5%	19.0%
Percentage of clients using 2 or more different soup kitchens during the previous month	4.4%	4.1%	23.5%	26.1%	22.5%	21.6%	8.9%	8.1%
SAMPLE SIZE (N)	37,986	42,441	10,667	13,552	4,225	5,092	52,878	61,085

Source: This table was constructed based on usable responses to questions 56 and 57a of the client survey. The 2009 estimates in this table can be found in Table 9.1.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

n.a. = not applicable.

Between 2005 and 2009, the following changes took place:

- The percentage of pantry clients that used more than one food pantry during the previous month increased from 18.0% to 20.3%. Among all clients, this percentage increased from 17.4% to 19.9%.
- The percentage of kitchen clients that used more than one kitchen during the previous month increased from 23.5% to 26.1%. Among all clients, this percentage decreased from 8.9% to 8.1%.

Table 15.5.2 examines changes in the degree of satisfaction that respondents felt with the food services they were receiving from providers in the FA network.

TABLE 15.5.2
CHANGES IN THE SATISFACTION WITH SERVICES AT FOOD PROGRAMS

	Adult Clients Who Pick Up Food at a Pantry		Adult Clients at a Kitchen		Adult Clients at a Shelter		Adult Clients at All Program Sites	
	2005	2009	2005	2009	2005	2009	2005	2009
Percentage of adult clients that said they were either “very satisfied” or “somewhat satisfied” with the amount of food they received from their FA provider.	92.6%	92.5%	92.7%	92.1%	83.7%	85.6%	92.0%	92.1%
Percentage of adult clients that said they were either “very satisfied” or “somewhat satisfied” with the variety of food they received from their FA provider.	90.7%	91.1%	89.4%	89.2%	78.7%	79.0%	89.6%	90.1%
Percentage of adult clients that said they were either “very satisfied” or “somewhat satisfied” with the overall quality of food they received from their FA provider.	93.9%	94.0%	91.6%	90.3%	82.9%	81.2%	92.7%	92.7%
Percentage of adult clients that said they were treated with respect by the staff who distribute food either “all of the time” or “most of the time”	91.6%	90.7%	91.0%	89.0%	84.2%	87.2%	91.0%	90.2%
SAMPLE SIZE (N)	37,986	42,441	10,667	13,552	4,225	5,092	52,878	61,085

Source: This table was constructed based on usable responses to questions 53 and 54 of the client survey. The 2009 estimates in this table can be found in Table 9.2.1.

TABLE 15.5.2 (continued)

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Between 2005 and 2009, the following changes took place:

- The percentage of clients that were either very satisfied or somewhat satisfied with the amount of the food they received at the programs remained about the same (92.1%).
- The percentage of clients that were treated with respect by the staff all or most of the time decreased from 91.0% to 90.2%.

15.6 AGENCIES AND FOOD PROGRAMS

Starting with this section, we shift the focus from changes in the client characteristics to changes in agency characteristics from 2005 to 2009. Table 15.6.1 describes changes in the distributions of agency types for different agency programs.

TABLE 15.6.1
CHANGES IN THE TYPES OF AGENCY THAT OPERATE THE PROGRAM

	Pantry Programs		Kitchen Programs		Shelter Programs		Agencies with Pantry, Kitchen, or Shelter	
	2005	2009	2005	2009	2005	2009	2005	2009
Faith-based or religion-affiliated nonprofit	73.6%	71.6%	64.7%	61.8%	43.1%	39.2%	68.5%	67.3%
Other private nonprofit	18.3%	19.6%	27.9%	29.1%	50.1%	51.0%	23.4%	23.7%
Governmental	2.3%	2.0%	2.5%	2.3%	1.8%	2.3%	2.4%	2.1%
Community Action Program (CAP)	3.2%	2.6%	1.8%	1.8%	1.6%	2.4%	2.9%	2.5%
Other ^a	2.6%	4.2%	3.0%	5.0%	3.4%	5.1%	2.8%	4.4%
SAMPLE SIZE (N)	18,436	23,842	4,514	6,064	2,704	3,728	21,834	27,452

Source: This table was constructed based on usable responses to Question 27 of the agency survey. The 2009 estimates in this table can be found in Table 10.6.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^aThis includes various community-based organizations.

Between 2005 and 2009, the following changes took place:

- The percentage of pantries, kitchens, or shelters run by a faith-based or religion-affiliated nonprofit agencies decreased from 68.5% to 67.3%.

- The percentage of pantries, kitchens, or shelters run by private nonprofit agencies that are not faith-based or affiliated with a religion increased from 23.4% to 23.7%.
- The percentage of pantries, kitchens, or shelters run by government-affiliated agencies decreased from 2.4% to 2.1%.
- The percentage of pantries, kitchens, or shelters run by Community Action Programs decreased from 2.9% to 2.5%.

As the composition of clients seeking emergency food services changes, agencies and programs may respond by reallocating resources to provide new services. Table 15.6.2 presents changes in the percentages of food programs that supply the additional services listed.

TABLE 15.6.2

CHANGES IN AGENCY OR PROGRAM PROVISION OF OTHER SERVICES IN ADDITION TO FOOD DISTRIBUTION

	Pantry Programs		Kitchen Programs		Shelter Programs	
	2005	2009	2005	2009	2005	2009
Percentage of agencies or programs offering other services in addition to food distribution						
Nutrition counseling	22.7%	24.0%	32.4%	34.4%	40.7%	39.4%
Eligibility counseling for WIC	13.1%	13.3%	7.2%	7.3%	24.8%	27.9%
Eligibility counseling for SNAP benefits	19.2%	22.2%	12.7%	13.8%	36.5%	40.7%
Employment training	8.6%	9.5%	21.1%	20.0%	38.0%	40.6%
Tax preparation help (Earned Income Tax Credit)	5.8%	6.3%	6.2%	7.5%	11.9%	13.6%
Utility bill assistance (Low-Income Heating and Energy Assistance Programs)	20.3%	19.5%	8.2%	9.2%	13.0%	15.0%
Short-term financial assistance	14.2%	13.7%	6.4%	7.3%	18.6%	18.4%
Budget and credit counseling	10.7%	11.0%	7.2%	8.7%	37.7%	40.8%
Transportation	15.0%	15.2%	23.0%	23.2%	63.3%	63.6%
Clothing	46.2%	46.3%	36.9%	37.0%	74.7%	74.9%
Senior programs	12.0%	11.4%	15.2%	14.9%	6.5%	6.5%
No additional services	25.1%	24.9%	17.3%	15.2%	1.9%	3.9%
SAMPLE SIZE (N)	18,436	23,842	4,514	6,064	2,704	3,728

Source: This table was constructed based on usable responses to Question 4 of the agency survey. The 2009 estimates in this table can be found in Table 10.5.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Between 2005 and 2009, the following changes took place:

- The percentage of programs providing nutrition counseling increased from 22.7% to 24.0% for pantries and from 32.4% to 34.4% for kitchens. For shelters, the percentage decreased from 40.7% to 39.4%.

- The percentage of kitchens providing utility bill assistance, such as low-income heating and energy assistance programs, increased from 8.2% to 9.2%. For shelters, the percentage increased from 13.0% to 15.0%.
- The percentage of pantries providing budget and credit counseling increased from 10.7% to 11.0%. For kitchens, the percentage increased from 7.2% to 8.7%. For shelters, the percentage increased from 37.7% to 40.8%.

