

MPR Reference No.: 8742-430

MATHEMATICA
Policy Research, Inc.

**HUNGER IN AMERICA
2001
National Report
Prepared for America's
Second Harvest**

Final Report

October 2001

*Myoung Kim
Jim Ohls
Rhoda Cohen*

Submitted to:

America's Second Harvest
35 E. Wacker Drive, Suite 2000
Chicago, IL 60601

Douglas O'Brien,
Director of Public Policy and Research
Halley Torres Aldeen,
Research Coordinator

Submitted by:

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

Rhoda Cohen,
Project Director



Dear Friends,

The tragic events of September 11, 2001 have deeply affected all Americans. Yet, it is in the spirit of a better America—a great people challenging great problems—that America's Second Harvest releases *Hunger in America 2001*. The purpose of the study is to provide information about a pervasive national problem that we can—and must—overcome. America is a nation with a legacy of unparalleled accomplishment. With our intelligence and creativity we have landed and explored the moon, we have overcome threats to our liberty in war and peace, and we have overcome with tolerance and respect many great social ills that continue to haunt much of the rest of the world. We can also overcome hunger in our land.

Ours is the most wealthy and abundant nation in the history of mankind. Our farmers produce enough to help feed most of the world's people, and they provide Americans the most safe, abundant, accessible and affordable food in the world. Despite our great wealth in food and economy, we still have 31 million Americans who are unsure where their next meal will come from. We see more than a quarter of a million children that have to line up in a soup kitchen to get food. The paradox of hunger amidst plenty is a threat to our nation's prosperity and affront to our collective well-being. Adlai Stevenson once said, "A hungry man is not a free man." The effort to end hunger in America represents the best of who we are and the standard by which we must measure the health of our society.

To end hunger, we must know more about it. We need to understand that hunger in the world's most wealthy nation is not like the famine or starvation witnessed in the developing world, although the effects on individual and societal well-being aren't that different. In order to know more about hunger in our country, America's Second Harvest embarked on the most ambitious and comprehensive study of domestic hunger ever undertaken. This report helps tell some of the stories of the neediest Americans. Over the past year, more than 32,000 individuals agreed to share their personal stories with us, and their stories paint a different picture of hunger in America than one might expect. They give us a glimpse into the lives of parents working more than one job to try and support their families, senior citizens trying to cope with the rising costs of medical care and prescription drugs, and children relying on after-school feeding programs for their meals. And these stories are unfolding all across America—in the suburbs, in major cities, and out in the countryside. It is because of the willingness of thousands of poor and needy people to tell their stories that I am able to present *Hunger in America 2001*, America's Second Harvest's third major study of hunger in our country.

This study is made possible only through the generous efforts of literally hundreds of volunteers, researchers, academics, and charitable agency staff who made this study such a success. I want to thank the 104 food banks that participated. All worked diligently, soliciting

funds and volunteers, collecting data, in order to document the need in their own communities. Without their commitment, the following research would not be possible. Thanks are also owed to the thousands of people who operate the soup kitchens, pantries, food shelves, and homeless shelters who not only opened their doors to make the interviews possible, but who also took time out of their busy schedules to provide much of the data that comprises this report. I need to thank the staff at Mathematica Policy Research Inc., for their thoroughly professional research work and final product, much of which was accomplished on very short timelines. I want to acknowledge the work of Dr. John Cook of the Boston University School of Medicine and Dr. Beth Osborne Daponte of Carnegie-Mellon University and their team of distinguished social scientists for providing invaluable insights throughout this project. Lastly, I want to thank the very professional work of Halley Torres Aldeen, America's Second Harvest Research Coordinator, without whom this project could not have been completed.

The statistics presented in *Hunger in America 2001* may seem staggering. The stories they tell may seem unbelievable in a country of such abundance. As you read this report, however, I urge you to remember that there is a solution. Together we can end hunger in America, and we must.

This report is dedicated to the memory of Sister Augusta Hamel, OSB, whose commitment to the cause of ending hunger was the inspiration for this report.

A handwritten signature in black ink that reads "Robert Forney". The signature is written in a cursive, flowing style with a long horizontal stroke at the end.

Robert H. Forney
President and CEO

ACKNOWLEDGMENTS

We would like to acknowledge the strong support and vision of the America's Second Harvest project officers for the study, Doug O'Brien and Halley Aldeen, who provided sound guidance and strong support throughout the research process. The quality of the product was also much improved through the participation of the Technical Advisory Group: John Cook, Beth Osborne Daponte, Joda Derrickson, Jan Poppendieck, Lynn Parker, and Ken Rice.

Many people at Mathematica made important contributions to making the project a success. Donsig Jang, working with Brenda Cox, developed and implemented the sampling plan for the project. He also developed the analysis weights, with the assistance of Daisy Ewell, who did the required programming. Ronette Briefel was the Quality Assurance reviewer for the project and made many important suggestions for the report.

On the survey side, Laura Kalb provided strong support in helping to develop the survey instrumentation, sampling instructions, training materials, and training video for the project under very tight timelines. Jim Cashion worked tirelessly to write and produce the training video for food banks to use in briefing large numbers of field interviewers. Kristin Quitoni spent long hours obtaining the sample frames from the food banks and providing feedback to them throughout the sampling process. The data she obtained were placed in a comprehensive computer tracking database by Shilpa Khambati.

Margo Salem, Marcia Giletto, Sharon De Leon, and Bea Jones provided guidance to the food banks on an ongoing basis, as they implemented the survey work. Carlo Caci demonstrated both extraordinary competence and great dedication in developing and implementing a computer system which was capable of expeditiously generating more than 100 local reports from a common database. In accomplishing this, he received help from Mahesh Sundaram.

Jean Knab, with help from Amy Zambrowski, developed the overall structure of the analysis database, and Melynda Ihrig worked both creatively and patiently in undertaking the statistical programming needed to produce the report. Laura Folks and Terri Kim provided very valuable assistance in this work. Bill Garrett provided truly exceptional secretarial support throughout the process. His high degree of competence and flexibility were key in making the report possible. Jane Nelson also provided able secretarial assistance.

Patricia Ciaccio greatly improved the final version of the report through her careful editing.

CONTENTS

Chapter	Page
1. HIGHLIGHTS OF FINDINGS	1
2. INTRODUCTION	5
2.1 OBJECTIVES	6
2.2 OVERVIEW OF THE SECOND HARVEST NETWORK	7
2.3 GROUPS AND ORGANIZATIONS INVOLVED IN THE STUDY	10
2.4 OVERVIEW OF THE REST OF REPORT	10
3. METHODS	13
3.1 INSTRUMENT DEVELOPMENT	13
3.2 TRAINING	13
3.3 AGENCY SURVEY	14
3.4 CLIENT SURVEY	16
3.5 RESPONSE RATES	18
3.6 AMERICA'S SECOND HARVEST RESEARCH INVOLVEMENT	20
3.7 ANALYSIS METHODS	23
3.7.1 Tables	23
3.7.2 Other Methodological Considerations	25
4. NUMBER OF A2H CLIENTS SERVED	29
4.1 BACKGROUND AND LIMITATIONS	29
4.2 OVERVIEW OF FINDINGS	31
4.3 ESTIMATES OF NUMBERS OF PANTRIES IN THE SYSTEM	31
4.4 ESTIMATE OF NUMBERS OF PANTRY CLIENTS	34
4.5 NUMBER OF SECOND HARVEST KITCHENS	38
4.6 NUMBER OF DIFFERENT CLIENTS SERVED BY SECOND HARVEST KITCHENS ANNUALLY	39

CONTENTS (continued)

Chapter	Page
4.7 ESTIMATES OF EMERGENCY SHELTERS AND THE NUMBER OF EMERGENCY SHELTER CLIENTS IN A YEAR.....	41
4.8 ESTIMATES OF DIFFERENT CLIENTS ACROSS THE WHOLE SECOND HARVEST SYSTEM	42
5. CLIENTS: DEMOGRAPHIC PROFILE	45
5.1 NUMBER OF CLIENT RESPONDENTS	45
5.2 SUMMARY DEMOGRAPHIC PROFILE	47
5.3 AGE, GENDER, AND CITIZENSHIP COMPOSITION	50
5.4 MARITAL STATUS	57
5.5 HIGHEST EDUCATION LEVEL ATTAINED	58
5.6 RACIAL AND ETHNIC BACKGROUND	59
5.7 EMPLOYMENT OF ADULTS IN HOUSEHOLD	61
5.8 HOUSEHOLD INCOME	67
5.8.1 Federal Poverty Level.....	67
5.8.2 Household Income for the Previous Month.....	68
5.8.3 Sources of Household Income for the Previous Month.....	72
5.8.4 Annual Household Income in 2000	76
5.9 HOUSING.....	80
5.9.1 Housing Status.....	80
5.9.2 Household Resources	84
5.10 LOCATIONS WHERE HOUSEHOLDS ARE SERVED	86
6. CLIENTS: FOOD INSECURITY AND HUNGER	88
6.1 HOUSEHOLD FOOD INSECURITY	88
6.2 INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS.....	96
6.3 INDICATORS OF FOOD INSECURITY AND HUNGER AMONG ADULTS.....	98

CONTENTS *(continued)*

Chapter	Page
6.4 INDICATORS OF FOOD INSECURITY AND HUNGER AMONG CHILDREN	101
6.5 CHOICE BETWEEN FOOD AND NECESSITIES	106
7. CLIENTS: USE OF FOOD ASSISTANCE PROGRAMS.....	108
7.1 USE OF THE FOOD STAMP PROGRAM	108
7.2 REASONS WHY CLIENTS NEVER APPLIED FOR FOOD STAMPS	113
7.3 REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING FOOD STAMPS, FOR THOSE WHO HAVE APPLIED	116
7.4 USE OF OTHER PROGRAMS.....	119
7.5 GENERAL ASSISTANCE, WELFARE, AND TANF IN THE PREVIOUS TWO YEARS.....	123
7.6 GROCERY SHOPPING PATTERNS.....	125
8. CLIENTS: HEALTH STATUS	127
8.1 HEALTH STATUS	127
8.2 HEALTH INSURANCE AND ACCESS TO MEDICAL CARE.....	130
9. CLIENTS: SERVICES RECEIVED AT FOOD PROGRAMS.....	135
9.1 NUMBER OF PANTRIES OR KITCHENS USED	135
9.2 SATISFACTION WITH SERVICES AT FOOD PROGRAMS	137
9.3 WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY	140
10. AGENCIES AND FOOD PROGRAMS: PROFILES	143
10.1 PARTICIPATING PROGRAMS	143
10.2 NUMBER OF PROGRAMS OPERATED BY AGENCIES	145
10.3 AGENCIES OPERATING VARIOUS TYPE(S) OF PROGRAMS	146
10.4 LENGTH OF PROGRAMS' OPERATION	147

CONTENTS *(continued)*

Chapter	Page
10.5 OTHER SERVICES OR FACILITIES PROVIDED IN ADDITION TO FOOD DISTRIBUTION.....	149
10.6 TYPE OF AGENCY THAT OPERATES THE PROGRAM	154
10.7 PROGRAMS SERVING SELECTED TYPES OF CLIENTS	156
10.8 AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 1998 TO 2001	158
10.9 SEASONALITY OF CLIENT MIX.....	160
11. AGENCIES AND FOOD PROGRAMpS: FOOD SERVICES.....	163
11.1 NUMBER OF BOXES OR BAGS DISTRIBUTED IN A TYPICAL WEEK.....	163
11.2 AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN.....	165
12. AGENCIES AND FOOD PROGRAMS: ABILITY TO MEET CLIENT NEEDS.....	167
12.1 STABILITY OF EXISTING FOOD PROGRAMS	167
12.2 FREQUENCY OF STRETCHING FOOD RESOURCES.....	171
12.3 PROGRAMS THAT TURNED AWAY CLIENTS.....	174
12.4 ADDITIONAL FOOD RESOURCES NEEDED PER WEEK.....	179
13. AGENCIES AND FOOD PROGRAMS: RESOURCES	182
13.1 SOURCES OF FOOD DISTRIBUTED BY PROGRAMS.....	182
13.2 STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK..	186
13.3 PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANKS	190
14. AGENCIES AND FOOD PROGRAMS: IMPORTANCE OF FOOD BANKS	193
14.1 PRODUCTS NEEDED FROM FOOD BANKS.....	193
14.2 IMPACT OF ELIMINATION OF FOOD BANK.....	197
14.3 AREAS OF ADDITIONAL ASSISTANCE DESIRED	199

CONTENTS (continued)

Chapter	Page
15. SELECTED CROSS-TABULAR ANALYSIS	203
15.1 INTRODUCTION	203
15.2 OBSERVED LEVELS OF FOOD SECURITY FOR SELECTED SUBGROUPS OF EMERGENCY FOOD CLIENTS.....	204
15.3 ASSOCIATIONS BETWEEN INCOME AND OTHER KEY VARIABLES AMONG A2H CLIENTS.....	213
15.4 ASSOCIATIONS BETWEEN METROPOLITAN STATUS AND OTHER KEY VARIABLES.....	219
15.5 ASSOCIATIONS BETWEEN CHOICES HOUSEHOLDS FACE AND SELECTED OUTCOME VARIABLES	224
15.6 FACTORS ASSOCIATED WITH NOT RECEIVING FOOD STAMPS	227
15.7 ASSOCIATIONS BETWEEN FOOD STAMP RECEIPT AND RESPONSES TO INDIVIDUAL QUESTIONS ABOUT FOOD SECURITY	231
16. COMPARISON OF SELECTED VARIABLES ACROSS THREE A2H STUDIES.....	235
16.1 COMPARISON OF SELECTED CLIENT CHARACTERISTICS.....	235
16.2 COMPARISON OF SELECTED PROGRAM CHARACTERISTICS	237
APPENDIX A DETAILS OF CALCULATION OF THE NUMBER OF PEOPLE SERVED IN SUBGROUPS OF A2H CLIENTS.....	1
APPENDIX B FOOD STAMP PROGRAM INCOME ELIGIBILITY STANDARDS	1
APPENDIX C FOOD STAMP ELIGIBILITY CRITERIA	1
APPENDIX D SOURCES OF INFORMATION SHOWN IN THE CHARTS AND TABLES IN CHAPTERS 5 THROUGH 14	1

CHARTS

Chart		Page
CHART 2.2.1	SOURCES OF FOOD AND CHANNELS OF FOOD DISTRIBUTION FOR FOOD BANKS	8
CHART 3.3.1	AGENCY SELF-ADMINISTERED SURVEY PROCESS.....	15
CHART 3.4.1	CLIENT INTERVIEWING PROCESS.....	17
CHART 3.5.1	STUDY OVERVIEW.....	19
CHART 3.6.1	ORGANIZATIONS AND INDIVIDUALS INVOLVED IN THE RESEARCH PROCESS	21
CHART 3.6.2	SERVICE AREAS COVERED BY FOOD BANKS THAT PARTICIPATED IN THE STUDY	22
CHART 5.1.1	WEIGHTED PERCENTAGES OF CLIENT RESPONDENTS BY TYPE OF INTERVIEW SITE.....	46
CHART 5.3.1	GENDER COMPOSITION OF CLIENTS AT PROGRAM SITES BY PROGRAM TYPE.....	52
CHART 5.3.2	AGE COMPOSITION OF ALL MEMBERS OF CLIENT HOUSEHOLDS BY PROGRAM TYPE	55
CHART 5.6.1	RACIAL AND ETHNIC BACKGROUND BY PROGRAM TYPE.....	60
CHART 5.7.1	HOUSEHOLDS WITH AT LEAST ONE WORKING ADULT BY PROGRAM TYPE.....	62
CHART 5.7.2	EMPLOYMENT STATUS OF ALL ADULTS IN CLIENT HOUSEHOLDS BY PROGRAM TYPE	65
CHART 5.8.2.1	HOUSEHOLD INCOME FOR PREVIOUS MONTH AS PERCENTAGE OF FEDERAL POVERTY LEVEL BY PROGRAM TYPE.....	71
CHART 5.8.3.1	MAIN SOURCE OF HOUSEHOLD INCOME FOR PREVIOUS MONTH AMONG ALL CLIENTS.....	73
CHART 5.8.3.2	ALL SOURCES OF HOUSEHOLD INCOME FOR PREVIOUS MONTH AMONG ALL CLIENTS.....	75
CHART 5.8.4.1	HOUSEHOLD INCOME IN 2000 AS PERCENTAGE OF FEDERAL POVERTY LEVEL BY PROGRAM TYPE	78

CHARTS (continued)

Chart	Page
CHART 5.9.1 HOUSING BY PROGRAM TYPE	82
CHART 5.9.2.1 HOUSEHOLD RESOURCES BY PROGRAM TYPE.....	85
CHART 6.1.1 FOOD INSECURITY AMONG ALL CLIENTS' HOUSEHOLDS	91
CHART 6.1.1A FOOD INSECURITY AMONG HOUSEHOLDS WITH CHILDREN YOUNGER THAN AGE 18.....	91
CHART 6.1.1B FOOD INSECURITY AMONG HOUSEHOLDS WITH SENIORS AGE 65 OR OLDER	91
CHART 6.4.1A INDICATOR OF FOOD INSECURITY AMONG CHILDREN: ANSWERED	103
CHART 6.4.1B INDICATOR OF FOOD INSECURITY AMONG CHILDREN: HOUSEHOLDS WHERE CHILDREN EVER SKIPPED MEALS BY PROGRAM TYPE.....	103
CHART 6.4.1C INDICATOR OF HUNGER AMONG CHILDREN: HOUSEHOLDS WITH CHILDREN WHO WERE EVER HUNGRY BY PROGRAM TYPE.....	104
CHART 7.1.1 USE OF FOOD STAMP PROGRAM BY PROGRAM TYPE	111
CHART 7.2.1 REASONS WHY CLIENT HOUSEHOLDS NEVER APPLIED FOR FOOD STAMPS BY PROGRAM TYPE.....	115
CHART 7.3.1 REASONS WHY CLIENT HOUSEHOLDS ARE NOT RECEIVING FOOD STAMPS BY PROGRAM TYPE.....	118
CHART 7.4.1P USE OF OTHER NUTRITION PROGRAMS AMONG PANTRY CLIENTS	121
CHART 7.4.1K USE OF OTHER NUTRITION PROGRAMS AMONG KITCHEN CLIENTS	122
CHART 7.4.1S USE OF OTHER NUTRITION PROGRAMS AMONG SHELTER CLIENTS	122
CHART 8.1.1 HOUSEHOLDS WITH AT LEAST ONE MEMBER REPORTED TO BE IN POOR HEALTH BY PROGRAM TYPE	129
CHART 8.2.1 HEALTH INSURANCE AMONG ALL CLIENTS	132
CHART 9.2.1 SATISFACTION WITH FOOD PROVIDED BY PROGRAM TYPE	139

CHARTS (continued)

Chart	Page
CHART 9.3.1 WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY ALL CLIENTS.....	141
CHART 10.1.1 PERCENTAGE OF PARTICIPATING PROGRAMS BY PROGRAM TYPE.....	144
CHART 10.4.1 PERCENTAGE OF PROGRAMS IN OPERATION FOR 11 TO 20 YEARS BY PROGRAM TYPE	148
CHART 10.6.1 TYPE OF AGENCY THAT OPERATES THE PROGRAM BY PROGRAM TYPE.....	155
CHART 10.7.1 PROGRAMS SERVING SELECTED TYPES OF CLIENTS BY PROGRAM TYPE.....	157
CHART 10.8.1 CHANGE IN NUMBER OF CLIENTS COMPARED TO 1998 BY TYPE OF PROGRAMS	159
CHART 12.1.1 PROGRAMS THAT FACE AT LEAST ONE PROBLEM THREATENING THEIR CONTINUED OPERATION BY PROGRAM TYPE.....	169
CHART 12.1.1P NATURE OF PROBLEMS THAT THREATEN CONTINUED OPERATION AMONG PANTRY PROGRAMS.....	170
CHART 12.1.1K NATURE OF PROBLEMS THAT THREATEN CONTINUED OPERATION AMONG KITCHEN PROGRAMS	170
CHART 12.1.1S NATURE OF PROBLEMS THAT THREATEN CONTINUED OPERATION AMONG SHELTER PROGRAMS	170
CHART 12.2.1 FREQUENCY OF STRETCHING FOOD RESOURCES BY PROGRAM TYPE.....	172
CHART 12.3.1P REASONS FOR TURNING AWAY CLIENTS AMONG PANTRY PROGRAMS.....	176
CHART 12.3.1K REASONS FOR TURNING AWAY CLIENTS AMONG KITCHEN PROGRAMS.....	177
CHART 12.3.1S REASONS FOR TURNING AWAY CLIENTS AMONG SHELTER PROGRAMS.....	177
CHART 12.4.1 AVERAGE AND MEDIAN NUMBER OF ADDITIONAL MEAL EQUIVALENTS NEEDED BY PROGRAM TYPE	180
CHART 13.1.1P SOURCES OF FOOD DISTRIBUTED AMONG PANTRY PROGRAMS.....	184

CHARTS (continued)

Chart	Page
CHART 13.1.1K SOURCES OF FOOD DISTRIBUTED AMONG KITCHEN PROGRAMS.....	185
CHART 13.1.1S SOURCES OF FOOD DISTRIBUTED AMONG SHELTER PROGRAMS.....	185
CHART 13.2.1 MEDIAN NUMBER OF PAID STAFF AND VOLUNTEERS DURING PREVIOUS WEEK BY PROGRAM TYPE.....	188
CHART 14.1.1P PRODUCTS NEEDED FROM FOOD BANKS AMONG PANTRY PROGRAMS.....	195
CHART 14.1.1K PRODUCTS NEEDED FROM FOOD BANKS AMONG KITCHEN PROGRAMS.....	196
CHART 14.1.1S PRODUCTS NEEDED FROM FOOD BANKS AMONG SHELTER PROGRAMS.....	196
CHART 14.2.1 IMPACT OF ELIMINATION OF FOOD BANK BY PROGRAM TYPE.....	198
CHART 14.3.1P AREAS OF ADDITIONAL ASSISTANCE NEEDED AMONG PANTRY PROGRAMS.....	200
CHART 14.3.1K AREAS OF ADDITIONAL ASSISTANCE NEEDED AMONG KITCHEN PROGRAMS.....	201
CHART 14.3.1S AREAS OF ADDITIONAL ASSISTANCE NEEDED AMONG SHELTER PROGRAMS.....	201

TABLES

Table	Page
TABLE 4.3.1	ESTIMATES OF NUMBERS OF DIFFERENT CLIENTS SERVED BY THE AMERICA’S SECOND HARVEST NETWORK (WEEKLY AND ANNUAL ESTIMATES)..... 32
TABLE 4.3.2	ESTIMATED NUMBER OF PANTRIES IN THE SECOND HARVEST NETWORK 33
TABLE 4.4.1	DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE USING PANTRIES ANNUALLY 36
TABLE 4.5.1	ESTIMATED NUMBER OF KITCHENS IN THE SECOND HARVEST NETWORK 39
TABLE 4.6.1	DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE USING KITCHENS ANNUALLY 40
TABLE 4.7.1	ESTIMATED NUMBER OF SHELTERS IN THE SECOND HARVEST NETWORK 41
TABLE 4.7.2	DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE USING SHELTERS ANNUALLY 42
TABLE 4.8.1	ESTIMATED ANNUAL CLIENTS, UNDUPLICATED ACROSS AGENCIES..... 43
TABLE 5.1.1	NUMBER OF CLIENT RESPONDENTS 45
TABLE 5.2.1	SUMMARY DEMOGRAPHIC PROFILE 47
TABLE 5.3.1	AGE, GENDER, AND CITIZENSHIP COMPOSITION 50
TABLE 5.3.2	AGE, GENDER, AND CITIZENSHIP COMPOSITION 53
TABLE 5.3.2N	AGE COMPOSITION (ESTIMATED NUMBER OF CLIENTS) (ALL MEMBERS OF HOUSEHOLDS)..... 56
TABLE 5.4.1	MARITAL STATUS 57
TABLE 5.5.1	HIGHEST EDUCATION LEVEL ATTAINED 58
TABLE 5.6.1	RACIAL AND ETHNIC BACKGROUND 59
TABLE 5.7.1	EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD 61

TABLES (continued)

Table	Page
TABLE 5.7.2 DETAILED EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD	63
TABLE 5.7.2N ESTIMATED NUMBER OF EMPLOYED ADULTS, FULL-TIME AND PART TIME.....	66
TABLE 5.8.1 100 PERCENT OF FEDERAL POVERTY LEVEL – MONTHLY INCOME.....	67
TABLE 5.8.2.1 HOUSEHOLD INCOME FOR THE PREVIOUS MONTH.....	68
TABLE 5.8.3.1 MAIN SOURCE OF HOUSEHOLD INCOME FOR THE PREVIOUS MONTH.....	72
TABLE 5.8.3.2 ALL SOURCES OF HOUSEHOLD INCOME FOR PREVIOUS MONTH.....	74
TABLE 5.8.4.1 HOUSEHOLD INCOME FOR 2000.....	76
TABLE 5.8.4.1N ESTIMATED NUMBER OF CLIENT HOUSEHOLDS RECEIVING TANF OR GA DURING PREVIOUS MONTH.....	79
TABLE 5.9.1 HOUSING STATUS	80
TABLE 5.9.1N ESTIMATED NUMBER OF CLIENTS WITH OR WITHOUT A PLACE TO LIVE	83
TABLE 5.9.2.1 HOUSEHOLD RESOURCES	84
TABLE 5.10.1 LOCATIONS WHERE CLIENT HOUSEHOLDS ARE SERVED	86
TABLE 6.1.1 HOUSEHOLD FOOD INSECURITY	88
TABLE 6.1.1N ESTIMATED NUMBER OF HOUSEHOLDS, BY FOOD SECURITY STATUS.....	92
TABLE 6.1.2 FOOD STAMP PROGRAM PARTICIPATION AND FOOD SECURITY	93
TABLE 6.1.2N ESTIMATED NUMBER OF HOUSEHOLDS, BY FOOD STAMP PROGRAM PARTICIPATION AND FOOD SECURITY	94
TABLE 6.2.1 INDICATORS OF FOOD INSECURITY IN HOUSEHOLDS.....	96
TABLE 6.2.1N ESTIMATED NUMBER OF HOUSEHOLDS, BY INDICATORS OF FOOD INSECURITY	97

TABLES (continued)

Table	Page
TABLE 6.3.1 INDICATORS OF FOOD INSECURITY AND HUNGER AMONG ADULTS.....	98
TABLE 6.3.1N ESTIMATED NUMBER OF HOUSEHOLDS, BY INDICATORS OF FOOD INSECURITY.....	100
TABLE 6.4.1 INDICATORS OF FOOD INSECURITY AND HUNGER AMONG CHILDREN	101
TABLE 6.4.1N ESTIMATED NUMBER OF CLIENT HOUSEHOLDS WITH CHILDREN BY INDICATORS OF FOOD INSECURITY.....	105
TABLE 6.5.1 CHOICE BETWEEN FOOD AND NECESSITIES	106
TABLE 7.1.1 USE OF THE FOOD STAMP PROGRAM.....	108
TABLE 7.1.1N USE OF FOOD STAMP PROGRAM.....	112
TABLE 7.2.1 REASONS WHY CLIENTS NEVER APPLIED FOR FOOD STAMPS.....	113
TABLE 7.3.1 REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING FOOD STAMPS, FOR THOSE WHO HAVE APPLIED	116
TABLE 7.4.1 USE OF OTHER PROGRAMS.....	119
TABLE 7.5.1 GENERAL ASSISTANCE, WELFARE, AND TANF IN THE PREVIOUS TWO YEARS.....	123
TABLE 7.6.1 GROCERY SHOPPING PATTERNS.....	125
TABLE 8.1.1 HEALTH STATUS	127
TABLE 8.2.1 HEALTH INSURANCE AND ACCESS TO MEDICAL CARE.....	130
TABLE 8.2.1N ESTIMATED NUMBER OF CLIENTS AT PROGRAM SITES WHO HAD BEEN REFUSED MEDICAL CARE.....	133
TABLE 9.1.1 NUMBER OF DIFFERENT PANTRIES OR KITCHENS USED.....	135
TABLE 9.2.1 SATISFACTION WITH SERVICES AT FOOD PROGRAMS	137
TABLE 9.3.1 WHAT CLIENTS WOULD DO WITHOUT FOOD ASSISTANCE FROM THE AGENCY.....	140
TABLE 10.1.1 PARTICIPATING PROGRAMS, BY PROGRAM TYPE.....	143

TABLES (continued)

Table	Page
TABLE 10.2.1	NUMBER OF PROGRAMS OPERATED BY AGENCIES 145
TABLE 10.3.1	AGENCIES OPERATING VARIOUS TYPE(S) OF PROGRAMS 146
TABLE 10.4.1	LENGTH OF PROGRAMS' OPERATION 147
TABLE 10.5.1	OTHER SERVICES PROGRAMS PROVIDE IN ADDITION TO FOOD DISTRIBUTION, BY PROGRAM TYPE..... 149
TABLE 10.5.2	NUMBER OF ADDITIONAL SERVICES, BY PROGRAM TYPE 151
TABLE 10.5.3	OTHER TYPES OF FACILITIES AGENCIES OPERATE IN ADDITION TO FOOD DISTRIBUTION..... 152
TABLE 10.6.1	TYPE OF AGENCY THAT OPERATES THE PROGRAM 154
TABLE 10.7.1	PROGRAMS SERVING SELECTED TYPES OF CLIENTS 156
TABLE 10.8.1	AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 1998 TO 2001..... 158
TABLE 10.9.1	SEASONALITY OF CLIENT MIX..... 160
TABLE 11.1.1	NUMBER OF BOXES OR BAGS DISTRIBUTED IN A TYPICAL WEEK..... 163
TABLE 11.2.1	AMOUNT OF FOOD SERVED ON THE DAY THE PROGRAM WAS LAST OPEN 165
TABLE 12.1.1	STABILITY OF EXISTING FOOD PROGRAMS 167
TABLE 12.2.1	FREQUENCY OF STRETCHING FOOD RESOURCES..... 171
TABLE 12.2.1N	ESTIMATED NUMBER OF PROGRAMS HAVING TO STRETCH FOOD RESOURCES..... 173
TABLE 12.3.1	PROGRAMS THAT TURNED AWAY CLIENTS..... 174
TABLE 12.3.2	MOST FREQUENT REASONS THE PROGRAM TURNED AWAY CLIENTS 178
TABLE 12.4.1	ADDITIONAL FOOD RESOURCES NEEDED PER WEEK..... 179
TABLE 13.1.1	SOURCES OF FOOD DISTRIBUTED BY PROGRAMS..... 182
TABLE 13.2.1	STAFF AND VOLUNTEER RESOURCES DURING PREVIOUS WEEK..... 186

TABLES (continued)

Table	Page
TABLE 13.2.1N ESTIMATED NUMBER OF VOLUNTEERS AND VOLUNTEER HOURS DURING PREVIOUS WEEK	189
TABLE 13.3.1 PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANK	190
TABLE 14.1.1 PRODUCTS NEEDED FROM FOOD BANKS	193
TABLE 14.2.1 IMPACT OF ELIMINATION OF FOOD BANK.....	197
TABLE 14.3.1 AREAS OF ADDITIONAL ASSISTANCE DESIRED	199
TABLE 15.2.1 INCOME IN 2000 AND FOOD SECURITY	204
TABLE 15.2.2 HEALTH AND FOOD SECURITY	205
TABLE 15.2.3 FOOD STAMP RECEIPT AND FOOD SECURITY	206
TABLE 15.2.4 HAVING CHILDREN AND HOUSEHOLD FOOD SECURITY	208
TABLE 15.2.5 HAVING YOUNG CHILDREN AND FOOD SECURITY	208
TABLE 15.2.6 HAVING SENIORS OR CHILDREN AND FOOD SECURITY	209
TABLE 15.2.7 CITIZENSHIP STATUS AND HOUSEHOLD FOOD SECURITY.....	211
TABLE 15.2.8 HAVING YOUNG CHILDREN AND FOOD SECURITY AMONG HOUSEHOLDS WITH AT LEAST ONE MEMBER BEING NONCITIZEN	212
TABLE 15.3.1 HOUSING STATUS AND INCOME IN 2000.....	213
TABLE 15.3.2 HOME OWNERSHIP AND INCOME IN 2000.....	214
TABLE 15.3.3 EDUCATION AND INCOME IN 2000.....	215
TABLE 15.3.4 FOOD SECURITY STATUS AND INCOME IN YEAR 2000	216
TABLE 15.3.5 HAVING SENIORS OR CHILDREN AND INCOME IN 2000.....	217
TABLE 15.3.6 MEDICAID AND INCOME IN 2000	218
TABLE 15.4.1 URBAN/METROPOLITAN STATUS AND CHILD FOOD SECURITY QUESTIONS.....	220
TABLE 15.4.2 URBAN/METROPOLITAN STATUS AND RESPONSES TO THREE CHILD FOOD SECURITY QUESTIONS.....	221

TABLES (continued)

Table	Page
TABLE 15.4.3 URBAN/METROPOLITAN STATUS AND ELDERLY CLIENTS	222
TABLE 15.4.4 URBAN/METROPOLITAN STATUS AND FOOD STAMP RECEIPT/ELIGIBILITY STATUS BASED ON PREVIOUS MONTH'S INCOME.....	223
TABLE 15.5.1 FOOD SECURITY STATUS AND HOUSEHOLD TRADE-OFFS.....	225
TABLE 15.5.2 HAVING SENIORS OR CHILDREN AND HOUSEHOLD TRADE- OFFS	226
TABLE 15.6.1 REASONS FOR RESPONDENTS OR THEIR HOUSEHOLDS CURRENTLY NOT RECEIVING FOOD STAMPS	228
TABLE 15.6.2 REASONS WHY CLIENTS NEVER APPLIED FOR FOOD STAMPS	229
TABLE 15.7.1 FOOD STAMP RECEIPT AND RESPONSES TO SIX HOUSEHOLD FOOD SECURITY QUESTIONS	231
TABLE 16.1.1 SELECTED CLIENT CHARACTERISTICS IN NATIONAL DATA: 1993, 1997, AND 2001	236
TABLE 16.2.1 SELECTED AGENCY CHARACTERISTICS IN 1993, 1997, AND 2001.....	238

1. HIGHLIGHTS OF FINDINGS

This report presents the results of a study conducted in 2001 for America's Second Harvest (A2H), the nation's largest organization of emergency food providers. The study is based on completed in-person interviews with more than 32,000 clients served by the A2H network, as well as completed questionnaires from nearly 24,000 A2H agencies.

Key findings are summarized below:

HOW MANY CLIENTS RECEIVE FOOD FROM A2H EMERGENCY FOOD PROVIDERS?

- The A2H system serves an estimated 23.3 million different people annually. This includes 21.3 million pantry users, 1.3 million kitchen users, and 0.7 million shelter users (Table 4.3.1).
- Approximately 7.0 million different people receive assistance in any given week (Table 4.3.1).

WHO RECEIVES EMERGENCY FOOD ASSISTANCE?

A2H agencies serve a broad cross-section of households in America. Key characteristics include:

- 39% of the members of households served by A2H are children under 18 years old (Table 5.3.2).
- 9% of the members of households served by A2H are children age 0 to 5 years (Table 5.3.2).
- 11% are elderly (Table 5.3.2).
- Approximately 45% of clients are white; 35% are African American, and the rest are from other racial or ethnic groups. 17% are Hispanic (Table 5.6.1).
- 39% of households include at least one employed adult (Table 5.7.1).
- 64% have incomes at or below the official federal poverty level (Table 5.8.2.1).
- 6% are receiving Temporary Assistance for Needy Families and 8% are receiving General Assistance (Table 5.8.4.1).
- 10% are homeless (Table 5.9.1).

MANY A2H CLIENTS ARE FOOD INSECURE OR ARE EXPERIENCING HUNGER

- Among all A2H clients, 71% are classified as food insecure, using the U.S. government's official food security scale. This includes both clients who are food insecure without hunger and those classified as food insecure with hunger (Table 6.1.1).
- 37% of all A2H clients are classified by the scale as experiencing hunger (Table 6.1.1).
- Among households with children, 76% are food insecure and 37% are experiencing hunger (Table 6.1.1).