Agencies and programs may also respond to economic-driven changes in the client demand for emergency food services by changing internal practices regarding rationing or limiting food in order to provide some food to all clients. Table 15.6.3 shows changes in the varying degrees of frequency with which the food programs stretched food resources.

TABLE 15.6.3
CHANGES IN THE FREQUENCY OF STRETCHING FOOD RESOURCES

During 2008, How Often Did the Program Have to Reduce Meal Portions or Reduce the Quantity of Food in Food Packages Because of a Lack of Food	Pantry Programs		Kitchen Programs		Shelter Programs	
	2005	2009	2005	2009	2005	2009
Never	39.4%	34.5%	65.1%	62.2%	73.2%	68.6%
Rarely	42.5%	40.8%	25.6%	26.0%	20.5%	21.3%
SUBTOTAL	81.9%	75.2%	90.6%	88.2%	93.8%	89.9%
Sometimes	17.0%	22.6%	8.7%	11.0%	5.7%	9.3%
Always	1.1%	2.2%	0.7%	0.8%	0.5%	0.8%
SUBTOTAL	18.1%	24.8%	9.4%	11.8%	6.2%	10.1%
SAMPLE SIZE (N)	18,436	23,842	4,514	6,064	2,704	3,728

Source: This table was constructed based on usable responses to Question 13 of the agency survey. The 2009 estimates in this table can be found in Table 12.2.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Between 2005 and 2009, the following changes took place:

- The percentage of programs that never experienced the need to stretch food resources (reduce meal portions or reduce the quantity of food in food packages) decreased from 39.4% to 34.5% for pantries, from 65.1% to 62.2% for kitchens, and from 73.2% to 68.6% for shelters.
- The percentage of programs that sometimes or always experienced the need to stretch food resources increased from 18.1% to 24.8% for pantries, from 9.4% to 11.8% for kitchens, and from 6.2% to 10.1% for shelters.

Changing client demand may also affect the abilities of agencies and programs to obtain resources that are required to operate emergency food programs effectively, including food, staffing, and physical space. Table 15.6.4 examines changes in the sources of food reported by the providers and Table 15.6.5 describes changes in the use of paid staff and volunteer staff.

TABLE 15.6.4
CHANGES IN THE SOURCES OF FOOD DISTRIBUTED BY PROGRAMS

Sources of Food	Pantry Programs		Kitchen Programs		Shelter Programs	
	2005	2009	2005	2009	2005	2009
Average percentage of food received from food bank(s)	74.2%	75.5%	49.0%	49.6%	41.5%	41.1%
Percentage of programs receiving food from: ^a						
Commodity Supplemental Food Program (CSFP) or The Emergency Food Assistance Program (TEFAP/EFAP) or the Food Distribution Program on Indian Reservations (FDPIR)	68.7%	59.8%	49.4%	41.2%	45.9%	38.1%
Church or religious congregations	76.2%	80.6%	58.7%	64.4%	56.2%	58.1%
Local merchant or farmer donations	40.8%	46.3%	45.8%	48.2%	45.0%	49.0%
Local food drives (e.g., Boy Scouts)	49.9%	54.5%	27.2%	31.9%	40.3%	40.7%
Food purchased by agency	53.9%	58.0%	74.9%	75.1%	81.4%	81.4%
Other ^b	22.4%	21.1%	19.3%	18.7%	24.6%	21.1%
SAMPLE SIZE (N)	18,436	23,842	4,514	6,064	2,704	3,728

Source: This table was constructed based on usable responses to questions 8, 8a, and 8b of the agency survey. The 2009 estimates in this table can be found in Table 13.1.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^aMultiple responses were accepted.

^bThis includes individual donations, organization gardens, and donations from other volunteer or civic groups.

Between 2005 and 2009, the following changes took place:

- The percentage of food distributed that comes from food bank(s) increased from 74.2% to 75.5% for pantries. For kitchens, the percentage increased from 49.0% to 49.6%. For shelters, the percentage decreased from 41.5% to 41.1%.
- The percentage of food distributed that comes from CSFP, TEFAP/EFAP, or FDPIR decreased for all types of programs. The percentage decreased from 68.7% to 59.8% for pantries, from 49.4% to 41.2% for kitchens, and from 45.9% to 38.1% for shelters.
- The percentage of food distributed that comes from local merchant or farmer donations increased for all types of programs. The percentage increased from 40.8% to 46.3% for pantries, from 45.8% to 48.2% for kitchens, and from 45.0% to 49.0% for shelters.
- The percentage of food distributed that comes from local food drives increased for all types of programs. The percentage increased from 49.9% to 54.5% for pantries, from 27.2% to 31.9% for kitchens, and from 40.3% to 40.7% for shelters.

TABLE 15.6.5

CHANGES IN STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK

Staff and Volunteer Resources	Pantry Programs		Kitchen Programs		Shelter Programs	
	2005	2009	2005	2009	2005	2009
Percentage of agencies that rely entirely on volunteers	66.2%	67.7%	40.5%	42.0%	10.8%	15.3%
Percentage of agencies that use volunteers	89.1%	92.6%	86.4%	87.1%	71.4%	71.8%
Number of volunteers among valid responses						
Average	9	10	15	16	9	9
Median	5	6	7	8	3	3
Number of volunteer hours among valid responses (hours)						
Average	35	39	58	60	51	49
Median	35	15	58	20	51	12
SAMPLE SIZE (N)	18,436	23,842	4,514	6,064	2,704	3,728

Source: This table was constructed based on usable responses to questions 15, 16, and 26 of the agency survey. The 2009 estimates in this table can be found in Table 13.2.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

Between 2005 and 2009, the following changes took place:

- The percentage of programs that had no paid staff in their workforce during the week prior to this study increased from 66.2% to 67.7% for pantries, from 40.5% to 42.0% for kitchens, and from 10.8% to 15.3% for shelters.
- The average number of volunteer hours increased from 35 hours to 39 hours for pantries and from 58 to 60 hours for kitchens. It decreased from 51 hours to 12 hours for shelters.

Changes in the composition of clients and the overall demand for emergency food services may affect the types and quantities of food that food banks' provide to their agencies and may encourage agencies to alter the purchase of some types of food relative to others for food not obtained from food banks. Table 15.6.6 examines changes in the categories of products that programs purchased with cash from sources other than their food bank resources. Table 15.6.7 presents changes in what products the providers would like to be able to obtain in greater quantity from their food banks.

TABLE 15.6.6

CHANGES IN PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANK

Categories of Products Programs Purchased with Cash from Sources Other than the Agency's Food Bank ^a	Pantry Programs		Kitchen Programs		Shelter Programs	
	2005	2009	2005	2009	2005	2009
Bread, cereal, rice, and pasta	37.7%	45.1%	53.4%	58.8%	59.1%	61.0%
Fresh fruits and vegetables	21.6%	26.0%	59.0%	64.1%	67.8%	67.0%
Canned or frozen fruits and vegetables	29.6%	35.6%	43.1%	49.9%	44.3%	48.9%
Meat, poultry, fish, beans, eggs, and nuts	40.2%	41.3%	69.0%	68.8%	75.2%	71.5%
Milk, yogurt, and cheese	20.3%	24.6%	58.7%	62.9%	73.9%	71.3%
Fats, oils, condiments, and sweets	16.1%	20.6%	51.0%	57.6%	53.6%	56.2%
Cleaning or personal hygiene products, diapers, and toilet-paper	36.0%	39.9%	53.6%	54.7%	81.4%	79.2%
Other ^b	7.9%	7.8%	11.6%	10.4%	11.2%	8.2%
No outside purchases	31.5%	27.6%	7.4%	8.4%	5.0%	6.5%
SAMPLE SIZE (N)	18,436	23,842	4,514	6,064	2,704	3,728

Source: This table was constructed based on usable responses to Question 22 of the agency survey. The 2009 estimates in this table can be found in Table 13.3.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the FA National Network. The sample sizes (N) also include missing data.

^aMultiple responses were accepted.

^bThis includes beverages, such as coffee, tea, and juice; paper products, such as plastic utensils, paper plates, and garbage bags; and laundry products.

Between 2005 and 2009, the following changes took place:

- The percentage of pantries and kitchens purchasing products from sources other than food banks increased for nearly all product categories. This was not true for shelters.
- The percentage of programs that purchased bread, cereal, rice, and pasta increased from 37.7% to 45.1% for pantries, from 53.4% to 58.8% for kitchens, and from 59.1% to 61.0% for shelters.
- The percentage of programs that purchased fresh fruits and vegetables increased from 21.6% to 26.0% for pantries and from 59.0% to 64.1% for kitchens. For shelters, it decreased from 67.8% to 67.0%.
- The percentage of programs that purchased canned or frozen fruits and vegetables increased from 29.6% to 35.6% for pantries, from 43.1% to 49.9% for kitchens, and from 44.3% to 48.9% for shelters.

TABLE 15.6.7

CHANGES IN PRODUCTS NEEDED FROM FOOD BANKS

Categories of Food and Nonfood Products Programs Need or Need More of from Their Food Bank ^a	Pantry Programs		Kitchen Programs		Shelter Programs	
	2005	2009	2005	2009	2005	2009
Bread, cereal, rice, and pasta	42.1%	47.3%	30.8%	36.9%	33.1%	38.7%
Fresh fruits and vegetables	35.0%	41.7%	49.2%	53.0%	51.4%	54.4%
Canned or frozen fruits and vegetables	33.1%	35.4%	33.1%	36.5%	25.7%	31.8%
Meat, poultry, fish, beans, eggs, and nuts	60.9%	56.6%	63.0%	59.7%	62.4%	61.2%
Milk, yogurt, and cheese	37.6%	45.9%	43.0%	48.4%	51.1%	55.1%
Fats, oils, condiments, and sweets	19.9%	24.5%	27.5%	33.2%	27.1%	32.3%
Cleaning or personal hygiene products, diapers, and toilet paper	53.7%	57.7%	37.2%	42.3%	63.1%	64.5%
Other ^b	8.7%	8.0%	9.5%	8.1%	11.3%	7.6%
SAMPLE SIZE (N)	18,436	23,842	4,514	6,064	2,704	3,728

Source: This table was constructed based on usable responses to Question 23 of the agency survey. The 2009 estimates in this table can be found in Table 14.1.1.

Notes: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the FA National Network. The sample sizes (N) also include missing data.

^aMultiple responses were accepted.

^bThis includes paper products, such as plastic utensils, paper plates, and garbage bags; beverages, such as juice, coffee, and tea; and dietary supplements, such as vitamins and Ensure.

Between 2005 and 2009 the percentage of pantries, kitchens, and shelters that need more products from food banks increased for all product categories except for meat, poultry, fish, beans, eggs, and nuts and “other” products such as paper products, beverages, and dietary supplements. Other changes include:

- The percentage of programs that need more bread, cereal, rice, and pasta increased from 42.1% to 47.3% for pantries, from 30.8% to 36.9% for kitchens, and from 33.1% to 38.7% for shelters.
- The percentage of programs that need more fresh fruits and vegetables increased from 35.0% to 41.7% for pantries, from 49.2% to 53.0% for kitchens, and from 51.4% to 54.4% for shelters.

- The percentage of programs that need more canned or frozen fruits and vegetables increased from 33.1% to 35.4% for pantries, from 33.1% to 36.5% for kitchens, and from 25.7% to 31.8% for shelters.

APPENDIX A

**DETAILS OF CALCULATION OF THE NUMBER OF PEOPLE
SERVED IN SUBGROUPS OF FA CLIENTS**

Much of the body of this report examines the percentage distribution of FA clients by various characteristics and categories. In certain instances, however, *absolute numbers* of clients are also reported. For easy reference, all absolute number tables are numbered with an added suffix “N” (for example, Table 5.3.2N).

We calculated estimates of absolute numbers of clients by applying percentage distributions to a table containing counts of total households and persons, disaggregated by FA provider type and by whether the people are adults or children. This appendix provides details of how this underlying table, shown as Table A.1, was derived.

The first row for pantry clients, 12.0 million, is the estimated total number of FA adult clients at program sites, based on the point estimates in the tables in Chapter 4 of this report. Since the client base of pantries includes all members of households, this figure itself is of limited use, except that the number of households served by FA affiliated pantries is equal to this number. This is because the sampling frame for pantry clients was constructed to use the household rather than the individual as the unit by interviewing only one adult from each sampled household. This explains why the first row of the pantry adult column is equal to the third row of the pantry total column. Using this total number of households and percentage information contained in this report, we calculated the number of households with specific characteristics, such as households with at least one child younger than age 18 or households currently receiving SNAP benefits.

The second row of the pantry total column, 33.9 million, is the estimated total number of persons served by FA programs. The details of its derivation are discussed in Chapter 4 of this report. Using the age distribution presented in Table 5.3.2 among pantry clients, we broke down the total number into the number of adults (60.3%) and that of children (39.7%).

TABLE A.1

ESTIMATED NUMBER OF DIFFERENT PEOPLE AND HOUSEHOLDS SERVED IN A GIVEN YEAR

	Adults	Children	Total
Pantry Clients			
Number of clients at program sites	12,000,000	n.a.	12,000,000
Number of all members of client households	20,500,000	13,500,000	33,900,000
Number of client households	n.a.	n.a.	12,000,000
Kitchen Clients			
Number of clients at program sites	1,500,000	300,000	1,800,000
Number of all members of client households	2,000,000	700,000	2,700,000
Number of client households	n.a.	n.a.	1,500,000
Shelter Clients			
Number of clients at program sites	1,100,000	200,000	1,300,000
Number of all members of client households	1,200,000	300,000	1,500,000
Number of client households	n.a.	n.a.	1,100,000

n.a. = not applicable.

As for kitchens and shelters, the client base was defined to be the persons who were present at program sites. The point estimates in the tables of Chapter 4 for the total number of clients is 1.8 million for the kitchens and 1.3 million for the shelters. These estimates also include children who come to kitchens and shelters accompanied by adults. As discussed in Chapter 4, we estimate that there are, on average, 2 children per 10 adults at both kitchen and shelter programs. The breakdowns of adults and children in the first row for the kitchens and shelters were based on those estimates.

We obtained the totals in the second row for the kitchen and the shelter columns by multiplying the total in the first row by the average household sizes (1.8 for kitchen clients and 1.4 for shelter clients). Then, the age distribution in Table 5.3.2 was used to break the total into adults and children. For the third row, we used the number of adults at the program sites to approximate the number of client households both for the kitchens and for the shelters.⁶³

⁶³ It is an approximation because more than one adult from the same household could have been interviewed at kitchen and shelter sites.

APPENDIX B
SNAP ELIGIBILITY CRITERIA

For 2009, the following SNAP eligibility rules applied to households in the 48 contiguous states and the District of Columbia.⁶⁴

A. RESOURCES (RULES ON RESOURCE LIMITS)

Households may have \$2,000 in countable resources, such as a bank account, or \$3,000 in countable resources if at least one person is age 60 or older or is disabled. However, certain resources are *not* counted, such as a home and lot, the resources of people who receive Supplemental Security Income (SSI), the resources of people who receive Temporary Assistance for Needy Families (TANF) (formerly AFDC), and most retirement (pension) plans.