MANY CLIENTS REPORT HAVING TO CHOOSE BETWEEN FOOD AND OTHER NECESSITIES

- 45% of clients report having to choose between paying for food and paying for utilities or heating fuel (Table 6.5.1).
- 36% had to choose between paying for food and paying their rent or mortgage bill (Table 6.5.1).
- 30% had to choose between paying for food and paying for medicine or medical care (Table 6.5.1).

DO A2H CLIENTS ALSO RECEIVE FOOD ASSISTANCE FROM THE GOVERNMENT?

- 30% of A2H clients are receiving Food Stamp Program benefits (Table 7.1.1); however, it is likely that many more are eligible (Table 7.2.1).
- Among A2H households with pre-school children, 52% participate in the Supplemental Nutrition Program for Women, Infants, and Children (WIC) (Table 7.4.1).
- Among A2H households with school-age children, 63% and 50%, respectively, participate in the federal school lunch and school breakfast programs (Table 7.4.1).

MANY A2H CLIENTS ARE IN POOR HEALTH

- 29% of A2H households report having at least one household member in poor health (Table 8.1.1)

MOST A2H CLIENTS ARE SATISFIED WITH THE SERVICES THEY RECEIVE FROM THE A2H PROVIDER AGENCIES

- 93% of adult clients said they were either “very satisfied” or “somewhat satisfied” with the amount of food they received from their A2H provider; 95% were satisfied with the quality of the food they received (Table 9.2.1).

HOW LARGE IS THE A2H PROVIDER NETWORK?

- The A2H provider network includes approximately 26,300 pantries, 5,700 kitchens, and 4,100 shelters (Tables 4.3.2, 4.5.1, and 4.7.1).

WHAT KINDS OF ORGANIZATIONS OPERATE A2H EMERGENCY FOOD PROGRAMS?

- 76% of pantries, 71% of kitchens, and 43% of shelters are run by faith-based agencies affiliated with churches, mosques, synagogues, and other religious organizations (Table 10.6.1).
- Most of the other agencies are private nonprofit organizations with no religious affiliation (Table 10.6.1).

HAVE AGENCIES BEEN EXPERIENCING CHANGES IN THE NEED FOR THEIR SERVICES?

- Between 56% and 60% of the agencies surveyed reported that there had been an increase since 1998 in the number of clients who come to their emergency food program sites (Table 10.8.1).

WHERE DO A2H AGENCIES OBTAIN THEIR FOOD?

- Food banks are by far the single most important source of food for most A2H agencies, accounting for 59% of the food used by pantries, 43% of kitchens’ food, and 36% of shelters’ food (Table 13.1.1).
- Other important sources of food include religious organizations and direct purchases from wholesalers and retailers (Table 13.1.1).
- Federal government commodity programs account for about 6% of food for pantries, 5% for kitchens, and 1% for shelters (Table 13.1.1).

VOLUNTEERS ARE EXTREMELY IMPORTANT IN THE A2H NETWORK

- More than 90% of both pantries and kitchens use volunteer staff; the number for shelters is 76% (Table 13.2.1).
- Many programs rely *entirely* on volunteers; only 33% of pantry programs and 55% of kitchens have any paid staff at all (Table 13.2.1).

2. INTRODUCTION

Recent government data indicate that at least 9.2 million households in the United States were food insecure in 1999, and that approximately 3 million households had experienced hunger at some point in that year. The food insecure households contained an estimated 27 million people, of whom 11 million were children. The existence of large numbers of people without secure access to adequate nutritious food represents a serious national concern.¹

An important response to this problem has been the growth of private-sector institutions that have been created to provide food for the needy. 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 people who need assistance with food for home preparation (pantries) and with 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.

America's Second Harvest (A2H) plays a critical role in helping these organizations accomplish their mission. A2H, a network of about 80% of all food banks in this country, supports the emergency food system by obtaining food for the system from national organizations, such as major food companies, and providing technical assistance and other services to the food banks and food rescue organizations. A2H also represents the interests of the emergency food community in the national political process.

¹Andrews, Margaret, Mark Nord, Gary Bickel, and Steven Carlson. "Household Food Security in the United States, 1999." U.S. Department of Agriculture, Food and Nutrition Service, 1999.

Over the years, A2H has periodically studied the workings of its network and the characteristics of the clients the network serves, both to assess the severity of nutrition-related problems of the poor in America and to identify ways of increasing the effectiveness of its operations. This report presents the results of the third comprehensive study sponsored by A2H. The study provides detailed information about the programs and agencies that operate under A2H-affiliated food banks and the clients the programs serve.

This chapter of the report provides important background for the findings. Subsequent subsections:

- Highlight the objectives of the study
- Provide an overview of the Second Harvest Network
- Identify the groups of organizations involved in conducting the study
- Provide an overview of the rest of the report

2.1 OBJECTIVES

The Hunger in America 2001 study comprises a national survey of A2H emergency food providers and their clients. The study had the following primary objectives:

- To describe the national demographic characteristics, income levels, food stamp utilization, food security status, and service needs of low-income clients who access emergency food assistance from the A2H network at the national level
- To describe the demographic profiles of clients of local agencies and to examine the ability of local agencies to meet the food security needs of their clients
- To compare data, where possible, between the 1997 and 2001 A2H research studies, to identify trends in emergency food assistance demands, and to relate observed trends to welfare policies
- To compare local-level and national-level data on the characteristics of agencies in describing the charitable response to hunger throughout the nation

The Hunger in America 2001 study was designed to provide a comprehensive profile of the extent and nature of hunger and food insecurity as experienced by people who access A2H's national network of charitable feeding agencies. Information was collected on clients' sociodemographic characteristics, including income and employment, benefits from food stamp 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 sizes of programs, services provided, sources of food, and adequacy of food supplies.

2.2 OVERVIEW OF THE SECOND HARVEST NETWORK

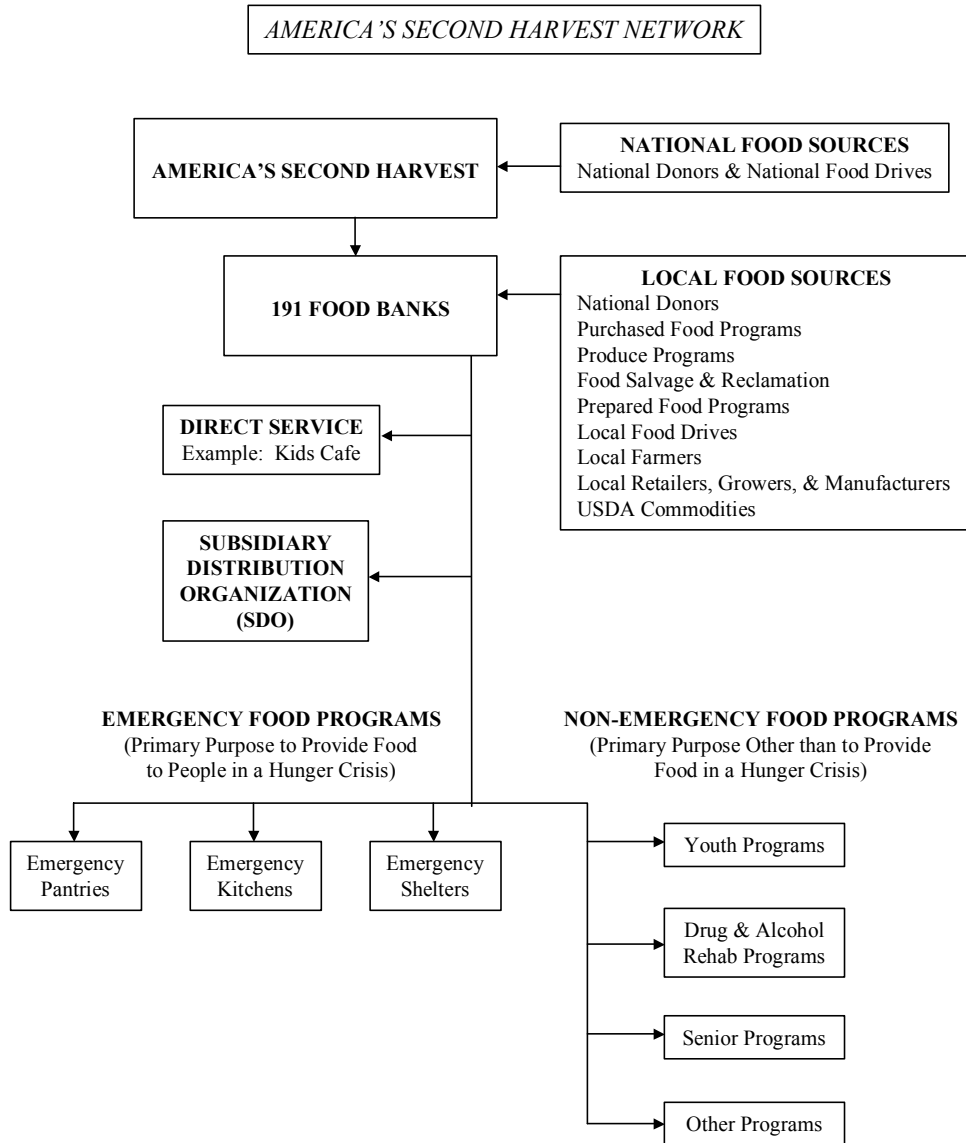
A2H has 191 member food banks. These certified-affiliate members are regularly monitored by A2H staff and food industry professionals to ensure compliance with acceptable food handling, storage, and distribution standards and practices. Food banks distribute food and grocery products to charitable organizations 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 nomenclatures. For clarity, 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.

CHART 2.2.1

SOURCES OF FOOD AND CHANNELS OF FOOD DISTRIBUTION FOR FOOD BANKS



Subsidiary Distribution Organization (SDO). SDOs are smaller food banks or larger agencies allied with affiliated food banks. SDOs are private, nonprofit, charitable organizations providing important community services. Although some are agencies, all SDOs distribute part of their food to other charities for direct distribution to clients.

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

For this research, there are two general categories of the food programs served by A2H food banks: (1) emergency food programs, and (2) nonemergency food programs.

Emergency food programs include food pantries, soup kitchens, and shelters. The people the emergency agencies feed typically need short-term or emergency assistance.

- ***Emergency Food Pantries***, also called “Food Shelves,” distribute nonprepared foods and other grocery products to needy clients, who then prepare and use these items where they live. Food is distributed on a short-term or emergency basis until clients are able to meet their food needs. An agency that picks up boxed food from the food bank to distribute to its clients was included as a food pantry. An agency that does not directly distribute food to clients was excluded from the pantry category. An agency that only distributes bulk food on a basis other than emergency need (such as U.S. Department of Agriculture [USDA] commodities to all people over age 60) was not considered as a pantry program. 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. These clients do not reside on the premises. In some instances, kitchens may also provide lighter meals or snacks, such as sandwiches, for clients to take with them for use when the kitchen is closed. This category includes “Kids Cafe providers.”
- ***Emergency Shelters*** provide shelter services and serve one or more meals a day on a short-term basis to low-income clients in need. 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. Residential programs that provide services to the same clients for an

extended time period are not categorized as shelters for the purpose of this study. Other examples of programs that are not included as shelters are mental health/mental 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 A2H. Data collection for the study was conducted largely by 100 food banks or consortia (representing 104 food banks) around the country that participated in the research. A2H's research contractor, Mathematica Policy Research, Inc. (MPR), provided technical advice throughout the study and implemented the sampling and data analysis activities.

Throughout all stages of the study, oversight and advice were provided by a Technical Advisory Group convened by A2H. The co-chairs of this group were John Cook of Boston Medical Center Department of Pediatrics and Beth Osborne Daponte of Carnegie Mellon University. Other members were Joda Derrickson of Full Plate, Inc., Lynn Parker of the Food Research and Action Center, Janet Poppendieck of Hunter College, and Ken Rice of Leo J. Shapiro and Associates.

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 in this study among all eligible agencies of the A2H national network. Chapter 4 makes national projections of the numbers of clients served by each of the three major types of emergency food provider organizations: food pantries, emergency kitchens, and shelters. Chapters 5 through 9 present detailed findings from the client survey,

including information about characteristics of A2H network clients, their levels of need, and their experiences with the program. Chapters 10 through 14 present findings from the agency survey, including data on agency characteristics and program operations. Chapter 15 presents some preliminary cross-tabulations designed to illustrate the potential of the data for additional research. Finally, Chapter 16 highlights general trends in the data over the period covered by the three Second Harvest reports: 1993, 1997, and 2001.

3. METHODS

This study had two components. An agency survey was conducted to collect information about the food programs operating in the A2H network. A client survey was carried out to characterize the people using food pantries, emergency kitchens, and shelters to better understand their needs. Each of the participating food banks helped MPR with the development of the sampling frame and with the data collection. MPR 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. More detailed information is contained in the technical volume of the report. We first discuss two key activities common to both surveys: (1) instrument development, and (2) training food bank staff on survey procedures. We then describe each of the two surveys.

3.1 INSTRUMENT DEVELOPMENT

The data collection instruments were based on the questionnaires used in the 1997 study, revised to reflect the needs of A2H and the results of extensive pretesting. MPR worked closely with A2H and the Technical Advisory Group to develop questionnaires that met their needs and that would provide high-quality data.

3.2 TRAINING

MPR conducted two-day, in-depth training sessions for the participating food banks, to ensure that each food bank study coordinator had the proper knowledge to administer the surveys. The majority of the training dealt with showing the study coordinators how to prepare local interviewers to conduct the client survey. Each study coordinator also received a training manual that contained sample materials and an outline of the food banks' responsibilities.

3.3 AGENCY SURVEY

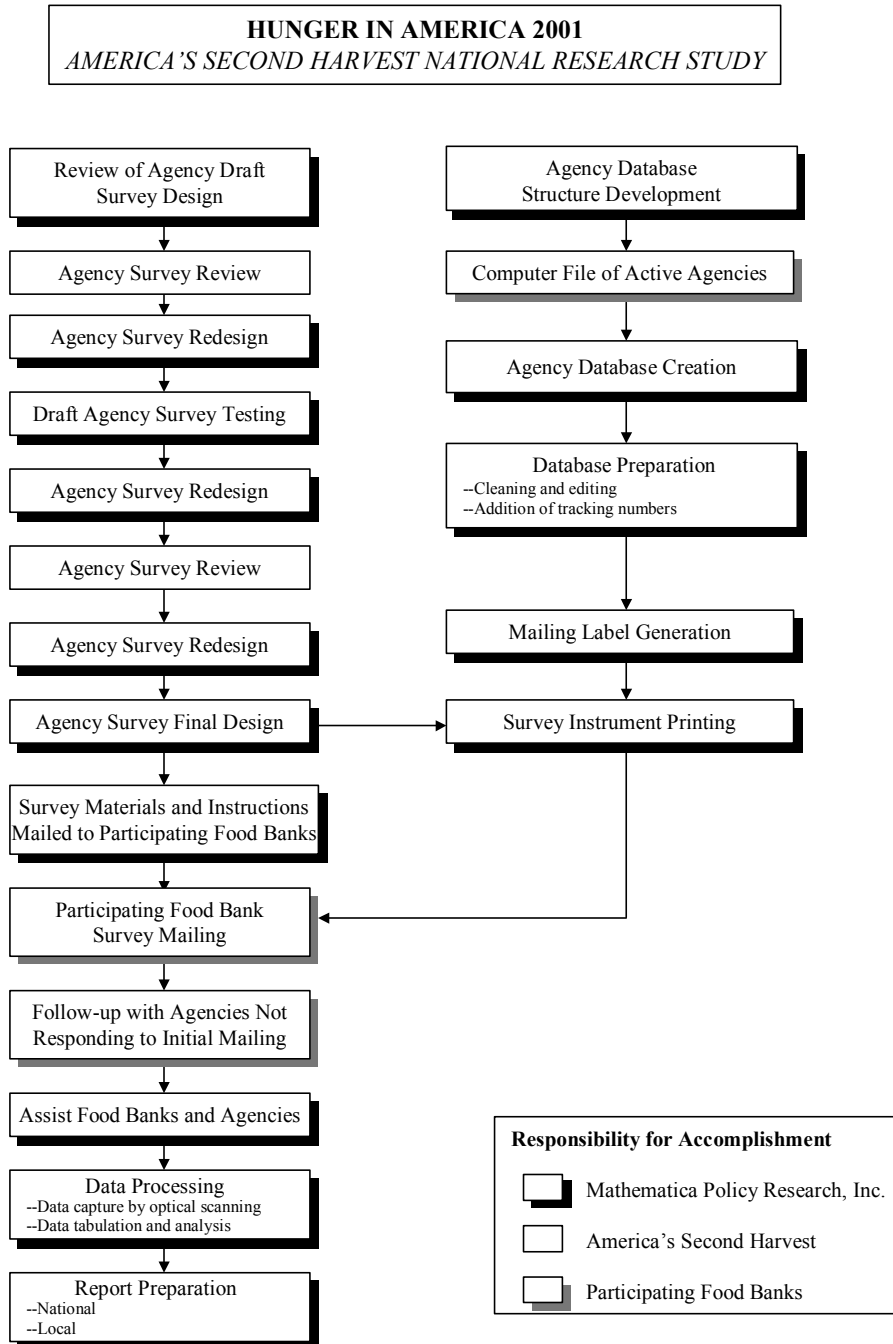
The sampling frame for the agency survey was developed by obtaining, from participating Second Harvest food banks, lists of all active agencies served by each of the food banks. When MPR received these lists, they were entered into a database to be used for the agency survey. The agency survey sample consisted of a census of the agencies provided by the participating food banks.

After entering a food bank's list of active agencies into the database, MPR staff printed bar-coded mailing labels to identify the agencies and their addresses. MPR then shipped the proper number of questionnaires, bar-coded labels, and mailing envelopes to each of the participating food banks. Some food banks mailed advance letters informing agencies of the planned survey. Study coordinators were instructed, at the training and in the manual, how to assemble and mail the questionnaires. Each envelope included a personalized cover letter.

The cover letter and the instructions on the questionnaire stated that the agency should complete the questionnaire and mail it back to MPR. In most instances, agencies mailed the questionnaire back to MPR. Some food banks collected the questionnaires from their agencies and mailed them to MPR in bulk. When MPR received a questionnaire, it was logged into a database by scanning the bar code on the mailing label. Each week, MPR sent a fax to the food banks listing all the questionnaires received the previous week. These faxes helped the food bank study coordinators schedule reminder calls and also were the basis for a second mailing of questionnaires to agencies that did not return the first one within four weeks of the initial mailing. Food banks were also asked to tell MPR about agencies that no longer provided food services so that they could be identified as ineligible in the database.