A licensed vehicle is *not* counted if:

- It is used for income-producing purposes
- It is annually producing income consistent with its fair market value
- It is needed for long distance travel for work (other than daily commute)
- It is used as the home
- It is needed to transport a physically disabled household member
- It is needed to carry most of the household's fuel or water
- The household has little equity in the vehicle (because of money owed on the vehicle, it would bring no more than \$1,500 if sold)

For the following licensed vehicles, the fair market value over \$4,650 is counted:

- One per adult household member
- Any other vehicle a household member under 18 drives to work, school, job training, or to look for work

⁶⁴ This information was obtained from http://www.fns.usda.gov/fsp/applicant_recipients/Eligibility.htm on August 20, 2009.

For all other vehicles, the fair market value over \$4,650 or the equity value, whichever is more, is counted as a resource.

B. INCOME (RULES ON INCOME LIMITS)

Households must meet income tests *unless* all members are receiving Title IV (TANF), SSI, or, in some places, general assistance. Most households must meet both the gross and net income tests, but a household with an elderly person or a person who is receiving certain types of disability payments only has to meet the net income test. Gross income is equal to a household's total, nonexcluded income, before any deductions have been made. Net income is equal to gross income minus allowable deductions.

Households, except those noted, that have income over the amounts listed below cannot get SNAP benefits.

People in Household	Gross Monthly Income Limits	Net Monthly Income Limits
1	\$1,127	\$867
2	\$1,517	\$1,167
3	\$1,907	\$1,467
4	\$2,297	\$1,767
5	\$2,687	\$2,067
6	\$3,077	\$2,367
7	\$3,467	\$2,667
8	\$3,857	\$2,967
Each additional person	+\$390	+\$300

Note: Effective October 2008 through September 2009.

C. DEDUCTIONS (RULES ON ALLOWABLE DEDUCTIONS FROM INCOME)

Deductions are allowed as follows (effective October 2008 through September 2009):

- A 20% deduction from earned income
- A standard deduction of \$144 for households of 1 to 3 people and \$147 for a household size of 4 (higher for larger households, and in Alaska, Hawaii, and Guam)

- A dependent care deduction when needed for work, training, or education
- Medical expenses for elderly or disabled members which are more than \$35 for the month if they are not paid by insurance or someone else
- Legally owed child support payments
- Some states allow homeless households a set amount (\$143) for shelter costs
- Excess shelter costs that are more than half the household's income after the other deductions. Allowable costs include the cost of fuel to heat and cook with, electricity, water, the basic fee for one telephone, rent or mortgage payments, and taxes on the home. The amount of the shelter deduction cannot be more than \$446 unless one person in the household is elderly or disabled. (The limit is higher in Alaska, Hawaii, and Guam.)

D. WORK AND ALIENS (RULES ON WORK, AND LEGAL IMMIGRANTS)

With some exceptions, able-bodied adults between 16 and 60 must register for work, accept suitable employment, and take part in an employment and training program to which they are referred by the SNAP office. Failure to comply with these requirements can result in disqualification from the program. In addition, able-bodied adults between 18 and 50 who do not have any dependent children can get SNAP benefits for only 3 months in a 36-month period if they do not work or participate in a workfare or employment and training program other than job search. This requirement is waived in some locations.

E. IMMIGRANT ELIGIBILITY REQUIREMENTS

The 2002 Farm bill restores SNAP eligibility to most legal immigrants that:

- Have lived in the country five years
- Are receiving disability-related assistance or benefits, regardless of entry date
- Starting October 1, 2003, are children regardless of entry date

Certain non-citizens, such as those admitted for humanitarian reasons and those admitted for permanent residence, are also eligible for the program. Eligible household members can get SNAP benefits even if there are other members of the household that are not eligible.

Non-citizens that are in the United States temporarily, such as students, are not eligible.

A number of states have their own programs to provide benefits to immigrants who do not meet the regular SNAP eligibility requirements.

APPENDIX C

**SOURCES OF INFORMATION SHOWN IN THE CHARTS AND TABLES IN
CHAPTERS 5 THROUGH 14**

Table	Client Question	Agency Question
5.1.1	Client data	
5.2.1	2. Sex 3. Age 4. Relationship 5. Citizen 6. Employment 7. Are there any children age 0-5 years in household? 9. Are you married, living with someone as married, widowed, divorced, separated, or have you never been married? 10. What is the highest level of education you completed? 11. Are you Spanish, Latino, or of Hispanic descent or origin? 11a. Would that be Mexican, Puerto Rican, Cuban, some other Spanish, Hispanic, or Latino group? 12. What is your race? 81a. ZIP code 82. Are you a registered voter?	
5.3.1	2. Sex 3. Age 5. Citizen	
5.3.2	2. Sex 3. Age 5. Citizen 6a. Are there more than 10 people in the household? 6b. How many of those people are children less than 18 years old?	
5.4.1	9. Are you married, living with someone as married, widowed, divorced, separated, or have you never been married?	
5.5.1	10. What is the highest level of education you completed?	
5.6.1	11. Are you Spanish, Latino, or of Hispanic descent or origin? 11a. Would that be Mexican, Puerto Rican, Cuban, some other Spanish, Hispanic, or Latino group? 12. What is your race?	

Table	Client Question	Agency Question
5.7.1	3. Age 6. Employment	
5.7.2	6. Employment 12a. Is respondent working? 13. You mentioned that you are not working now. How long has it been since you worked? 14a. Is this job a managerial or professional job? 15. Are you participating in any gov't sponsored job training or work experience programs, such as the food stamp employment training program or any work program tied to your receipt of TANF?	
5.8.1.1	Federal Poverty Level Table	
5.8.2.1	27a. What was your household's total income for last month?	
5.8.3.1	27. What was your total income last month before taxes? 28. What was your household's main source of income last month?	
5.8.3.2	6. Employment 25. Did you get money in the <u>last month</u> from any of the following....? 27. What was your total income last month before taxes?	
5.8.4.1	29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?	
5.8.5.1	10. What is the highest level of education you completed? 29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?	

Table	Client Question	Agency Question
5.8.6.1	<p>3. Age</p> <p>6a. Are there more than 10 people in the household?</p> <p>6b. How many of those people are children less than 18 years old?</p> <p>6c. Does household include a grandchild?</p> <p>7. Are there any children age 0-5 years in household?</p> <p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p>	
5.9.1.1	<p>16. Please tell me the kind of place where you now live.</p> <p>17. Do you own, rent, live free with someone else?</p> <p>18. Were you late paying your last month's rent or mortgage?</p> <p>81. Does your household receive Section 8 or Public Housing Assistance?</p>	
5.9.1.2	<p>16. Please tell me the kind of place where you now live.</p> <p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p>	
5.9.1.3	<p>16. Please tell me the kind of place where you now live.</p> <p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p>	
5.9.2.1	<p>19. Do you have access to a place to prepare a meal, a working telephone, and a car that runs?</p>	

Table	Client Question	Agency Question
6.1.1.1	<p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn’t enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn’t eat because you couldn’t afford enough food?</p>	
6.1.1.2	<p>6b. How many of those people are children less than 18 years old?</p> <p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn’t enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn’t eat because you couldn’t afford enough food?</p>	