CHART 3.3.1

AGENCY SELF-ADMINISTERED SURVEY PROCESS



After the questionnaires were logged in the database as received, they were boxed for shipment to a subcontractor for data capture and imaging. The subcontractor optically scanned all questionnaires and produced data files and CD-ROMs with images of each completed questionnaire for MPR. Chart 3.3.1 summarizes the process of the agency survey.

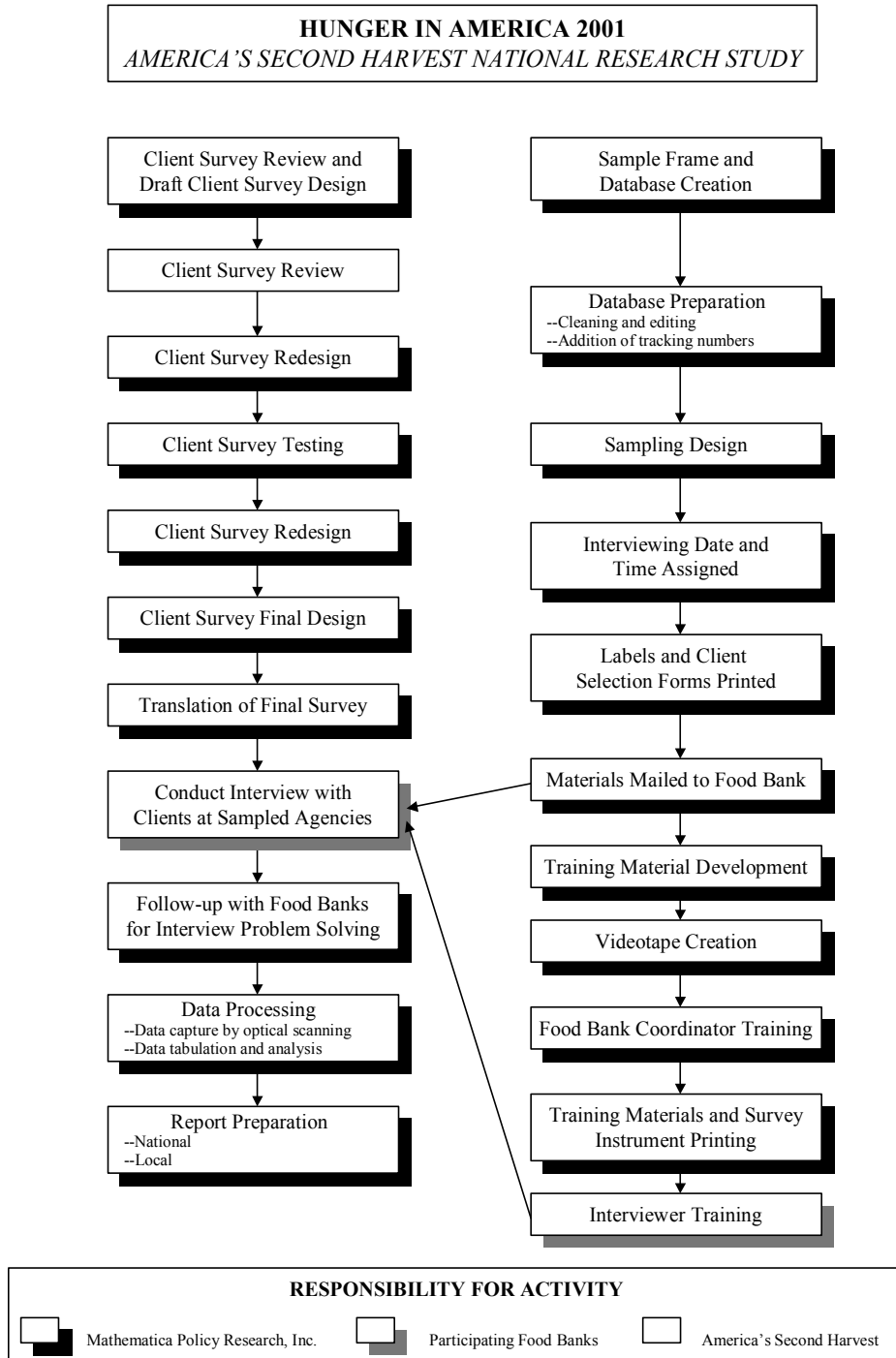
3.4 CLIENT SURVEY

The agency lists obtained for the agency survey sample were also used for the two-stage sampling process for the client survey. In the first stage, 63 agencies from each food bank were sampled with probability-proportional-to-size. Sampled agencies were limited to those with pantries, kitchens, and shelters. Food banks were then asked to provide MPR with information on the hours of operation and the number of clients that each of the sampled agencies served on an average day. The second-stage sampling process used this additional information to randomly select 40 agencies for client interviews. Each agency was randomly assigned a preferred date and time for the interviews. The remaining eligible agencies from the 63 originally selected in phase one sampling were designated as replacements. Replacements were used only when an agency refused to participate in the client interviews or if, after speaking with the agency, food banks determined that they were ineligible for the study. In some instances, it was discovered during the process of obtaining additional information that an agency was no longer operating or did not run a pantry, kitchen, or shelter. In such instances, the agency was dropped from the sample.

MPR prepared bar-coded labels with identification numbers for the client questionnaires. Client selection forms were also printed for interviewers to implement a random selection of program participants and to account for refusals and ineligible respondents during on-site data collection. These materials and client questionnaires were shipped to food banks.

CHART 3.4.1

CLIENT INTERVIEWING PROCESS



Food bank study coordinators mailed completed questionnaires and client selection forms back to MPR. Each of the questionnaires was logged into a database by scanning the bar-coded label on the cover page. Each Monday morning, MPR sent a fax to the food banks listing the agencies where client questionnaires were completed the previous week. The faxes allowed the food bank study coordinators to monitor their progress in completing the client survey portion of the study.

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

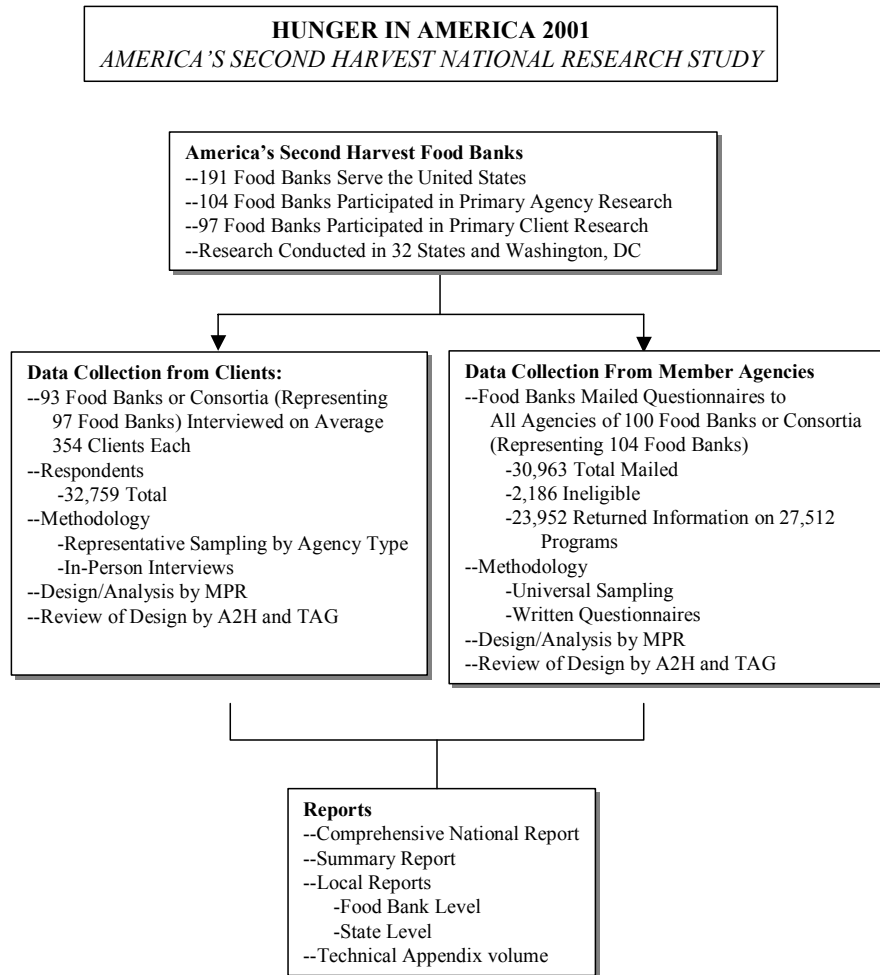
3.5 RESPONSE RATES

Food Bank Participation. As Chart 3.5.1 shows, of the 191 food banks in A2H's network, 104 individual food banks covering all or part of 32 states and the District of Columbia participated in the agency survey. Of those food banks, 93.3% fully participated in the client survey.

Client Survey. A total of 97 individual food banks contacted 3,958 agencies to gain access for on-site client data collection. Of those contacted, 3,466 agencies, or 87.6%, cooperated. Food bank staff and volunteers sampled 43,470 clients at the eligible agencies, determined 663 to be ineligible because of age, and completed interviews with 32,759, or 75.4%, of the eligible respondents.²

²Interviews were only conducted with respondents age 18 or older.

CHART 3.5.1
STUDY OVERVIEW



Agency Survey. Food banks sent questionnaires to 30,963 eligible agencies.³ MPR received completed questionnaires from 23,952, or 77.4%.

3.6 AMERICA'S SECOND HARVEST RESEARCH INVOLVEMENT

Chart 3.6.1 shows an overview of the process A2H followed in its participation in this study. It also identifies the completed numbers of responses from the client interviews and the agency survey, by program type. For the service areas covered by food banks that participated in the study, see Chart 3.6.2.

³Some additional questionnaires were mailed out to agencies who were later found no longer to be operating or otherwise ineligible.

CHART 3.6.1

ORGANIZATIONS AND INDIVIDUALS INVOLVED IN THE RESEARCH PROCESS

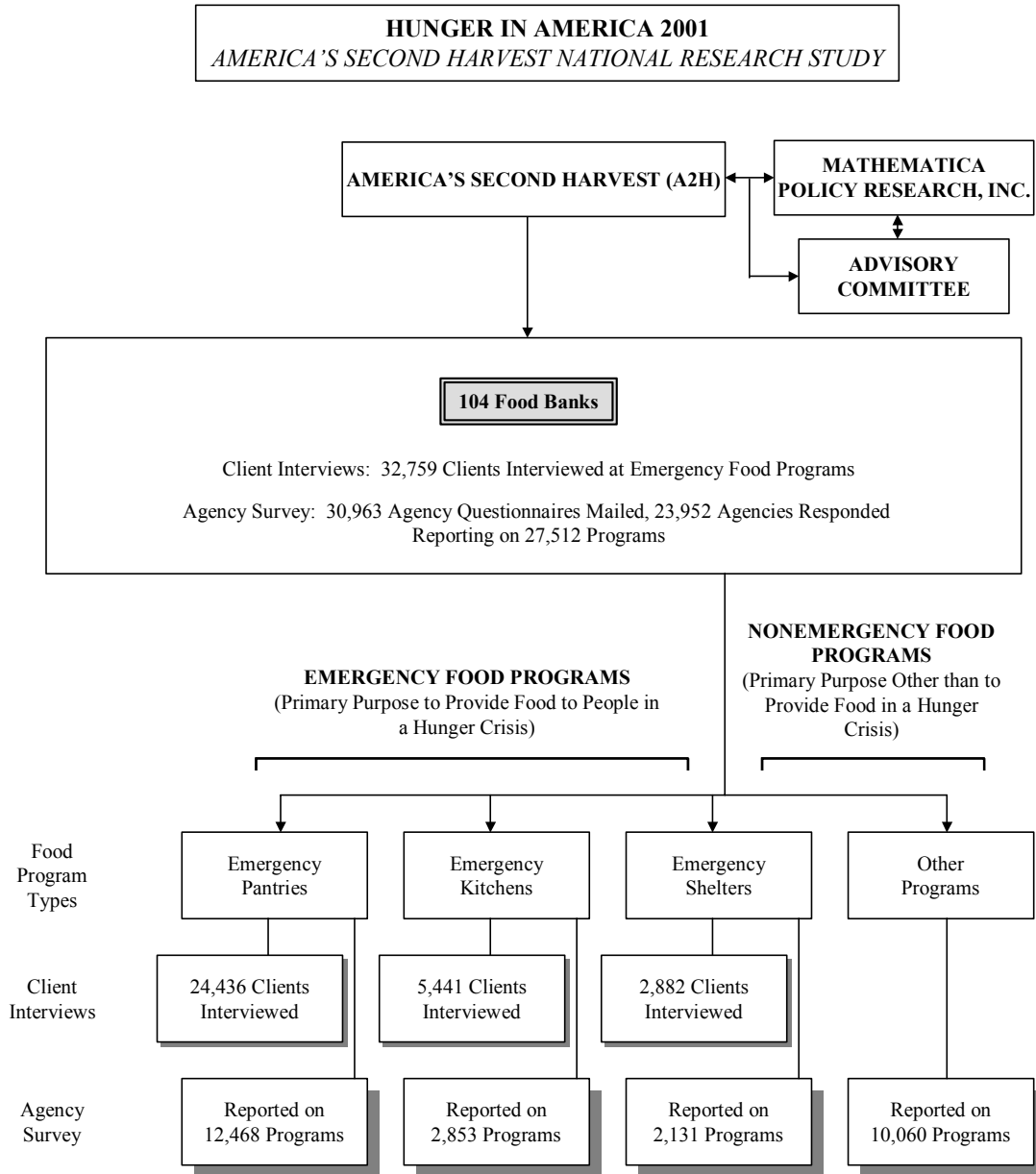
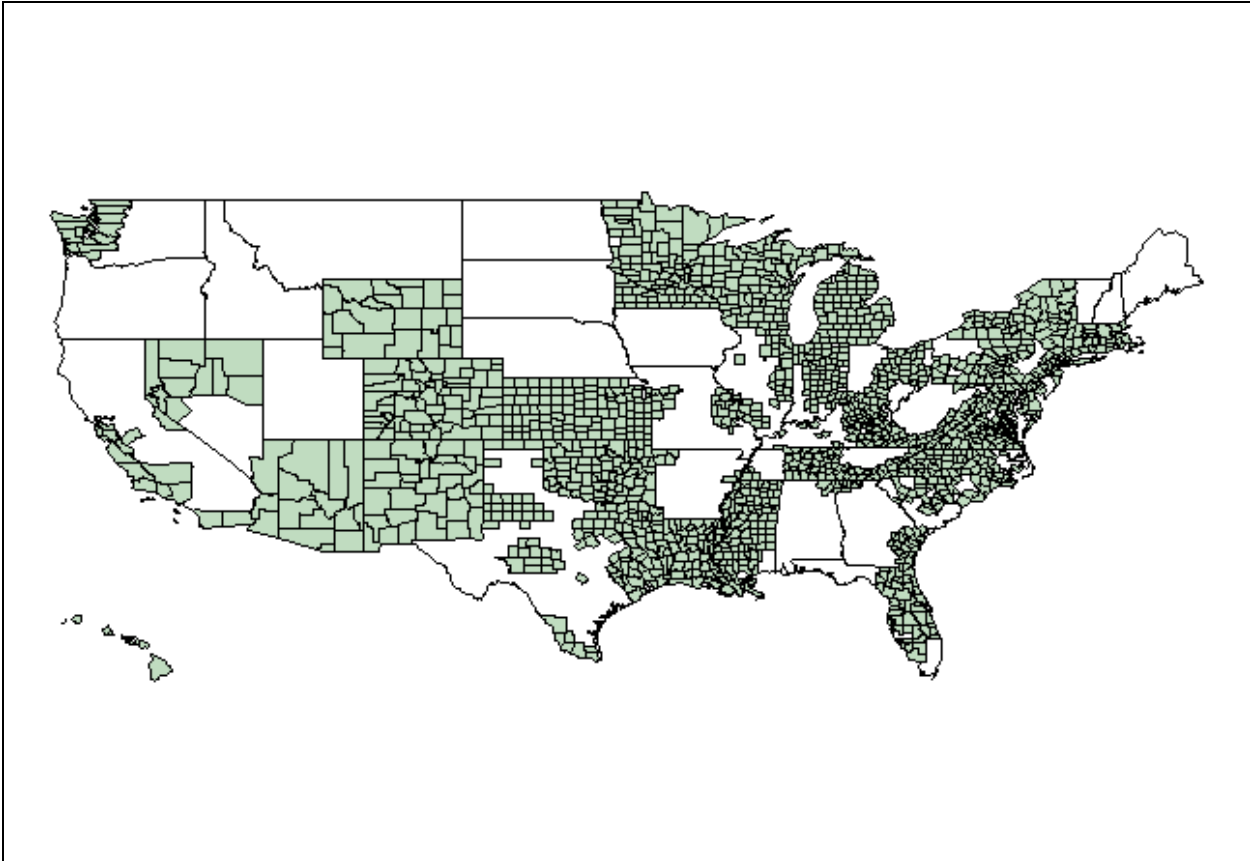


CHART 3.6.2

SERVICE AREAS COVERED BY FOOD BANKS THAT PARTICIPATED IN THE STUDY



3.7 ANALYSIS METHODS

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

3.7.1 Tables

In the descriptive data 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 of the A2H network. In general, weights are based on the inverse probabilities of selection in the sampling and also account for survey nonresponse.⁴ Weights were scaled so that the final weights represent a month-level count of different clients, as derived in Chapter 4.⁵

Similarly, all tables containing information obtained from the agency survey, as presented in Chapters 10 through 14, are based on the total weighted number of usable responses to the agency survey, unless specified otherwise. The descriptive data tabulations in these chapters represent all emergency food programs in the A2H network. The weights, calculated based on the sampling frame, also reflect 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

⁴Weights with extremely large values were truncated to reduce variances in the analysis. To keep the sum of weights unchanged, however, weights were then adjusted by an adjustment factor, which is the ratio of the sum of the original weights to the sum of the truncated weights.

⁵Weights were originally computed to make the sample representative at the weekly level. They were converted to a monthly scale to take into account the fact that, compared to kitchen and shelter users, a majority of pantry users do not visit the program in any given week.

percentage distribution for “all clients” is shown in the last column. Tabulations in the agency tables are presented by the type of programs operated by the agencies.

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 inappropriate 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. 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. The rate of item nonresponse for the client data ranges approximately between 0 and 12% and that for the agency data approximately between 0 and 30% for most variables presented in the tables. We report the percentages of item nonresponse in notes to each table.

The main reason for including only valid responses is to appropriately present the weighted percentage distribution among the main response categories of interest. Our preliminary analysis of item nonresponse revealed little evidence of any systematic biases. Excluding missing data also has the advantage of being consistent with the convention used for two previous studies commissioned by A2H in 1993 and in 1997.

Some tables also present the average (i.e., the 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 sum of all valid values in a distribution, divided by the 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 observations have values smaller than the median and the remaining 50% of the observations have values

larger. The median is only suitable for describing central tendency in distributions where the categories of the variable can be ordered, as from lowest to highest.

For selected variables, we have also made annual estimates of the actual numbers of clients (as compared to percentages) falling into various categories. Each of these tables of absolute numbers corresponds to a table with percentages and has the same table number except with the addition of the suffix “N.” The “N” tables showing numbers of clients have been computed by multiplying overall annual projections of total clients (as derived in Chapter 4) by the relevant percentages for the client grouping of interest. This must be viewed as only an *approximation* of the true annual numbers, since, strictly speaking, the percentages have been calculated with monthly weights. However, we believe these approximations to be reasonably good indicators of the true annual numbers.

3.7.2 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 we 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.)⁶ However, pantry programs are regarded as serving all members of respondents’ households.

⁶One exception was children at the kitchens and shelters. They were clients, but they were not respondents, because only clients age 18 or older were interviewed for this study. However, the children were taken into account in estimating total clients.

At the kitchen and shelter sites, 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 of age). At the pantry programs, on the other hand, the sampling unit was the household, and 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, to minimize the burden on the respondents, the survey was designed to acquire information about at most six members of the household, including the respondent, on a limited set of variables of interest, such as sex, age, relationship to the respondent, citizenship, and employment status. We have only limited information on additional household members among the 4.6% of households with more than six members. Because households with more than six members are uncommon, we do not believe that this has significantly affected our estimates.

National Versus Local Reports. Hunger in America 2001 has produced a set of reports to serve both national- and local-level interests and to be useful to a wide range of audiences with varying needs.

This national report consists of information gathered through 104 participating food banks. In addition, in most cases, a local report was generated containing information on clients and agencies served by a particular food bank. There are approximately 100 food-bank-level local reports. In addition, state-level reports were produced when all A2H-affiliated food banks in a particular state participated in this study. Approximately 20 states achieved full participation of their food banks.

In addition to the comprehensive national and local reports, A2H has disseminated “Hunger in America 2001: Extended Executive Summary.” This executive summary contains key findings from the comprehensive national report. A technical appendix, which describes the methodologies of the current study in detail, is available under separate cover for distribution for audiences with technical interests.

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

4. NUMBER OF A2H CLIENTS SERVED

A key factor in assessing the size and contributions of the America's Second Harvest network is to estimate the number of people served by the network's emergency food providers. Estimates of the number of different types of providers included in the network are also of great interest. These estimates are derived in this chapter.

Both weekly and annual estimates of the number of people served are derived. In both the weekly and the annual estimates, our objective is to estimate the number of people served food at any time in the period covered. That is, we wish to estimate the number of people *ever served* in a week and the number *ever served* in a year. For the weekly estimates, our estimates are largely based directly on the observation weights calculated based on the survey sampling and survey results. 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 in order to derive estimates of the size of the Second Harvest system. These include:

- Information from the survey sample frame of providers, which was compiled from food bank records
- Information from the sampling and data collection operations concerning the observed numbers of clients served by providers, the providers' days of operation, and similar factors
- Information from the client survey concerning respondents' length and frequency of use of the emergency food system
- Information from A2H administrative files concerning the relative 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, whereby 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) estimate the underlying population totals by summing the relevant analysis weights. In some instances, however, as described in subsequent subsections, we employ alternative approaches to develop certain estimates, compensate for limited information availability, add intuition to the estimation process, and test the robustness of our conclusions.

There is unavoidably some uncertainty in the estimates presented. This uncertainty derives from several factors, including:

- ***Statistical Sampling Error.*** Sampling error results from the fact that many of the estimation parameters are based on *statistical samples* rather than surveys of all the relevant groups of providers and clients.
- ***Reporting Error.*** Some of the interview questions on which our estimates are based were unavoidably somewhat complex. As a result, there is undoubtedly some error caused by respondents not always understanding the questions and not always reporting accurately.
- ***Nonresponse Bias.*** As with any survey, it must be assumed that there is at least some nonresponse error caused by the agencies and clients who did not respond to our surveys being different from those that did.
- ***Coverage Bias.*** Coverage bias may result from the fact that only about half the A2H food banks participated in the study. While adjustments have been made for this, there is no way of determining for sure exactly how accurate these 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 the winter and spring of 2001. It is therefore not possible with this data set to fully examine and correct for fluctuations in the A2H system and clients over the entire year.

Despite these possible sources of error, the MPR research team for the study, as well as A2H, believe that the estimates derived below are reasonably accurate. Some discussion of the sensitivity of the estimates to alternative assumptions is provided in a Technical Appendix volume to assist readers in making their own assessments in this area.

The next section provides an overview of our findings. Next we describe additional details of our calculations, beginning with pantries, since they are by far the single largest component of the A2H network.

4.2 OVERVIEW OF FINDINGS

Overall, we estimate that 23.3 million different people are served by A2H pantries, kitchens, and shelters annually (Table 4.3.1). Of these, an estimated 7.0 million are served in a typical week. By far the largest number of people are served by pantries, which account for 21.3 million of the annual total of 23.3 million people. Kitchens are the next most commonly used provider.

4.3 ESTIMATES OF NUMBERS OF PANTRIES IN THE SYSTEM

Our estimate of the number of pantries in the A2H network begins 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 work by requesting from the participating food banks lists of all of the agencies they served, classified as to types of programs run by the agencies. A total of 31,446 agencies were listed by the 97 food banks participating in

TABLE 4.3.1

ESTIMATES OF NUMBERS OF DIFFERENT CLIENTS SERVED BY THE AMERICA'S SECOND HARVEST NETWORK
(WEEKLY AND ANNUAL ESTIMATES)

	Each Agency Type Considered Separately	After Correcting for Overlap of Clients Across Agencies ^a
Weekly Estimates		
Pantries (Persons)	6.1 million	6.1 million
(Households)	2.1 million	2.1 million
Kitchens (Persons)	0.9 million	0.7 million
Shelters (Persons)	0.3 million	0.2 million
Total (Persons)		7.0 million
Annual Estimates		
Pantries (Persons)	21.3 million	21.3 million
(Households)	7.3 million	7.3 million
Kitchens (Persons)	1.8 million	1.3 million
Shelters (Persons)	1.0 million	0.7 million
Total (Persons)		23.3 million

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

the client survey (Table 4.3.2).^{7,8} However, some of these agencies were listed by the food banks 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 shown in Line 3 of the table, after subtracting these agencies that did not have pantries, kitchens, or shelters, 22,523 agencies remained.

⁷Much 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.

⁸See the Technical Appendix volume under separate cover.

TABLE 4.3.2

ESTIMATED NUMBER OF PANTRIES IN THE SECOND HARVEST NETWORK

1.	Total operating agencies listed in the files of the participating food banks	31,446
2.	Percentage of agencies listed as operating at least one pantry, kitchen, or shelter ^a	71.6%
3.	Subtotal	22,523
4.	Percentage of agencies in Line 3 that were found during detailed sampling work no longer to be operating or to be only operating types of agencies other than pantries, kitchens, or shelters	10.3%
5.	Revised subtotal	20,210
6.	Percentage of agencies in Line 5 that operate pantries ^b	72.3%
7.	Agencies operating pantries	14,616
8.	Average pantry providers per agency operating pantries	1.20
9.	Final estimate of pantries in participating food banks	17,593
10.	Adjustment factor for nonparticipating food banks ^c	1.5
11.	Final estimate of pantries	26,284

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.

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

Detailed operating information was obtained for a random sample of these 22,523 agencies, in order to plan the sampling and field operations for the client survey. In conducting this work, 10.3% of the agencies that had originally appeared eligible for the survey were found either not to still be operating or to be operating types of programs that were not directly germane to the survey. This left an estimated 20,210 agencies that were operating types of providers that were to be included in the survey. As shown in Line 6, approximately 72.3% of

these 20,210 agencies operated pantries (the others operated kitchens or shelters or were found to be ineligible). 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 participating food banks participating in the client survey is 17,593.

The final step in the derivation is to extrapolate from the participating food banks to the entire A2H system. The food banks that participated in the client survey represent approximately 52% of all A2H food banks. However, the participating food banks are larger, on average, than the typical food bank. In particular, based on food bank reports to A2H, they account for approximately 66% of all the total food distributed by food banks in the A2H system. Based on this information, we use an extrapolation factor of 1.5 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 4.3.2 becomes 26,284.

4.4 ESTIMATE OF NUMBERS OF PANTRY CLIENTS

We now present an estimate of the numbers of clients served by A2H pantries, based on “micro-level” information about the statistical weights assigned to individual observations in the sampling work.

The sampling unit during interviewing at pantries was the household. As discussed in Chapter 3 and detailed in a 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 a number of factors, including:

- The probability of selecting the client’s agency into the subset of agencies used for the client survey. (This reflects the probabilities of the agency being selected at several different stages of the sampling process, as well as the number of days per

week the agency is open and the agency-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, the number actually selected for interviewing, given various logistics factors, and the proportion of those selected who turned out to meet the survey eligibility criteria.)
- Client responses to interview questions concerning how many times they had been at the pantry in the week when the interviewing took place.
- Client responses to questions about the use of *other* pantries during the week.

Essentially, the above 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 as 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, 1.4 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. Also, the estimate applies only to clients in pantries covered by the participating food banks.

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 particularly the case, because it is likely that this weekly estimate is somewhat more accurate than the annual estimates derived below. In particular, computing *annual* estimates unavoidably required asking survey

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	1.4 million
2. Weeks in a month	4.3
3. Pantry household visits in a month	6.0 million
4. Average household visits per month	1.6
5. Different household visits in a month	3.8 million
6. Average monthly percentage of all client households who start using pantries each month during a typical 11-month period ^a	6.9%
7. Total entrants in Months 2 through 12 (Line 6 * Line 1, multiplied by 11)	1.1 million
8. Total different households in Months 1 through 12 (Lines 5 + 7)	4.9 million
9. Average household size (persons per household)	2.9
10. Different people served in Months 1 through 12 in areas covered by participating food banks (Lines 8 + 9)	14.2 million
11. Adjustment for nonparticipating food banks	1.5
12. Different people served annually by pantries in the network. (Line 11 * Line 10)	21.3 million

^aAn 11-month average of the percentage of households beginning to use pantries each month who have not previously used them in the reference period. The base of the percentage is weekly users. See the Technical Appendix volume under separate cover for details.

respondents to report on their use of the emergency food system over a significant amount of time—for a year, in some instances. This long reporting span undoubtedly increases reporting error. By contrast, the weekly estimate only requires 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 ultimately obtain 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 4.3 weeks per month and then

dividing by a survey-based estimate that shows that, on average, households who use pantries visit them 1.6 times per month. Based on these factors, Line 5 indicates that the number of different client household visits in a month at all A2H pantries covered by the participating food banks is approximately 3.8 million.

Next, we estimate the percentage of new pantry users in a month who have not previously used a pantry in the year-long reference period. This is done using a set of survey questions concerning when the respondent began his or her current spell of using pantries and how long they had *not* used pantries prior to that. In particular, the estimate is made by tabulating the percentage of households whose survey answers meet the following criteria:

- Their answer to how long they had been continuously using pantries is less than or equal to three weeks (i.e., they have just entered the program in the previous month)
- Their answer to how long it had been since they had previously used a pantry before starting their current spell of use is either that it had been a year or more or that they had never previously used a pantry

This tabulation indicates that on average approximately 6.9% of the clients using a pantry in a given week were “newcomers” in the previous month from the point of view of the year-long period for which we wish to derive estimates.⁹

⁹We view this estimate as relatively conservative, because the second criterion listed in the text—not having used a pantry for a year—is a relatively stringent one. In principle, some of the clients entering the system in the first few months may be “newcomers” in that year, even though they may have used a pantry in the previous year at some point less than 12 months prior to the observation reference point. We have chosen the conservative choice of omitting such observations from the tabulations, because there are some inconsistencies in the response patterns to the relevant questions, and we wanted to avoid as much as possible counting clients as “newcomers” who may have misunderstood what exactly they were being asked.

Based on that figure, 69%, we estimate that about 1.1 million households who were not present in the initial month will begin using pantries during a year. Adding this to the households present at a typical month leads to an estimate of approximately 4.9 million different households using pantries served by participating food banks in a year.

So far, the calculations have focused on numbers of households. But it is reasonable to assume that the *entire* family benefits from the groceries obtained. So we now multiply by a survey-based estimate of average household size, 2.9, to obtain the desired estimates of different people served annually, 14.2 million. Multiplying by the 1.5 factor discussed in the previous section to adjust for nonparticipating food banks yields a final annual estimate of 21.3 million people benefiting from food obtained from A2H pantries. As a partial reference, the number of people in poverty in the United States is about 30 million. In light of this, the estimated number seems reasonable.

4.5 NUMBER OF SECOND HARVEST KITCHENS

Our analysis of the number of emergency kitchens served by A2H food banks uses the same analytical steps as the analysis of pantries. There were 3,324 agencies that, on the basis of the information developed in compiling the sample frame, appeared to be operating kitchens (Table 4.5.1, Line 7). After taking into account agencies that were operating multiple kitchen programs, we estimate that 3,814 kitchens are being served by A2H food banks participating in the study. An adjustment for nonparticipating food banks raises the total estimate of kitchens to 5,721.

TABLE 4.5.1

ESTIMATED NUMBER OF KITCHENS IN THE SECOND HARVEST NETWORK

1.	Total operating agencies listed in the files of the participating food banks	31,446
2.	Percentage of agencies listed as operating at least one pantry, kitchen, or shelter ^a	71.6%
3.	Subtotal	22,523
4.	Percentage of agencies in Line 3 that were found to no longer be operating or to be only operating types of agencies other than pantries, kitchens, or shelters	10.3%
5.	Subtotal	20,210
6.	Percentage of agencies in Line 5 that operate kitchens ^b	12.8%
7.	Agencies operating kitchens	2,577
8.	Average kitchen providers per agency operating kitchens	1.48
9.	Final estimate of kitchens in participating food banks	3,814
10.	Adjustment factor for nonparticipating food banks	1.5
11.	Final estimate of kitchens	5,721

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 “other” categories, 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 NUMBER OF DIFFERENT CLIENTS SERVED BY SECOND HARVEST KITCHENS ANNUALLY

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 using and not using kitchens to extrapolate up to an annual estimate. There are, however, two somewhat different factors that are taken into account as compared to the analyses for pantries. First, the sampling unit at the kitchens was adults age 18 and older. Therefore it is necessary to use survey data on minors accompanying

the adults to get a complete measure of clients served. Second, tabulations of the kitchen data, analogous to those described above for pantries, indicated that approximately 8.5% of the clients using a pantry in a given week were “newcomers” in the previous month from the point of view of the year-long period for which we wish to derive estimates.¹⁰

Our calculations estimate that, in any given week, 0.6 million different clients use A2H kitchens served by food banks participating in the study (Table 4.6.1, Line 3). When this number is extrapolated to an annual figure, the total becomes 1.2 million. Adjusting for nonparticipating kitchens leads to an estimate of approximately 1.8 million people.

TABLE 4.6.1
DERIVATION OF ESTIMATE OF DIFFERENT PEOPLE
USING KITCHENS ANNUALLY

1. Estimated number of different people visiting kitchens in a week	0.5 million
2. Average number of children accompanying adults	0.2 children per adult
3. Different adult and child visits in a week	0.6 million
4. Different adults and children using kitchens in a year	1.2 million
5. Adjustment for nonparticipating food banks	1.5
6. Different people served annually by kitchens in the A2H network (Line 4 * Line 5)	1.8 million

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

¹⁰In using this 8.5% estimate to extrapolate from the weekly client count to the annual count, we have assumed taken three quarters of the percentage (6.4%) for the first month and the full percentage for the subsequent 11 months.

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

We have derived estimates of the number of emergency shelters and clients attending them using methods completely analogous to those used with regard to kitchens. The estimates are displayed in Tables 4.7.1 and 4.7.2. Overall, we estimate that the number of emergency shelters served by all A2H food banks is 4,120 and that the number of different clients served meals annually by the shelters is approximately 1.0 million.

TABLE 4.7.1

ESTIMATED NUMBER OF SHELTERS IN THE SECOND HARVEST NETWORK

1.	Total operating agencies listed in the files of the participating food banks	31,446
2.	Percentage of agencies listed as operating at least one pantry, kitchen or shelter ^a	71.6%
3.	Subtotal	22,523
4.	Percentage of agencies in Line 3 which were found to no longer be operating or to be only operating types of agencies other than pantries, kitchens, or shelters	10.3%
5.	Subtotal	20,210
6.	Percentage of agencies in Line 5 that operate shelters ^b	10.2%
7.	Agencies operating shelters	2,055
8.	Average shelter providers per agency operating shelters	1.34
9.	Final estimate of pantries in participating food banks	2,747
10.	Adjustment factor for nonparticipating food banks	1.5
11.	Final estimate of shelters	4,120

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 “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 different people visiting shelters in a week	189,000
2. Average number of children accompanying adults	0.12
3. Different adult and child visits in a week	212,000
4. Different adults and children using kitchens in a month	398,000
5. Different adults and children using kitchens in a year	660,000
6. Adjustment for nonparticipating food banks	1.5
7. Different people served annually by shelters in the A2H network. (Line 5 * 6)	990,000

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

4.8 ESTIMATES OF DIFFERENT CLIENTS ACROSS THE WHOLE SECOND HARVEST SYSTEM

The estimates derived so far, together 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 A2H emergency food providers, taken together. Questions in the survey asked respondents whether they had used other types of providers, besides the one at which they were being interviewed, during the week of the survey. Approximately 26% of kitchen users said they had also used a pantry, while approximately 29% of shelter users reported having used either a kitchen or a pantry.¹¹ Using these data, together with the estimates of provider use derived

¹¹Because we only have data on cross-agency use in a single week (the period prior to the survey), the figures on multiple-agency use reported in the text may somewhat underestimate the full degree of multiple 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—i.e., 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

earlier, we have calculated estimates of system-level clients as displayed in Table 4.8.1. As shown, we estimate that 23.3 million people have used or will use these providers in 2001.