Table	Client Question	Agency Question
6.1.1.3	<p>7. Are there any children age 0-5 years in household?</p> <p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn’t enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn’t eat because you couldn’t afford enough food?</p>	

Table	Client Question	Agency Question
6.1.1.4	<p>3. Age</p> <p>6a. Are there more than 10 people in the household?</p> <p>6b. How many of those people are children less than 18 years old?</p> <p>6c. Does household include a grandchild?</p> <p>7. Are there any children age 0-5 years in household?</p> <p>42. "The food I/we bought just didn't last, and I/we didn't have money to get more." (Often, sometimes, never true)</p> <p>43. "I/We couldn't afford to eat balanced meals." (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn't enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p>	
6.1.2.1	<p>42. "The food I/we bought just didn't last, and I/we didn't have money to get more." (Often, sometimes, never true)</p> <p>43. "I/We couldn't afford to eat balanced meals." (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn't enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p>	

Table	Client Question	Agency Question
6.1.3.1	<p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p> <p>42. "The food I/we bought just didn't last, and I/we didn't have money to get more." (Often, sometimes, never true)</p> <p>43. "I/We couldn't afford to eat balanced meals." (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn't enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p>	
6.1.3.2	<p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p> <p>42. "The food I/we bought just didn't last, and I/we didn't have money to get more." (Often, sometimes, never true)</p> <p>43. "I/We couldn't afford to eat balanced meals." (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn't enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p>	

Table	Client Question	Agency Question
6.1.4.1	<p>20. Would you say your own health is excellent, very good, good, fair, or poor?</p> <p>21. Does person live alone?</p> <p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn’t enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn’t eat because you couldn’t afford enough food?</p>	
6.1.5.1	<p>5. Citizen</p> <p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn’t enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn’t eat because you couldn’t afford enough food?</p>	

Table	Client Question	Agency Question
6.1.5.2	<p>5. Citizen</p> <p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p> <p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn’t enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn’t eat because you couldn’t afford enough food?</p>	
6.2.1	<p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p>	
6.2.2	<p>29. What was your household’s total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov’t programs?</p> <p>31. Are you (or others in your household) receiving Food Stamps (SNAP) now?</p> <p>42. “The food I/we bought just didn’t last, and I/we didn’t have money to get more.” (Often, sometimes, never true)</p> <p>43. “I/We couldn’t afford to eat balanced meals.” (Often, sometimes, never true)</p>	

Table	Client Question	Agency Question
6.3.1	<p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn't enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p> <p>47. In the last 12 months, did you ever not eat for a whole day because there wasn't enough money for food?</p>	
6.3.2	<p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p> <p>31. Are you (or others in your household) receiving Food Stamps (SNAP) now?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p> <p>47. In the last 12 months, did you ever not eat for a whole day because there wasn't enough money for food?</p>	

Table	Client Question	Agency Question
6.3.3	<p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p> <p>31. Are you (or others in your household) receiving Food Stamps (SNAP) now?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p> <p>47. In the last 12 months, did you ever not eat for a whole day because there wasn't enough money for food?</p>	
6.4.1	<p>3. Age</p> <p>6b. How many of the other people in your household are children less than 18 years old?</p> <p>49. "My child was not eating enough because I/we just couldn't afford enough food." (Often, sometimes, never true)</p> <p>50. In the last 12 months, did your child ever skip meals because there wasn't enough money for food?</p> <p>51. In the last 12 months, was your child ever hungry but you just couldn't afford more food?</p>	

Table	Client Question	Agency Question
6.4.2	<p>29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?</p> <p>31. Are you (or others in your household) receiving Food Stamps (SNAP) now?</p> <p>49. "My child was not eating enough because I/we just couldn't afford enough food." (Often, sometimes, never true)</p> <p>50. In the last 12 months, did your child ever skip meals because there wasn't enough money for food?</p> <p>51. In the last 12 months, was your child ever hungry but you just couldn't afford more food?</p>	
6.4.3	<p>49. "My child was not eating enough because I/we just couldn't afford enough food." (Often, sometimes, never true)</p> <p>50. In the last 12 months, did your child ever skip meals because there wasn't enough money for food?</p> <p>51. In the last 12 months, was your child ever hungry but you just couldn't afford more food?</p>	
6.5.1	<p>52. In the past 12 months, have you or anyone in your household every had to choose between: paying for food and paying for medicine or medical care; paying for food and paying for utilities or heating fuel; paying for food and paying for rent or mortgage?</p>	

Table	Client Question	Agency Question
6.5.2	<p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn't enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p> <p>52. In the past 12 months, have you or anyone in your household every had to choose between: paying for food and paying for medicine or medical care; paying for food and paying for utilities or heating fuel; paying for food and paying for rent or mortgage?</p>	
6.5.3	<p>44. In the last 12 months, did you ever cut the size of your meals or skip meals because there wasn't enough money for food?</p> <p>44a. How often did this happen?</p> <p>45. In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money to buy food?</p> <p>46. In the last 12 months, were you ever hungry but didn't eat because you couldn't afford enough food?</p> <p>52. In the past 12 months, have you or anyone in your household every had to choose between: paying for food and paying for medicine or medical care; paying for food and paying for utilities or heating fuel; paying for food and paying for rent or mortgage?</p>	

Table	Client Question	Agency Question
7.1.1	<p>30. Have you ever applied for SNAP benefits?</p> <p>31. Are you receiving SNAP benefits now?</p> <p>32. Did you receive SNAP benefits in the past 12 months?</p> <p>34. How long have you been receiving SNAP benefits?</p> <p>35. How many weeks do your SNAP benefits usually last?</p>	
7.1.2	<p>3. Age</p> <p>6a. Are there more than 10 people in the household?</p> <p>6b. How many of those people are children less than 18 years old?</p> <p>6c. Does household include a grandchild?</p> <p>7. Are there any children age 0-5 years in household?</p> <p>30. Have you ever applied for SNAP benefits?</p> <p>31. Are you receiving SNAP benefits now?</p> <p>32. Did you receive SNAP benefits in the past 12 months?</p> <p>34. How long have you been receiving SNAP benefits?</p> <p>35. How many weeks do your SNAP benefits usually last?</p>	
7.1.3	<p>30. Have you ever applied for SNAP benefits?</p> <p>31. Are you receiving SNAP benefits now?</p> <p>32. Did you receive SNAP benefits in the past 12 months?</p> <p>34. How long have you been receiving SNAP benefits?</p> <p>35. How many weeks do your SNAP benefits usually last?</p>	
7.2.1	<p>36. Why haven't you applied for the Supplemental Nutrition Assistance Program?</p>	

Table	Client Question	Agency Question
7.2.2	<p>3. Age</p> <p>6a. Are there more than 10 people in the household?</p> <p>6b. How many of those people are children less than 18 years old?</p> <p>6c. Does household include a grandchild?</p> <p>7. Are there any children age 0-5 years in household?</p> <p>36. Why haven't you applied for the Supplemental Nutrition Assistance Program?</p>	
7.2.3	<p>36. Why haven't you applied for the Supplemental Nutrition Assistance Program?</p>	
7.3.1	<p>33. Why don't you receive SNAP benefits now?</p>	
7.3.2	<p>3. Age</p> <p>6a. Are there more than 10 people in the household?</p> <p>6b. How many of those people are children less than 18 years old?</p> <p>6c. Does household include a grandchild?</p> <p>7. Are there any children age 0-5 years in household?</p> <p>33. Why don't you receive SNAP benefits now?</p>	
7.3.3	<p>33. Why don't you receive SNAP benefits now?</p>	
7.3.4	<p>33. Why don't you receive SNAP benefits now?</p>	
7.3.5	<p>33. Why don't you receive SNAP benefits now?</p>	
7.3.6	<p>33. Why don't you receive SNAP benefits now?</p>	
7.4.1	<p>7a. Do any of your younger-than-school-age children go to day care?</p> <p>8. Does the government pay part of the cost of day care?</p> <p>39. In which, if any, of the following programs do you currently participate?</p> <p>41. Did the child(ren) in your household participate in the summer food programs providing free lunches for child(ren) in the summer of 2008?</p>	