TABLE 4.8.1
ESTIMATED ANNUAL CLIENTS, UNDUPLICATED ACROSS AGENCIES

	Within Agency	Unduplicated Across Agency ^a
1. Estimated number of different pantry clients in a year	21.3 million	21.3 million
2. Estimated number of different kitchen clients in a year	1.8 million	1.3 million
3. Estimated number of different shelter clients in a year	1.0 million	0.7 million
4. Total different clients in system	n.a.	23.3 million

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

n.a. = not applicable

(continued)

were doubled. Then the resulting change in the overall annual estimate of different clients would be less than 4%.

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 A2H network. Key findings are presented in this section. Results reported in Chapters 5 through 9 represent all clients served by food banks in the A2H network.

We begin by describing the client sample on which the analysis is based. Following that, Section 5.2 provides an overall profile of clients in the A2H system. Subsequent sections then provide additional details about clients’ demographic characteristics, citizenship, education levels, household income levels, and other resources.

5.1 NUMBER OF CLIENT RESPONDENTS

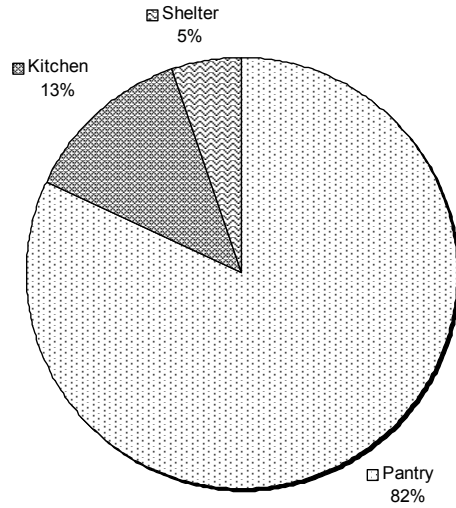
A total of 32,759 clients were interviewed at selected program sites of the A2H national network. The clients interviewed at the pantry programs (24,436 clients) account for 74.6% of all client respondents. Those interviewed at the kitchen programs (5,441 clients) make up 16.6% of the total, and those interviewed at the shelter programs (2,882 respondents) account for the remaining 8.8% (see Table 5.1.1). Table 5.1.1 also shows the percentage distribution after the weights described earlier were applied to each observation.

TABLE 5.1.1
NUMBER OF CLIENT RESPONDENTS

Site of Interview	Client Respondents		
	Number	Unweighted Percentages	Weighted Percentage ^a
Pantry	24,436	74.6%	81.9%
Kitchen	5,441	16.6%	13.0%
Shelter	2,882	8.8%	5.2%
TOTAL	32,759	100.0%	100.0%

^aWeighted to reflect numbers of clients at the programs in a month.

**CHART 5.1.1 WEIGHTED PERCENTAGES OF CLIENT RESPONDENTS
By Type of Interview Site**



□ Pantry □ Kitchen □ Shelter

5.2 SUMMARY DEMOGRAPHIC PROFILE

Client respondents provided information about various demographic characteristics of themselves and/or their households. Table 5.2.1 summarizes the demographic profile of the clients of the A2H national network.

TABLE 5.2.1
SUMMARY DEMOGRAPHIC PROFILE
(Adults Interviewed at A2H Emergency Food Providers and Their Households)

	Pantry	Kitchen	Shelter	All
Adult Clients at Program Sites				
Male	32.5%	62.8%	69.3%	38.3%
Female	67.5%	37.2%	30.7%	61.7%
U.S. citizens	92.5%	95.2%	98.0%	93.1%
Married or living as married	34.8%	19.4%	13.0%	31.7%
High school graduate or beyond	62.2%	65.7%	64.7%	62.8%
Currently employed	24.7%	27.7%	22.0%	25.0%
Clients in suburban/rural areas	51.7%	26.1%	23.4%	46.9%
Client's Household^a				
Size of household				
Households with 1 member	33.6%	61.7%	75.1%	39.4%
Households with 2-3 members	35.2%	26.3%	17.2%	33.1%
Households with 4-6 members	25.9%	10.2%	7.1%	22.9%
Households with more than 6 members	5.3%	1.8%	0.6%	4.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average household size	2.9	1.9	1.5	2.7
Median household size	2	1	1	2
Households with nonfamily members	8.5%	6.6%	4.3%	8.1%
Households with one or more adults employed	40.1%	33.8%	31.5%	38.9%
Households with single parents	25.7%	11.9%	8.0%	23.0%
Households with single parents among households with children younger than age 18 ^b	50.2%	54.6%	52.9%	50.5%
Elderly and children in household				
Households with children younger than age 18	43.4%	19.5%	12.7%	38.7%

Table 5.2.1 (continued)

	Pantry	Kitchen	Shelter	All
Households with any children ages 0-5 years	18.2%	6.4%	7.8%	16.2%
Households with any member 65 years or older	25.5%	15.8%	2.7%	23.1%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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.

NOTE: 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 or households of the A2H network. The sample sizes (N) also include missing data.

^aData are available for at most six members of household. See Chapter 3 for details.

^bThe sample size is 11,329 for the pantry, 812 for the kitchen, 589 for the shelter, and 12,730 for all.

Table 5.2.1 shows that 38.3% of the clients visiting emergency food programs are men, while 61.7% are women. This gender composition takes into account only the client population who come to the program sites. Since the pantries' client base is not limited to the individual members who come to pick up food, but includes all members of such clients' households, it is also of interest to examine tabulations based on all individual members of client households. A subsequent table, Table 5.3.2, presents age, gender, and citizenship composition of all members of client households.

Additional demographic characteristics of the clients at program sites and the client households are as follows:

- 93.1% of all clients at program sites are U.S. citizens.
- 31.7% of all clients at program sites are married or living as married.
- 62.8% of all clients at program sites completed high school or beyond.
- 25.0% of all clients at program sites are currently working.

- 46.9% of the clients at program sites are served in programs located in suburban or rural areas.
- The mean household size is 2.7.
- 39.4% of the client households are single-person households.
- 4.6% of the client households have more than six members.
- 38.9% of the client households have one or more adults currently working.
- Among client households with children younger than age 18, 50.5% are single-parent households.
- 38.7% of the client households have at least one member younger than age 18.
- 16.2% of the client households have one or more children ages 0 to 5 years.
- 23.1% of the households have at least one member age 65 years or older.

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 six 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. Table 5.3.2 shows the distribution among all members of client households.

TABLE 5.3.1

AGE, GENDER, AND CITIZENSHIP COMPOSITION
(Adults Interviewed at A2H Emergency Food Providers)

	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	11.6%	9.7%	24.5%	12.0%
30-49	45.5%	53.8%	54.7%	47.1%
50-64	21.2%	22.6%	18.3%	21.2%
65 and over	21.8%	13.9%	2.5%	19.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
Gender				
Male	32.5%	62.8%	69.3%	38.3%
Female	67.5%	37.2%	30.7%	61.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
U.S. Citizen				
Yes	92.5%	95.2%	98.0%	93.1%
No	7.5%	4.8%	2.0%	6.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For age, missing, don't know, and refusal responses combined are 1.3% for pantry clients, 0.9% for kitchen clients, 0.2% for shelter clients, and 1.2% for all clients.

For gender, missing, don't know, and refusal responses combined are 0.6% for pantry clients, 0.5% for kitchen clients, 0.2% for shelter clients, and 0.6% for all clients.

Table 5.3.1 (continued)

For citizenship, missing, don't know, and refusal responses combined are 0.7% for pantry clients, 0.8% for kitchen clients, 0.2% for shelter clients, and 0.7% for all clients.

Among the clients who come to program sites, 12.0% are ages 18 to 29; 47.1% ages 30 to 49; 21.2% ages 50 to 64; and 19.7% ages 65 and older. In addition:

- Among the pantry clients who were represented at the interview sites (not including all members of their households), 11.6% are ages 18 to 29; 45.5% ages 30 to 49; 21.2% ages 50 to 64; and 21.8% ages 65 and older.
- 32.5% of pantry clients at program sites are male.
- 92.5% of pantry clients at program sites are U.S. citizens.
- Among the kitchen clients, 9.7% are ages 18 to 29, 53.8% ages 30 to 49, 22.6% ages 50 to 64, and 13.9% ages 65 and older.
- 62.8% of kitchen clients at program sites are male.
- 95.2% of kitchen clients at program sites are U.S. citizens.
- Among the shelter clients, 24.5% are ages 18 to 29, 54.7% ages 30 to 49, 18.3% ages 50 to 64, and 2.5% ages 65 and older.
- 69.3% of shelter clients at program sites are male.
- 98.0% of shelter clients at program sites are U.S. citizens.

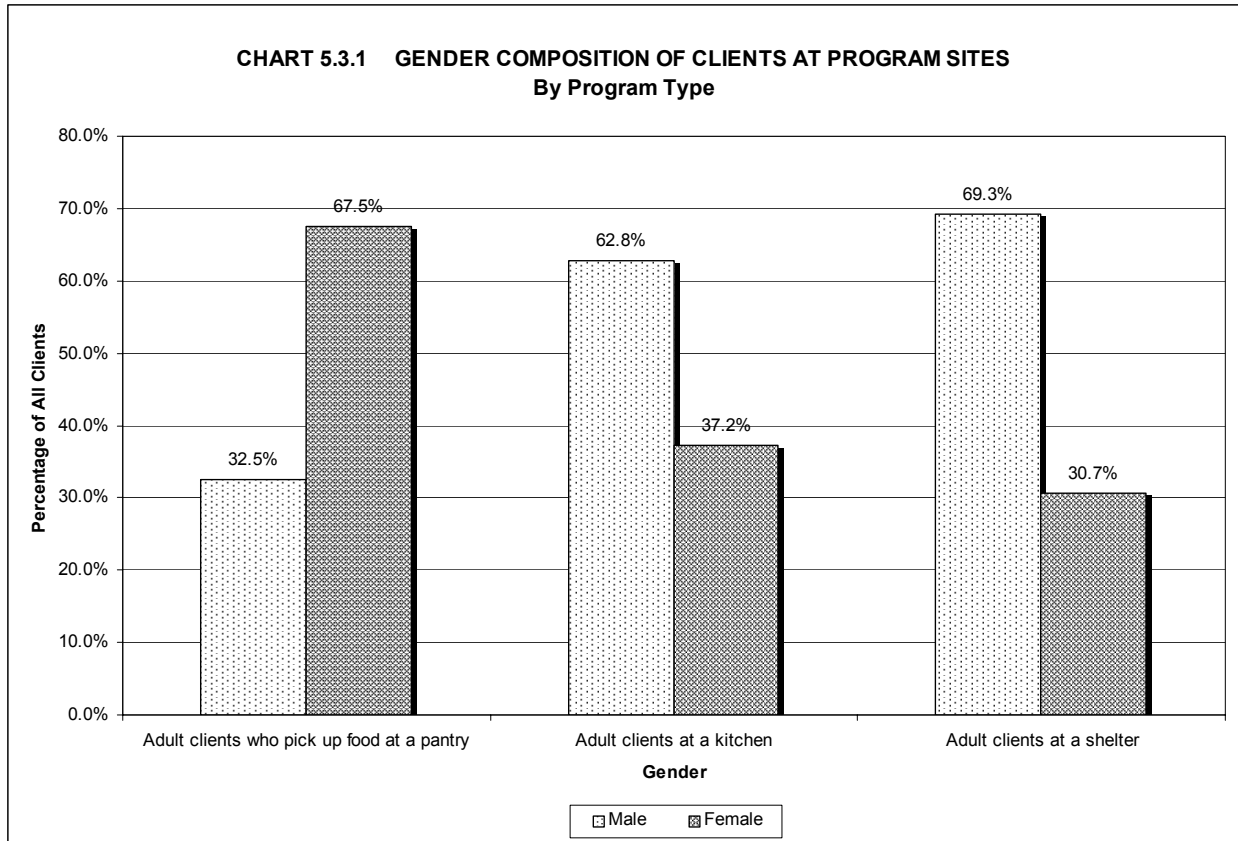


TABLE 5.3.2
AGE, GENDER, AND CITIZENSHIP COMPOSITION
(All Members of Households)^a

	All Members of Household, Pantry	All Members of Household, Kitchen	All Members of Household, Shelter	All Members of Household, All Programs
Age				
0-5	9.1%	4.6%	7.7%	8.6%
6-17	31.5%	22.3%	9.5%	30.0%
18-29	11.9%	10.6%	24.0%	12.2%
30-49	25.1%	37.2%	40.9%	26.6%
50-64	11.3%	15.3%	16.0%	11.8%
65 and over	11.1%	9.9%	2.0%	10.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)^b	71,057	9,474	4,659	85,190
Gender				
Male	45.4%	58.5%	62.1%	47.1%
Female	54.6%	41.5%	37.9%	52.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
U.S. Citizen				
Yes	92.1%	94.6%	98.0%	92.6%
No	7.9%	5.4%	2.0%	7.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	66,238	9,076	4,475	79,789

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

NOTE: 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 or households of the A2H network. The sample sizes (N) also include missing data.

For age, missing, don't know, and refusal responses combined are 1.5% for pantry clients, 1.5% for kitchen clients, 0.7% for shelter clients, and 1.4% for all clients.

For gender, missing, don't know, and refusal responses combined are 1.1% for pantry clients, 1.0% for kitchen clients, 0.3% for shelter clients, and 1.0% for all clients.

For citizenship, missing, don't know, and refusal responses combined are 1.2% for pantry clients, 1.1% for kitchen clients, 0.5% for shelter clients, and 1.2% for all clients.

^aData available for at most six members of household. See the Technical Appendix volume under separate cover for details.

^bThe sample sizes for age variables are larger than those for 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, 8.6% are ages 0 to 5, 30.0% ages 6 to 17, 12.2% ages 18 to 29, 26.6% ages 30 to 49, 11.8% ages 50 to 64, and 10.8% age 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, 9.1% are ages 0 to 5; 31.5% ages 6 to 17; 11.9% ages 18 to 29; 25.1% ages 30 to 49, 11.3% ages 50 to 64, and 11.1% age 65 and older.
- 45.4% of all members of pantry client households are male.
- 92.1% of all members of pantry client households are U.S. citizens.
- Among all members of kitchen client households, 4.6% are ages 0 to 5; 22.3% ages 6 to 17; 10.6% ages 18 to 29; 37.2% 30 to 49; 15.3% ages 50 to 64, and 9.9% age 65 and older.
- 58.5% of all members of kitchen client households are male.
- 94.6% of all members of kitchen client households are U.S. citizens.
- Among all members of shelter client households, 7.7% are ages 0 and 5; 9.5% ages 6 and 17; 24.0% are ages 18 to 29; 40.9% ages 30 to 49; 16.0% ages 50 to 64; and 2.0% age 65 and older.
- 62.1% of all members of shelter client households are male.
- 98.0% of all members of shelter client households are U.S. citizens.

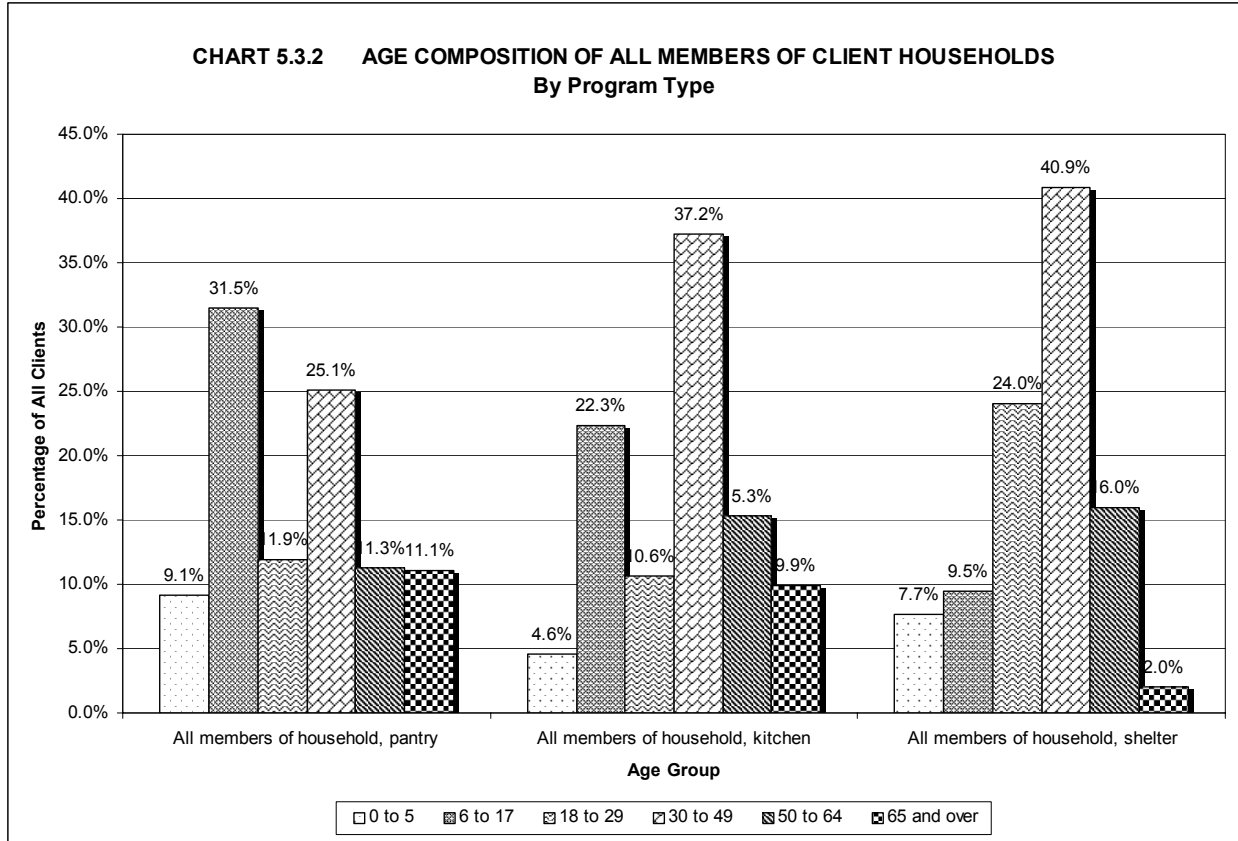


Table 5.3.2N translates the percentage distribution in the previous table into estimates of the numbers of members of A2H client households by age bracket and by type of provider. In reviewing this table, it is important to note that for kitchens and shelters, it include all members of the households; not just the members present at the A2H providers.

TABLE 5.3.2N
AGE COMPOSITION (ESTIMATED NUMBER OF CLIENTS)
(ALL MEMBERS OF HOUSEHOLDS)

	All Members of Household, Pantry	All Members of Household, Kitchen	All Members of Household, Shelter	All Members of Household, All Programs
Age				
0-5	1,938,300	96,600	70,680	2,105,580
6-17	6,709,500	470,400	88,350	7,268,250
18-29	2,534,700	222,600	223,200	2,980,500
30-49	5,346,300	781,200	380,370	6,507,870
50-64	2,406,900	321,300	148,800	2,877,000
65 and over	2,364,300	207,900	18,600	2,590,800
TOTAL ESTIMATED NUMBER OF PEOPLE IN CLIENT HOUSEHOLDS	21,300,000	2,100,000	930,000	24,330,000

As shown in the table, pantries are estimated to serve annually more than 1.9 million young children and more than 8.6 million children under 18, overall. Pantries serve more than 2.3 million elderly clients per year. In addition:

- Members of households of clients at A2H kitchens include more than 0.5 million children under 18; the comparable number for shelters is 0.1 million
- Members of the households of clients at A2H kitchens include more than 0.2 million people 65 and older; the comparable number for shelters is much smaller, reflecting not only the smaller numbers at shelters but also their different clientele

5.4 MARITAL STATUS

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

TABLE 5.4.1
MARITAL STATUS
(Adults Interviewed at A2H Emergency Food Providers)

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	28.9%	14.5%	9.1%	26.0%
Living as married	5.9%	4.9%	3.9%	5.6%
Widowed	15.6%	12.3%	3.3%	14.6%
Divorced	16.9%	22.0%	25.2%	18.0%
Separated	9.4%	10.2%	9.5%	9.5%
Never been married	23.3%	36.1%	49.0%	26.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 1.3% for pantry clients, 1.2% for kitchen clients, 0.6% for shelter clients, and 1.2% for all clients.

Key findings include:

- Overall, 26.0% of the clients at all program sites are married.
- The percentage of married clients at pantry programs is 28.9%.
- The percentage of married clients at kitchen programs is 14.5%.
- The percentage of married clients at shelter programs is 9.1%.
- 5.6% of the clients at all program sites are living as married.
- 14.6% of the clients at all program sites are widowed.
- 9.5% of the clients at all program sites are separated.
- 26.3% 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. Education levels of clients based on their responses are provided in Table 5.5.1.

TABLE 5.5.1
HIGHEST EDUCATION LEVEL ATTAINED
(Adults Interviewed at A2H Emergency Food Providers)

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	37.8%	34.3%	35.3%	37.2%
Completed high school or equivalent degree	39.7%	39.1%	34.9%	39.4%
Completed noncollege business/trade/technical school	3.7%	4.2%	2.4%	3.7%
Some college/two-year degree	13.7%	18.2%	20.2%	14.6%
Completed college or higher	5.1%	4.3%	7.1%	5.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

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

As Table 5.5.1 shows, 37.2% of the clients at emergency food programs have not completed high school. The comparable percentage for the entire U.S. population is 31.9%.¹²

More details follow:

- 39.4% of all clients are high school graduates or an equivalent degree.
- 14.6% of all clients have some college education or completed a two-year degree.
- 5.1% of all clients have completed college or beyond.

¹²Statistical Abstract of the United States, 2000. Table 40.

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
(Adults Interviewed at A2H Emergency Food Providers)

Clients' Racial and Ethnic Background ^a	Adult Clients Who Pick Up Food at a Pantry	Adult Clients at a Kitchen	Adult Clients at a Shelter	All Adult Clients
White	45.4%	42.5%	43.4%	44.9%
African American	33.8%	41.0%	47.7%	35.4%
American Indian or Alaskan Native	4.6%	6.2%	4.3%	4.8%
Native Hawaiian or other Pacific Islander	1.7%	1.1%	2.0%	1.7%
Asian	1.2%	0.5%	0.9%	1.1%
Spanish, Latino, Hispanic				
Mexican, Mexican American, Chicano	8.7%	6.2%	4.7%	8.2%
Puerto Rican	3.3%	7.4%	1.3%	3.7%
Cuban	0.2%	0.7%	0.1%	0.3%
Other Spanish, Hispanic, or Latino	4.1%	2.9%	2.2%	3.8%
SUBTOTAL	17.0%	18.1%	8.7%	16.7%
Other ^b	4.1%	1.4%	1.9%	3.6%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

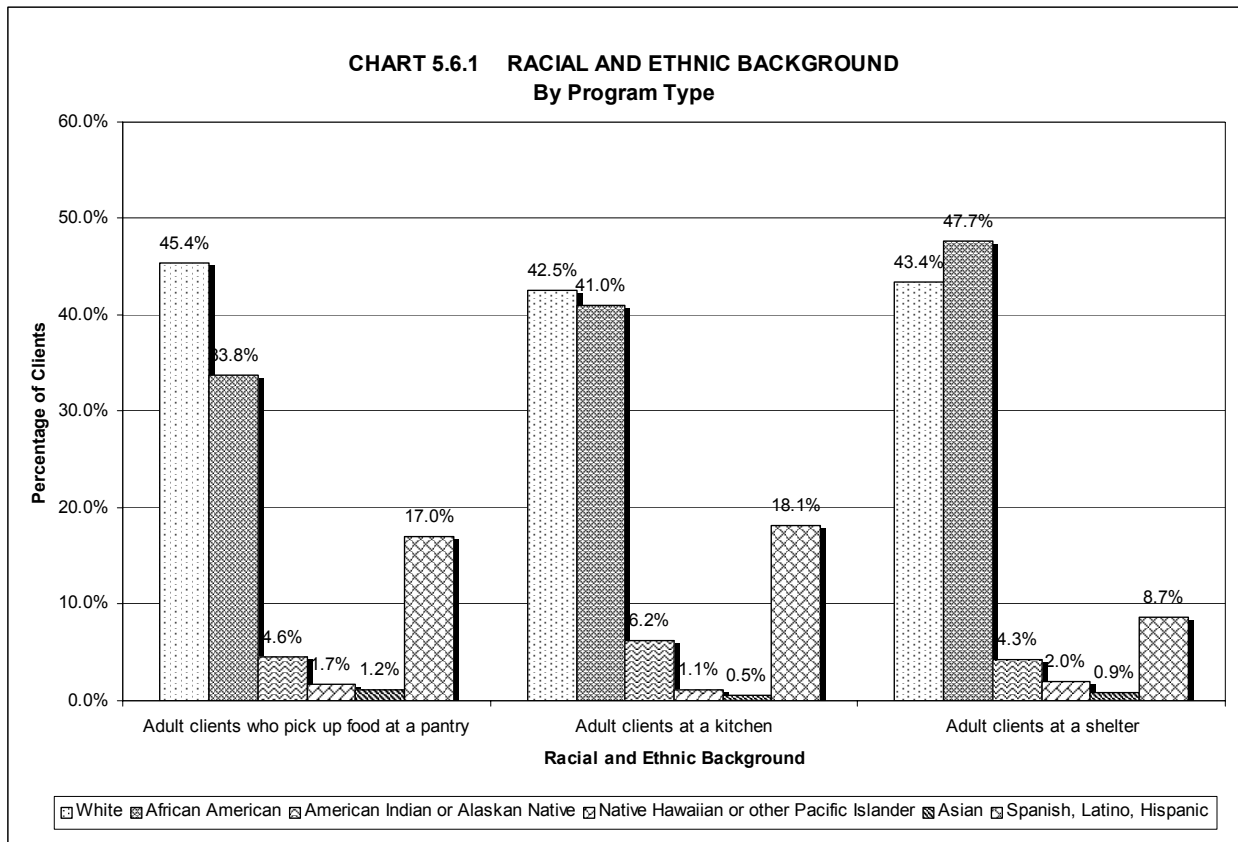
Missing, don't know, and refusal responses combined are 1.2% for pantry clients, 2.1% for kitchen clients, 0.6% for shelter clients, and 1.3% for all clients.

^aMultiple responses were accepted.

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

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

- Among the clients who come to all program sites, 44.9% are white; 35.4% African American; and 4.8% American Indian or Alaskan Native.
- 1.7% are native Hawaiian or other Pacific Islander and 1.1% are Asian.
- Total 16.7% 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.

Tables 5.7.1 and 5.7.2 present the findings regarding all adults in the households.¹³

TABLE 5.7.1
EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD

	Pantry	Kitchen	Shelter	All
<i>Percentage of employed adults</i>				
Among adult clients coming to program sites	24.7%	27.7%	22.0%	25.0%
Among all adults in client households ^a	31.0%	29.8%	27.3%	30.7%
<i>Percentage of client households with one or more adults employed</i>				
	40.1%	33.9%	31.5%	38.9%
<i>Employment status of adults in the client households</i>				
Zero working	59.9%	66.1%	68.5%	61.1%
One working	31.2%	28.8%	29.4%	30.8%
Two working	7.4%	4.7%	1.9%	6.7%
Three working	1.3%	0.1%	0.2%	1.1%
Four or more working	0.3%	0.2%	0.0%	0.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: For adult clients coming to program sites, missing, don't know, and refusal responses combined are 0.2% for pantry clients, 0.2% for kitchen clients, 0.1% for shelter clients, and 0.2% for all clients.

The percentages in this table, unlike those in most other tables, were calculated without leaving out item nonresponses. Because this 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 A2H network.

^aThe sample sizes for this variable are 40,875 for the pantry, 7,382 for the kitchen, 3,261 for the shelter, and 51,518 for all combined. For all adults in the household, missing, don't know, and refusal responses combined are 0.2% for pantry clients, 0.2% for kitchen clients, 0.1% for shelter clients, and 0.2% for all clients.

¹³Data are available for at most six members of the household. See the Technical Appendix volume under separate cover for details.

Among the adults who come to program sites, 25.0% are currently employed. When we consider all adults in client households, 30.7% are employed.

- 40.1% of the pantry client households have one or more adults currently employed.
- 33.9% of the kitchen client households have one or more adults currently employed.
- 31.5% of the shelter client households have one or more adults currently employed.

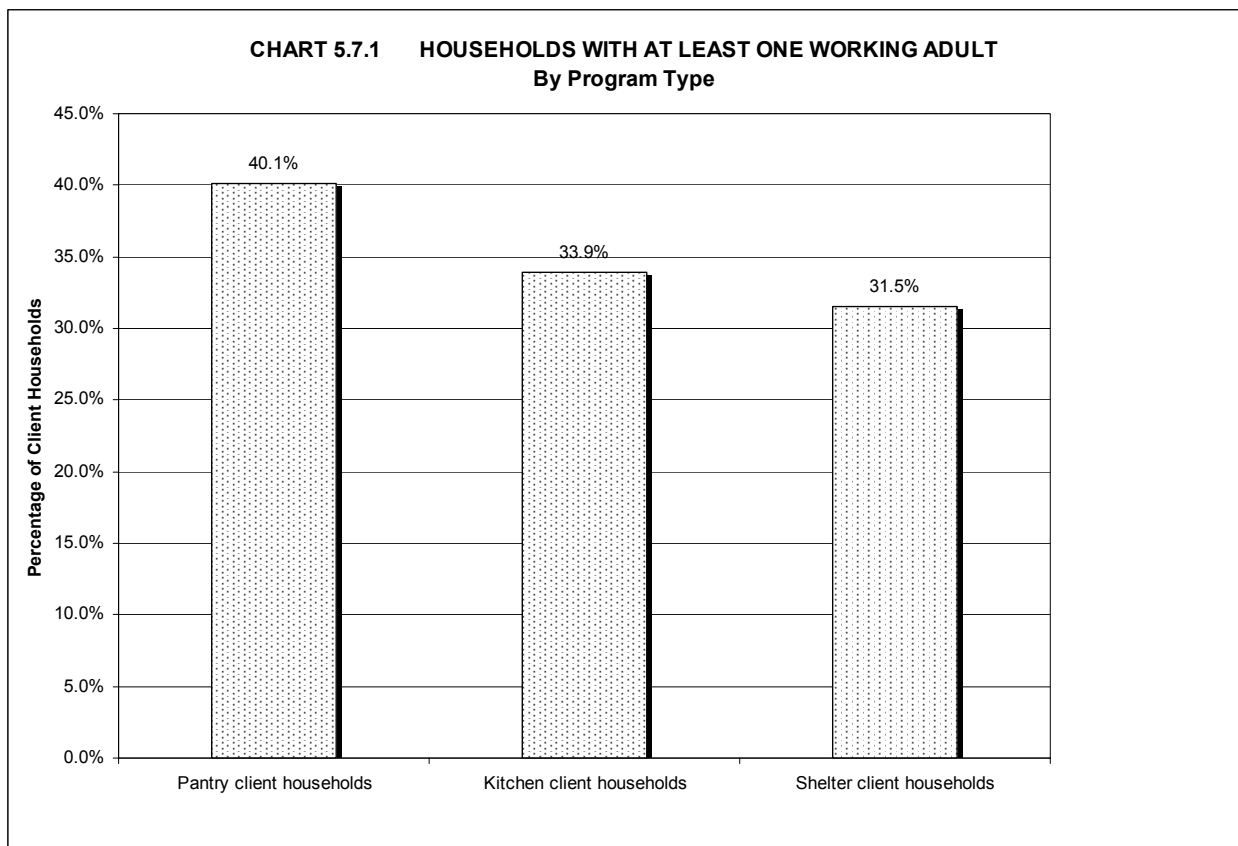


TABLE 5.7.2

DETAILED EMPLOYMENT STATUS OF ADULTS IN HOUSEHOLD

	Pantry	Kitchen	Shelter	All
<i>Current employment status of all adults in client households</i>				
Full-Time	17.4%	14.9%	15.6%	17.0%
Part-Time	13.6%	14.9%	11.7%	13.6%
Unemployed	69.0%	70.2%	72.7%	69.3%
TOTAL				
SAMPLE SIZE (N)	40,875	7,382	3,261	51,518
<i>Employment status of adult clients at program sites</i>				
Currently Working				
Full-Time	12.0%	12.6%	12.9%	12.1%
Part-Time	12.6%	15.0%	9.1%	12.7%
Unknown	0.1%	0.1%	0.0%	0.1%
SUBTOTAL	24.7%	27.7%	22.0%	24.9%
Have Not Worked for				
Less than 3 months	6.3%	12.1%	21.8%	7.8%
3-5 months	4.0%	4.6%	5.8%	4.2%
6-8 months	3.3%	3.7%	11.2%	3.7%
9-11 months	1.8%	1.9%	1.8%	1.8%
1-2 years	9.7%	9.6%	12.8%	9.9%
More than 2 years	43.4%	35.8%	17.7%	41.1%
Unknown	1.9%	2.0%	3.5%	2.0%
SUBTOTAL	70.4%	69.7%	74.7%	70.5%
Never Worked	4.7%	2.4%	3.3%	4.3%
Unknown	0.2%	0.2%	0.1%	0.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759
Clients with managerial or professional jobs among those who have worked before or are currently working				
	19.9%	19.5%	18.1%	19.7%
SAMPLE SIZE (N) – Clients at program sites who have worked before or are currently working	23,200	5,221	2,816	31,237
Clients participating in government-sponsored job training or work experience programs among those who have never worked				
	4.1%	8.8%	3.1%	4.4%
SAMPLE SIZE (N) – Clients who have never worked	1,169	187	57	1,413

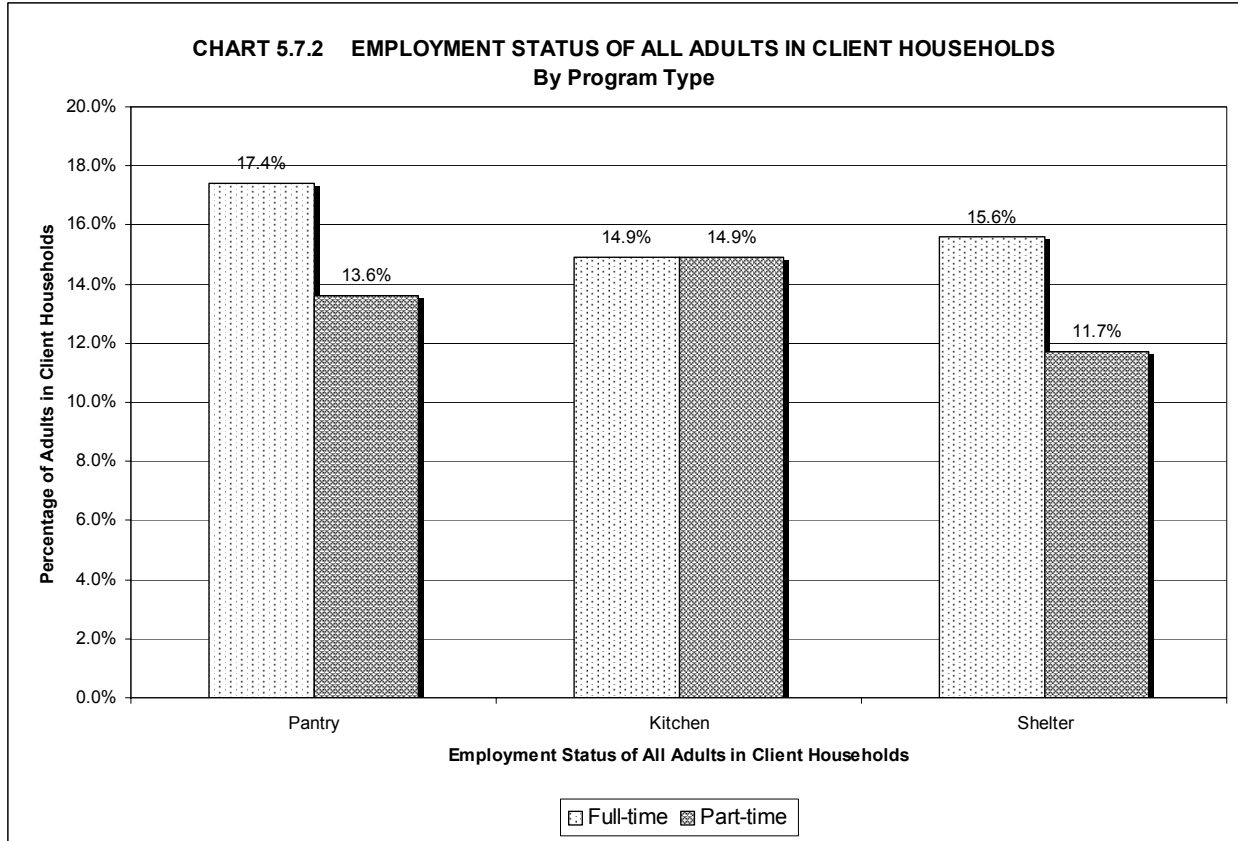
Table 5.7.2 (continued)

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

NOTE: The percentages in this table, unlike those in most other tables, were calculated without leaving out item nonresponses (labeled “unknown”). Because this 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 A2H network.