Table	Client Question	Agency Question
7.4.2	7a. Do any of your younger than school age children go to day care? 8. Does the government pay part of the cost of day care? 39. In which, if any, of the following programs do you currently participate? 41. Did the child(ren) in your household participate in the summer food programs providing free lunches for child(ren) in the summer of 2008?	
7.4.3	41. Did the child(ren) in your household participate in the summer food programs providing free lunches for child(ren) in the summer of 2008? 41a. Why didn't the child(ren) in your household participate in the summer food program?	
7.4.4	41. Did the child(ren) in your household participate in the summer food programs providing free lunches for child(ren) in the summer of 2008? 41a. Why didn't the child(ren) in your household participate in the summer food program?	
7.5.1	26. Did you receive general assistance, welfare, or TANF at any time in the <u>past two years</u> ?	
7.6.1	38. Where do you do <u>most</u> of your grocery shopping?	
8.1.1	20. Would you say your own health is excellent, very good, good, fair, or poor? 21. Is anyone in your household in poor health?	
8.2.1	22a-f. Do you have any of the following kinds of health insurance? 23. Do you have unpaid medical or hospital bills? 24. In the past 12 months, have you been refused medical care because you could not pay or because you had a Medicaid or Medical Assistance card?	

Table	Client Question	Agency Question
8.2.2	22b. Do you have...State Medical Assistance Program or Medicaid? 29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?	
8.2.3	22a-f. Do you have any of the following kinds of health insurance? 29. What was your household's total income before taxes and other deductions <u>last year</u> from all sources, including Social Security and other gov't programs?	
9.1.1	56. How many different food pantries gave you food in the past month? 57. How many different soup kitchens gave you meals in the past month?	
9.2.1	53. Please rate how satisfied you are with the food that you and others in your household receive here. 54. When you come here, how often are you treated with respect by the staff who distribute food?	
9.2.2	53. Please rate how satisfied you are with the food that you and others in your household receive here. 54. When you come here, how often are you treated with respect by the staff who distribute food?	
9.3.1	55. If this agency weren't here to help you with food, what would you do?	
10.1.1		Agency data
10.2.1		1. Record the total number of emergency shelters, pantries, kitchens, and other programs you currently operate.
10.3.1		1. Record the total number of emergency shelters, pantries, kitchens, and other programs you currently operate.
10.4.1		3b. In what year did each selected program open?
10.4.2		2. Please list the names and ZIP codes of your pantries, kitchens, and shelters. 3b. In what year did each selected program open?

Table	Client Question	Agency Question
10.5.1		4. For each selected program, please indicate which of the following services, if any, are currently being provided.
10.5.2		2. Please list the names and ZIP codes of your pantries, kitchens, and shelters. 4. For each selected program, please indicate which of the following services, if any, are currently being provided.
10.5.3		4. For each selected program, please indicate which of the following services, if any, are currently being provided.
10.5.4		26. Please indicate which of the following programs or facilities your agency operates
10.6.1		27. Type of agency.
10.6.2		2. Please list the names and ZIP codes of your pantries, kitchens, and shelters. 27. Type of agency.
10.7.1		18. Do the selected programs currently serve any of the following groups?
10.8.1		7. Compared to 3 years ago, that is, 2006, is this program providing food to more, fewer, same number of clients?
10.9.1		19. In which of the following ways does the client mix change during the year for any of the selected programs?
10.9.2		2. Please list the names and ZIP codes of your pantries, kitchens, and shelters. 19. In which of the following ways does the client mix change during the year for any of the selected programs?
11.1.1		6. During a typical week, approximately how many meals are served and/or bags or boxes of food distributed by each of the selected programs?
11.2.1		6b. How many different persons or households did you serve on the last day you were open? And how many meals were served and/or bags or boxes of food distributed by each of the selected programs on that day?

Table	Client Question	Agency Question
11.2.2		<p>2. Please list the names and ZIP codes of your pantries, kitchens, and shelters.</p> <p>6b. How many different persons or households did you serve on the last day you were open? And how many meals were served and/or bags or boxes of food distributed by each of the selected programs on that day?</p>
11.2.3		<p>6b. How many different persons or households did you serve on the last day you were open? And how many meals were served and/or bags or boxes of food distributed by each of the selected programs on that day?</p> <p>27. Type of agency.</p>
12.1.1		<p>17. Is the continued operation of the selected programs threatened by one or more serious problems?</p>
12.1.2		<p>2. Please list the names and ZIP codes of your pantries, kitchens, and shelters.</p> <p>17. Is the continued operation of the selected programs threatened by one or more serious problems?</p>
12.1.3		<p>17. Is the continued operation of the selected programs threatened by one or more serious problems?</p> <p>27. Type of agency.</p>
12.2.1		<p>13. During the past year, about how often did each of the selected programs have to reduce meal portions or reduce the quantity of food in food packages because of a lack of food?</p>
12.2.2		<p>13. During the past year, about how often did each of the selected programs have to reduce meal portions or reduce the quantity of food in food packages because of a lack of food?</p>
12.2.3		<p>13. During the past year, about how often did each of the selected programs have to reduce meal portions or reduce the quantity of food in food packages because of a lack of food?</p>

Table	Client Question	Agency Question
12.3.1		<p>9. During the past year, did the selected programs turn away any clients for <u>any</u> reason?</p> <p>10. For which of the following reasons did each selected program turn clients away?</p> <p>12. During the past year, approximately how many clients did each selected program turn away?</p>
12.3.2		<p>11. What were each selected program's two most frequent reasons for turning away clients?</p>
12.4.1		<p>14. In your opinion, during a <i>typical week</i>, how much <i>more</i> food, if any, does each of the selected programs need in order to adequately meet their demand for food? Your best estimate is fine.</p>
13.1.1		<p>8. For each selected program, approximately what percent of the distributed food comes from the food bank?</p> <p>8a. Do the selected programs distribute government or USDA commodities from CSFP, TEFAP, or FDIRP?</p> <p>8b. Approximately what percent of the distributed food comes from other sources?</p>
13.1.2		<p>2. Please list the names and ZIP codes of your pantries, kitchens, and shelters.</p> <p>8. For each selected program, approximately what percent of the distributed food comes from the food bank?</p> <p>8a. Do the selected programs distribute government or USDA commodities from CSFP, TEFAP, or FDIRP?</p> <p>8b. Approximately what percent of the distributed food comes from other sources?</p>
13.1.3		<p>8. For each selected program, approximately what percent of the distributed food comes from the food bank?</p> <p>8a. Do the selected programs distribute government or USDA commodities from CSFP, TEFAP, or FDIRP?</p> <p>8b. Approximately what percent of the distributed food comes from other sources?</p> <p>27. Type of agency.</p>

Table	Client Question	Agency Question
13.1.4		<p>8. For each selected program, approximately what percent of the distributed food comes from the food bank?</p> <p>8a. Do the selected programs distribute government or USDA commodities from CSFP, TEFAP, or FDIRP?</p> <p>8b. Approximately what percent of the distributed food comes from other sources?</p> <p>13. During the past year, about how often did each of the selected programs have to reduce meal portions or reduce the quantity of food in food packages because of a lack of food?</p>
13.2.1		<p>15. Currently, how many <u>paid</u> staff are employed by each of the selected programs?</p> <p>16. During the past week, how many volunteers assisted and the number of volunteer hours for each selected program.</p> <p>26. Please indicate which of the following programs or facilities your agency operates</p>
13.3.1		<p>22. Please indicate for each selected program, which of the following categories of products are <u>purchased</u> with cash from sources other than your food bank?</p>
14.1.1		<p>23. What categories of food and non-food products do you <u>need</u> that you are not getting now, or need more of from your food bank to meet your clients' needs?</p>
14.2.1		<p>24. If the food supply you receive from your food bank were eliminated, how much of an impact would this have on your program?</p>
14.3.1		<p>25. Does your program need additional assistance in any of the following areas?</p>

APPENDIX D

HUNGER IN AMERICA TABLE CROSSWALK, 2006 TO 2010

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
CHAPTER 2				
No Tables in this Chapter				
CHAPTER 3				
No Tables in this Chapter				
CHAPTER 4				
4.2.1	Estimates of Numbers of Different Clients Served by the FA Network			
4.3.1	Estimated Number of Pantries in the FA Network			
4.4.1	Derivation of Estimate of Different People Using Pantries Annually			
4.5.1	Estimated Number of Kitchens in the FA Network			
4.6.1	Derivation of Estimate of Different People Using Kitchens Annually			
4.7.1	Estimated Number of Shelters in the FA Network			
4.7.2	Derivation of Estimate of Different People Using Shelters Annually			
4.8.1	Estimated Annual Clients Unduplicated across Agencies			
CHAPTER 5				
5.1.1	Number of Client Respondents			

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
5.2.1	Summary Demographic Profile of FA Clients			
5.3.1	Age, Gender, and Citizenship Composition (Adult Clients at FA Program Sites)			Two new rows added "Households with Grandchildren" and "Households with a respondent who provides basic needs to grandchild, among households with a grandchild"
5.3.2	Age, Gender, and Citizenship Composition (All Client Household Members)			
5.3.2N	Age Composition (Estimated Number of Client Household Members)			
5.3.3	Age Composition (All Clients)		New	
5.3.3N	Age Composition (Estimated Number of Clients)		New	
5.4.1	Marital Status			
5.5.1	Highest Education Level Attained			
5.6.1	Racial and Ethnic Background			
5.7.1	Employment Status of Adults in Household			
5.7.2	Detailed Employment Status of Adults in Household			
5.7.2N	Estimated Number of Employed Adults, Full-Time and Part-Time			
5.8.1.1	The 2009 Federal Income Level--Monthly Income			
5.8.2.1	Household Income for the Previous Month			

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
5.8.3.1	Main Source of Household Income for the Previous Month			
5.8.3.2	All Sources of Household Income for Previous Month			
5.8.4.1	Household Income for 2008			
Estimated Number of Client Households Receiving TANF or GA During Previous Month				
5.8.4.1N	Month			
5.8.5.1	Income in 2008, by Education	15.3.3		
5.8.6.1	Income in 2009, by Presence of Elderly or Children	15.3.5		
5.9.1.1	Housing Status			Added new row "motel/hotel" for choices under "Clients with a place to live"
5.9.1.1N	Estimated Number of Clients with or without a Place to Live			
5.9.1.2	Income in 2008, by Housing Status	15.3.1		
5.9.1.3	Income in 2008, by Home Ownership	15.3.2		
5.9.1.4	Household Resources	5.9.2.1		
CHAPTER 6				
6.1.1.1	Household Food Insecurity	6.1.1		
6.1.1.1N	Estimated Number of Households by Food Security Status	6.1.1N		
6.1.1.2	Food Security, By Presence of Children	15.2.4		
6.1.1.3	Food Security, By Presence of Young Children	15.2.5		
6.1.1.4	Food Security, By Presence of Elderly or Children	15.2.6		
6.1.2.1	Food Security, by Supplemental Nutrition Assistance Program Participation	6.1.2 and 15.2.3		

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
Estimated Number of Households by Supplemental Nutrition Assistance Program				
6.1.2.1N	Participation and Food Security Status	6.1.2N		
6.1.3.1	Food Security, By Income in 2008	15.2.1		
6.1.3.2	Income in 2008, by Food Security Status	15.3.4		
6.1.4.1	Food Security, by Health Status	15.2.2		
6.1.5.1	Food Security, by Citizenship Status	15.2.7		
Food Security among Households Containing at Least One Noncitizen, by Presence of Young Children				
6.1.5.2		15.2.8		
6.2.1	Indicators of Food Insecurity in Households			
Estimated Number of Households, by Indicators of Food Security				
6.2.1N				
Indicators of Food Insecurity in Households, by Supplemental Nutrition Assistance Program Receipt				
6.2.2		15.7.1		
6.3.1	Indicators of Food Insecurity Among Adults			
Estimated Number of Households, by Indicators of Food Security Among Adults				
6.3.1N				
Indicators of Food Insecurity Among Adults, by Receipt of Supplemental Nutrition Assistance Program Benefits				
6.3.2			New	
Indicators of Food Insecurity Among Adults, by Urban/Metropolitan Status				
6.3.3			New	
Indicators of Food Insecurity Among Children				
6.4.1				
Estimated Number of Client Households with Children, by Food Security Status				
6.4.1.N				
Indicators of Food Insecurity and Hunger Among Children, by Receipt of Supplemental Nutrition Assistance Program Benefits				
6.4.2			New	
Indicators of Food Insecurity and Hunger Among Children, by Urban/Metropolitan Status				
6.4.3			New	

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
6.5.1	Choice between Food and Necessities			<p>Add two rows corresponding to two new 2009 questions (1) paying for food and paying for transportation and (2) paying for food and paying for gas for a car.</p> <p>Also, changed the last three rows of the table to say: "HHs with all 5 of these situations", "HHs with 4 out of the 5 situations", "HHs with 3 out of the 5 situations", "HHs with 2 out of the 5 situations", "HHs with only 1 of the situations"</p>
6.5.2	Household Tradeoffs, by Food Security Status	15.5.1		<p>Add two rows corresponding to two new 2009 questions (1) paying for food and paying for transportation and (2) paying for food and paying for gas for a car.</p>

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
6.5.3	Household Tradeoffs, by Household Structure	15.5.2		Add two rows corresponding to two new 2009 questions (1) paying for food and paying for transportation and (2) paying for food and paying for gas for a car.
CHAPTER 7				
7.1.1	Use of the Supplemental Nutrition Assistance Program			
7.1.1N	Use of the Supplemental Nutrition Assistance Program (Client Counts)			
7.1.2	Use of the Supplemental Nutrition Assistance Program , by Presence of Elderly or Children		New	
7.1.3	Use of the Supplemental Nutrition Assistance Program , by Urban/Metropolitan Status		New	

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
7.2.1	Reasons Why Clients Never Applied for Supplemental Nutrition Assistance Program Benefits			Added 4 new rows corresponding to categories (SNAP office is not open when I am available; SNAP office does not offer services in my language, Didn't want to be fingerprinted, nowhere to redeem benefits) to the "Inconveniences" section. Removed "need is only temporary" from "No Need" section as it was not asked in 2009.
7.2.2	Reasons Why Clients Never Applied for Supplemental Nutrition Assistance Program Benefits, by Presence of Elderly or Children	15.6.2		
7.2.3	Reasons Why Clients Never Applied for Supplemental Nutrition Assistance Program Benefits, by Urban/Metropolitan Status		New	
7.3.1	Reasons Why Clients or Their Households are not Currently Receiving Supplemental Nutrition Assistance Program Benefits, For Those Who Have Applied			
7.3.2	Reasons Why Clients or Their Households are not Currently Receiving Supplemental Nutrition Assistance Program Benefits, For Those Who Have Applied, by Presence of Elderly or Children	15.6.1		

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010 Report)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
7.3.3	Reasons Why Clients or Their Households are not Currently Receiving Supplemental Nutrition Assistance Program Benefits, For Those Who Have Applied, by Urban/Metropolitan Status		New	
7.3.4	Reported Income Levels of Clients Who Indicated Ineligible Income as a Reason for not Receiving Supplemental Nutrition Assistance Program Benefits	7.3.2		
7.3.5	Reported Income Levels of Clients Who Indicated Ineligible Income as a Reason for not Receiving Supplemental Nutrition Assistance Program Benefits, by Presence of Elderly or Children		New	
7.3.6	Reported Income Levels of Clients Who Indicated Ineligible Income as a Reason for not Receiving Supplemental Nutrition Assistance Program Benefits, by Urban/Metropolitan Status		New	
7.4.1	Use of Other Programs			Added backpack weekend food program as a row.
7.4.2	Use of Other Programs, by Urban/Metropolitan status		New	
7.4.3	Reasons Why Child didn't Participate in Summer Food Program		New	
7.4.4	Reasons Why Child didn't Participate in Summer Food Program, by Urban/Metropolitan Status		New	
7.5.1	General Assistance, Welfare, and TANF in the Previous Two Years			
7.6.1	Grocery Shopping Patterns			Added "dollar stores" as a separate row in table.
CHAPTER 8				
8.1.1	Health Status			

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
8.2.1	Health Insurance and Access to Medical Care			
8.2.1N	Estimated Number of Clients at Program Sites who had been Refused Medical Care			
8.2.2	Income in 2008, by Medicaid Participation Status	15.3.6		
8.2.3	Income in 2008, by Uninsured Status		New	
CHAPTER 9				
9.1.1	Number of Different Pantries or Kitchens Used			
9.2.1	Satisfaction with Services at Food Programs			
9.2.2	Satisfaction with Services at Food Programs, by Urban/Metropolitan Status		New	
9.3.1	What Clients Would Do Without Food Assistance from the Agency			
CHAPTER 10				
10.1.1	Programs Reported on by Participating Agencies, by Program Type			
10.2.1	Number of Programs Operated by Agencies			
10.3.1	Agencies Operating Various Types of Programs			
10.4.1	Length of Program Operation			
10.4.2	Length of Program operations, by Urban/Metropolitan status		New	
10.5.1	Other Services or Facilities Agencies or Programs Provide in Addition to Food Distribution, by Program Type			
10.5.2	Other Services or Facilities Agencies or Programs Provide in Addition to Food Distribution, by Urban/Metropolitan Status		New	
10.5.3	Number of Additional Services, by Program Type	10.5.2		

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
10.5.4	Other Facilities Agencies Provide in Addition to Food Distribution, by Program Type	10.5.3		Added "CSFP" as row in table.
10.6.1	Type of Agency that Operates the Program			
10.6.2	Type of Agency that Operates the Program, by Urban/Metropolitan status		New	
10.7.1	Programs Serving Selected Types of Clients			
10.8.1	Agency Estimates of Change in Number of Clients from 2006 to 2009			
10.9.1	Seasonality of Client Mix			
10.9.2	Seasonality of Client Mix, by Urban/Metropolitan status		New	
CHAPTER 11				
11.1.1	Number of Boxes or Bags Distributed in Typical Week			
11.2.1	Amount of Food Served on the Day the Program was Last Open			
11.2.2	Amount of Food Served on the Day the Program was Last Open, by Urban/Metropolitan Status		New	
11.2.3	Amount of Food Served on the Day the Program was Last Open, by Type of Agency that Operates the Program		New	
CHAPTER 12				
12.1.1	Stability of Existing Food Programs			
12.1.2	Stability of Existing Food Programs, by Urban/Metropolitan Status		New	
12.1.3	Stability of Existing Food Programs, by Type of Agency that Operates the Program		New	
12.2.1	Frequency of Stretching Food Resources			
12.2.1N	Estimated Number of Programs Having to Stretch Food Resources			
12.2.2	Frequency of Stretching Food Resources, by Urban/Metropolitan Status		New	
12.2.3	Frequency of Stretching Food Resources, by Type of Agency that Operates the Program		New	

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
12.3.1	Programs that Turned Away Clients			
12.3.2	Most Frequent Reasons the Program Turned Away Clients			
12.4.1	Additional Food Resources Needed Per Week			
CHAPTER 13				
13.1.1	Sources of Food Distributed			Added row for "Food distribution program on Indian Reservation (FDIRP)"
13.1.2	Percentage of Food Received from Food Bank , by Urban/Metropolitan Status		New	
13.1.3	Percentage of Food Received from Food Bank , by Type of Agency that Operates the Program		New	
13.1.4	Percentage of Food Received from Food Bank , by Frequency of Stretching Food Resources		New	
13.2.1	Staff and Volunteer Resources			
13.2.1N	Estimated Number of Volunteer and Volunteer Hours during Previous Week			
13.3.1	Products Purchased from Sources Other than Food Bank			
CHAPTER 14				
14.1.1	Products Needed from Food Banks			
14.2.1	Impact of Elimination of Food Bank			
14.3.1	Areas of Additional Assistance Desired			Added two new rows: "SNAP Benefits and Outreach" and "Summer Feeding Programs"
CHAPTER 15				

Table Number in 2010 Report	Table Title	Table Number in 2006 Report (if different than in 2010 Report)	New Table in 2010 Report	Rows added in 2010 to existing 2006 Tables
15.1.1	Changes in Demographic Characteristics		New	
15.1.2	Changes in Employment and Income Characteristics		New	
15.2.1	Changes in Food Security		New	
15.2.2	Changes in Food Security, by Presence of Elderly or Children		New	
15.2.3	Changes in Food Security, by Supplemental Nutrition Assistance Program Participation and Eligibility Status		New	
15.2.4	Changes in Household Trade-Offs Between Food and Necessities, by Food Security Status		New	
15.3.1	Changes in the Use of Federal Food Assistance Programs		New	
15.3.2	Changes in the Reasons Why Clients or their Households are not Currently Receiving Supplemental Nutrition Assistance Program Benefits, For Those Who Have Applied		New	
15.4.1	Changes in Health Status		New	
15.5.1	Changes in the Number of Different Pantries or Kitchens Used		New	
15.5.2	Changes in the Satisfaction with Services at Food Programs		New	
15.6.1	Changes in the Types of Agency that Operates the Program		New	
15.6.2	Changes in Agency or Program Provision of Other Services in Addition to Food Distribution		New	
15.6.3	Changes in the Frequency of Stretching Food Resources		New	
15.6.4	Changes in the Sources of Food Distributed by Programs		New	
15.6.5	Changes in Staff and Volunteer Resources During Previous Week		New	
15.6.6	Changes in Products Purchased from Sources Other than Food Bank		New	
15.6.7	Changes in Products Needed from Food Banks		New	