As shown in Table 5.7.2, when we consider the employment status of all adults in client households, 17.0% are employed full-time, 13.6% are employed part-time, and the remaining 69.3% are currently unemployed. Details of the employment status of adult clients who come to program sites follow:

- Overall, 12.1% of the adult clients at program sites are currently employed full-time; 12.7% employed part-time.
- 7.8% of the clients have recently lost their job, having been unemployed for three months or less.
- 9.9% of all clients have been unemployed for one to two years.
- 41.1% of all clients have not worked for more than two years.
- Among those who have worked before or are currently working, 19.7% either had or currently have managerial or professional jobs.
- 4.3% of the clients had never worked; of these, 4.4% are participating in government-sponsored job training or work experience programs.



As shown in Table 5.7.2N, the above percentages translate to estimates of very substantial numbers of employed people in the A2H client households.

TABLE 5.7.2N

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

	Pantry	Kitchen	Shelter	All
<i>Current employment status of all known adults in client households</i>				
Full-Time	2,209,800	223,500	120,120	2,553,420
Part-Time	1,727,200	223,500	90,090	2,040,790
Unemployed	8,763,000	1,053,000	559,790	10,375,790
ESTIMATED TOTAL NUMBER OF ALL ADULTS IN CLIENT HOUSEHOLDS	12,700,000	1,500,000	770,000	14,970,000
<i>Employment status of adult clients at program sites</i>				
Currently Working				
Full-Time	876,000	138,600	79,980	1,094,580
Part-Time	919,800	165,000	56,420	1,141,220
Unknown	7,300	1,100	0	8,400
Unemployed	5,496,900	795,300	483,600	6,775,800
ESTIMATED TOTAL NUMBER OF ADULT CLIENTS AT PROGRAM SITES	7,300,000	1,100,000	620,000	9,020,000

Overall, households with members served by A2H include more than 2.5 million adults with full-time jobs and another 2.0 adults with part time jobs.

- The working adults include 3.9 million in households served by pantries, 0.4 million in households served by kitchens, and 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 1.8 million for pantries 0.3 million for kitchens, and 0.1 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 A2H emergency food provider. In this section, we examine patterns of income receipt, both for monthly and annual income.

5.8.1 Federal Poverty Level

The Poverty Levels are established periodically by the federal government to provide an indication of the levels of income below which many observers would consider households of various sizes to be 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 presents 100% of these federal poverty levels.

TABLE 5.8.1

100 PERCENT OF FEDERAL POVERTY LEVEL – MONTHLY INCOME
(Effective October 2000 through September 30, 2001)

Household Size	48 States ^a	Alaska	Hawaii
1	\$696	\$870	\$800
2	\$938	\$1,172	\$1,078
3	\$1,180	\$1,475	\$1,356
4	\$1,421	\$1,777	\$1,635
5	\$1,663	\$2,080	\$1,913
6	\$1,905	\$2,382	\$2,191
7	\$2,146	\$2,685	\$2,470
8	\$2,388	\$2,987	\$2,748
Each Additional Member	+\$242	+\$303	+\$279

SOURCE: <http://www.fns.usda.gov/fsp/MENU/APPS/ELIGIBILITY/income/INCOMECHART.HTM>.

^aIncludes District of Columbia, Guam, and the Virgin Islands.

5.8.2 Household Income for the Previous Month

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

TABLE 5.8.2.1

HOUSEHOLD INCOME FOR THE PREVIOUS MONTH

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Total Monthly Income				
No income	5.1%	12.1%	28.7%	7.3%
\$1-\$500	14.3%	22.5%	25.4%	15.9%
\$500-\$999	40.8%	33.0%	21.9%	38.8%
\$1,000-\$1,499	16.2%	12.8%	7.0%	15.3%
\$1,500-\$1,999	6.8%	4.1%	2.1%	6.2%
\$2,000-\$2,499	2.8%	2.6%	1.5%	2.8%
\$2,500-\$2,999	1.1%	1.0%	1.6%	1.1%
\$3,000 or more	1.3%	2.3%	1.5%	1.5%
Unknown	11.5%	9.5%	10.4%	11.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average monthly income among valid responses (in dollars)^a				
	868	742	508	833
Median monthly income among valid responses (in dollars)				
	750	587	280	710
Income as Percentage of the Federal Poverty Level^b				
0% (No income)	5.2%	12.1%	28.7%	7.3%
1-50%	20.3%	21.9%	23.9%	20.7%
51-75%	19.1%	17.7%	13.0%	18.6%
76-100%	18.3%	13.6%	7.9%	17.1%
101-130%	12.4%	9.4%	5.5%	11.7%
131-150%	4.0%	3.4%	2.7%	3.8%
151-185%	3.7%	4.4%	3.0%	3.8%
186% or higher	3.7%	7.2%	4.8%	4.2%
Unknown	13.4%	10.4%	10.5%	12.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average monthly income as percentage of the poverty level among valid responses				
	81%	83%	60%	80%

TABLE 5.8.2.1 (continued)

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Median monthly income as percentage of the poverty level among valid responses	74%	67%	31%	71%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: The percentages presented in this table, unlike those in most other tables, were calculated without leaving out item nonresponses (labeled “unknown”). To ensure that key percentages, such as that for no income, appear consistent within this table and across related tables, a constant denominator, which includes item nonresponses, was used. 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 A2H network.

For total monthly income, missing, don’t know, and refusal responses combined are 11.5% for pantry clients, 9.5% for kitchen clients, 10.4% for shelter clients, and 11.2% 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 13.4% for pantry clients, 10.4% for kitchen clients, 10.5% for shelter clients, and 12.9% for all clients.

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

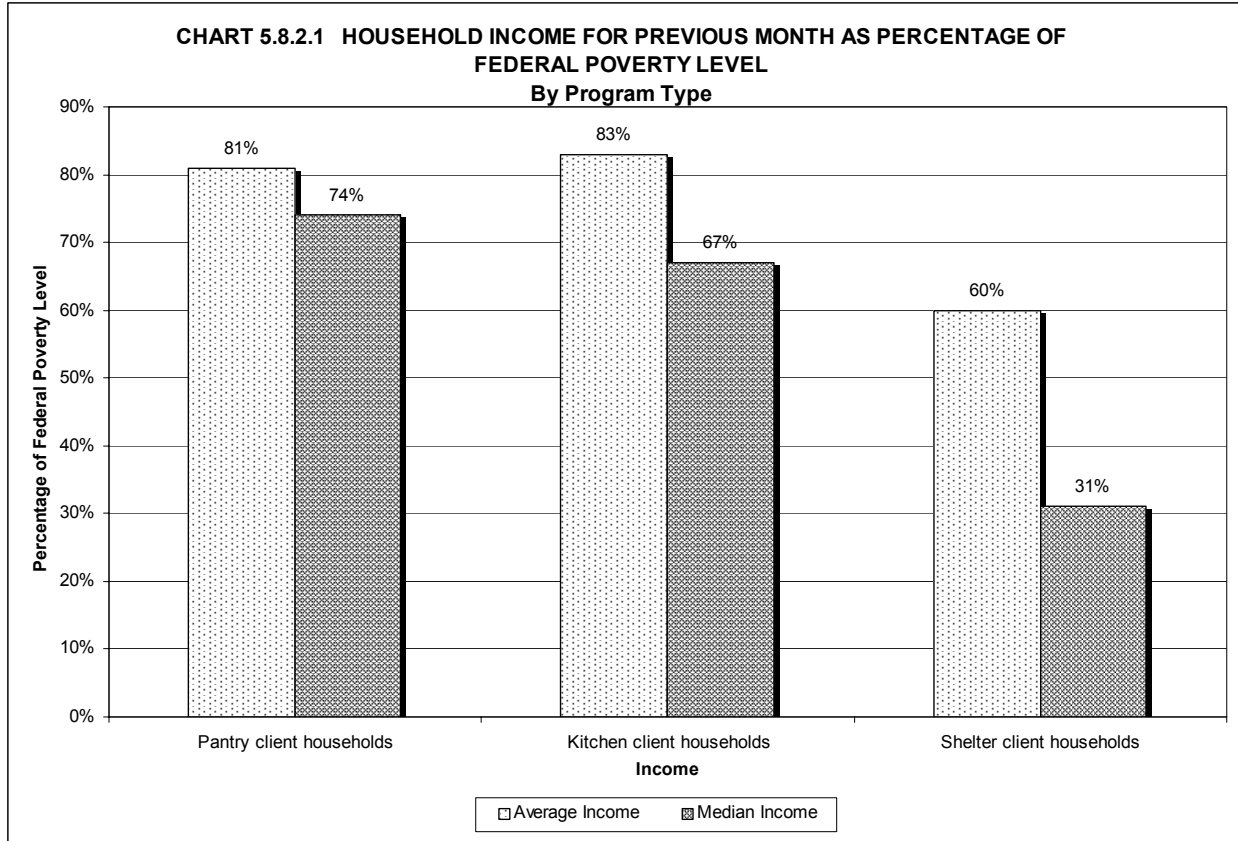
^bThe percentages in this panel may not be equal to those in the corresponding rows of the upper panel of this table because the two panels of data may have different item nonresponse rates. The calculation in the lower panel required information about household size as well as household income.

According to Table 5.8.2.1, 7.3% of all client households had no income at all for the month prior to the interview. More details on income follow:

- 5.1% of the pantry client households had no monthly income.
- 12.1% of the kitchen client households had no monthly income.
- 28.7% 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 \$833 (median: \$710). By contrast the mean for the U.S. population as a whole in 2000 was \$4,754 (median: \$3,512).¹⁴
- Average monthly household income among the pantry clients was \$868 (median: \$750).
- Average monthly household income among the kitchen clients was \$742 (median: \$587).
- Average monthly household income among the shelter clients was \$508 (median: \$280).
- 75.4% of client households had an income of 130% or below the federal poverty level during the previous month.
- Average monthly household income among all client households as a percentage of the federal poverty level was 79.9% (median: 71.0%).
- Average monthly household income among pantry client households was 80.8% (median: 74.0%) of the federal poverty level.
- Average monthly household income among kitchen client households was 82.5% (median: 67.0%) of the federal poverty level.
- Average monthly household income among shelter client households was 59.8% (median: 31.0%) of the federal poverty level.

A.1. ¹⁴U.S. Census Bureau. *Current Population Reports*. September 2001, pp. 60-213, Table 70



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. Then, they were asked to name all sources of their household income. Tables 5.8.3.1 and 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	30.8%	32.3%	32.7%	31.1%
Government Welfare Assistance				
Temporary Assistance for Needy Families (TANF)	2.5%	2.2%	1.7%	2.4%
General Assistance (GA)	3.3%	3.3%	5.7%	3.4%
SUBTOTAL	5.7%	5.5%	7.4%	5.8%
Other Government Sources				
Social Security	23.8%	15.0%	9.1%	21.9%
Unemployment compensation	1.7%	1.1%	2.3%	1.7%
Disability (SSDI)/Workers' Compensation	7.0%	7.1%	5.1%	6.9%
Supplemental Security Income (SSI)	10.3%	10.8%	3.7%	10.1%
SUBTOTAL	42.8%	34.1%	20.1%	40.5%
Nongovernment, Nonjob Sources				
Pension	2.9%	2.4%	0.6%	2.7%
Child support	1.2%	0.0%	0.6%	1.0%
Churches	0.2%	0.4%	0.0%	0.2%
Alimony	0.2%	0.0%	0.1%	0.1%
Relatives	1.6%	0.9%	1.4%	1.5%
SUBTOTAL	6.1%	3.8%	2.6%	5.6%
Other ^a	2.7%	5.7%	3.0%	3.1%
No Income	5.1%	12.1%	28.7%	7.3%
Unknown	6.6%	6.7%	5.4%	6.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: The percentages presented in this table, unlike those in most other tables, were calculated without leaving out item nonresponses (labeled "unknown"). To ensure that key percentages, such as that for no income, appear consistent within this table and across related tables, a constant denominator, which includes item

TABLE 5.8.3.1 (continued)

nonresponses, was used. 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 A2H network.

Missing, don't know, and refusal responses combined are 6.6% for pantry clients, 6.7% for kitchen clients, 5.4% for shelter clients, and 6.6% for all clients.

^aThis includes some form of limited savings.

Overall, 31.1% 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 5.8% of all clients, welfare assistance from the government such as TANF and GA was the main source of their household income.
- For 40.5% of all clients, other government assistance such as social security or unemployment compensation was the main source of their household income.
- 5.6% of all clients had their main source of income from nongovernment, nonjob sources, including pension, child support, etc.

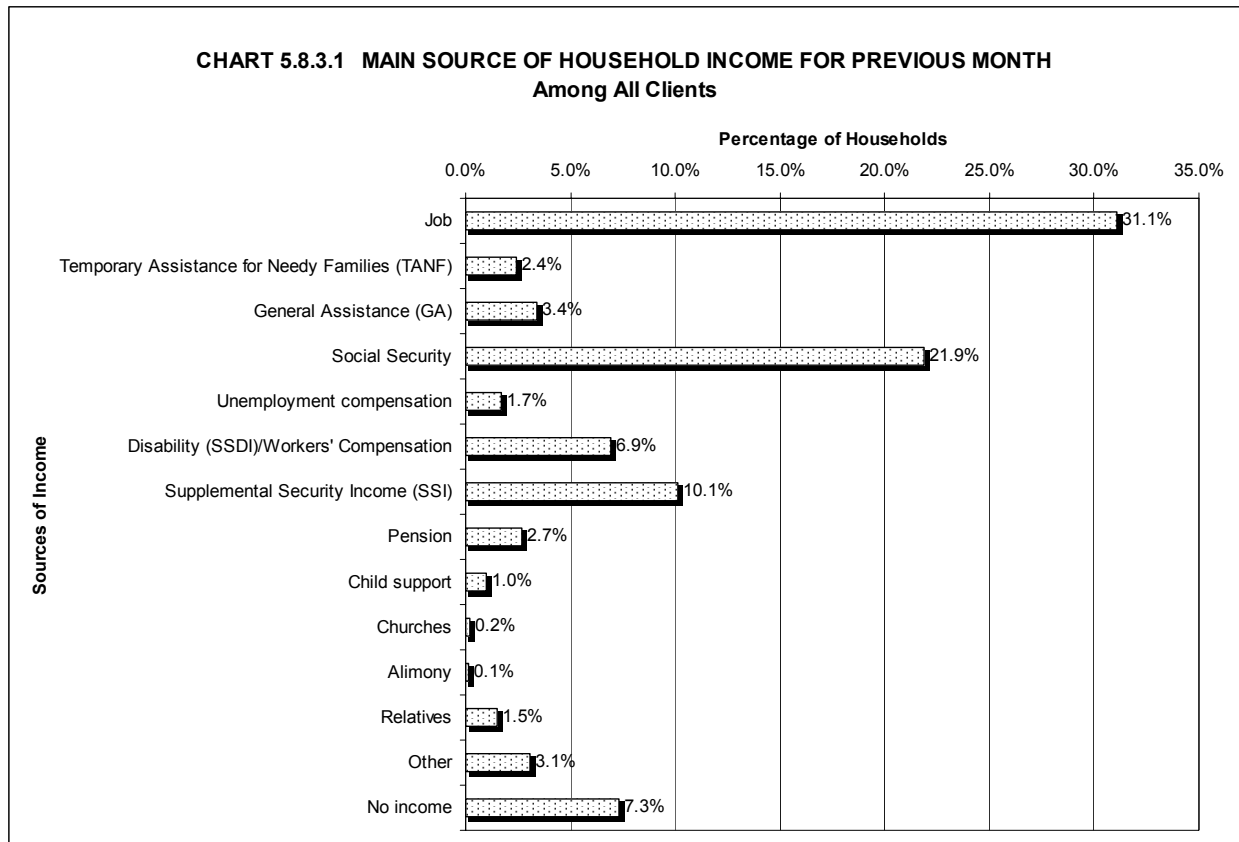


TABLE 5.8.3.2

ALL SOURCES OF HOUSEHOLD INCOME FOR 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
Job	40.1%	33.9%	31.5%	38.9%
Government Welfare Assistance				
Temporary Assistance for Needy Families (TANF)	6.4%	3.7%	2.6%	5.8%
General Assistance (GA)	7.4%	8.4%	10.1%	7.7%
Other Government Sources				
Social Security	34.0%	24.7%	12.5%	31.7%
Unemployment compensation	3.8%	2.6%	3.0%	3.6%
Disability (SSDI)/Workers' Compensation	12.6%	11.2%	8.2%	12.2%
Supplemental Security Income (SSI)	21.1%	19.9%	8.8%	20.3%
Government assistance with child care costs	2.2%	1.0%	0.3%	1.9%
Nongovernment, Nonjob Sources				
Pension	9.4%	7.5%	3.1%	8.8%
Child support	6.2%	2.6%	2.1%	5.5%
Alimony	0.8%	0.1%	0.1%	0.7%
Relatives	7.4%	6.3%	9.4%	7.4%
No income	5.1%	12.1%	28.7%	7.3%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

SOURCE: This table was constructed based on all responses to Questions 6, 25, and 29 of the client survey.

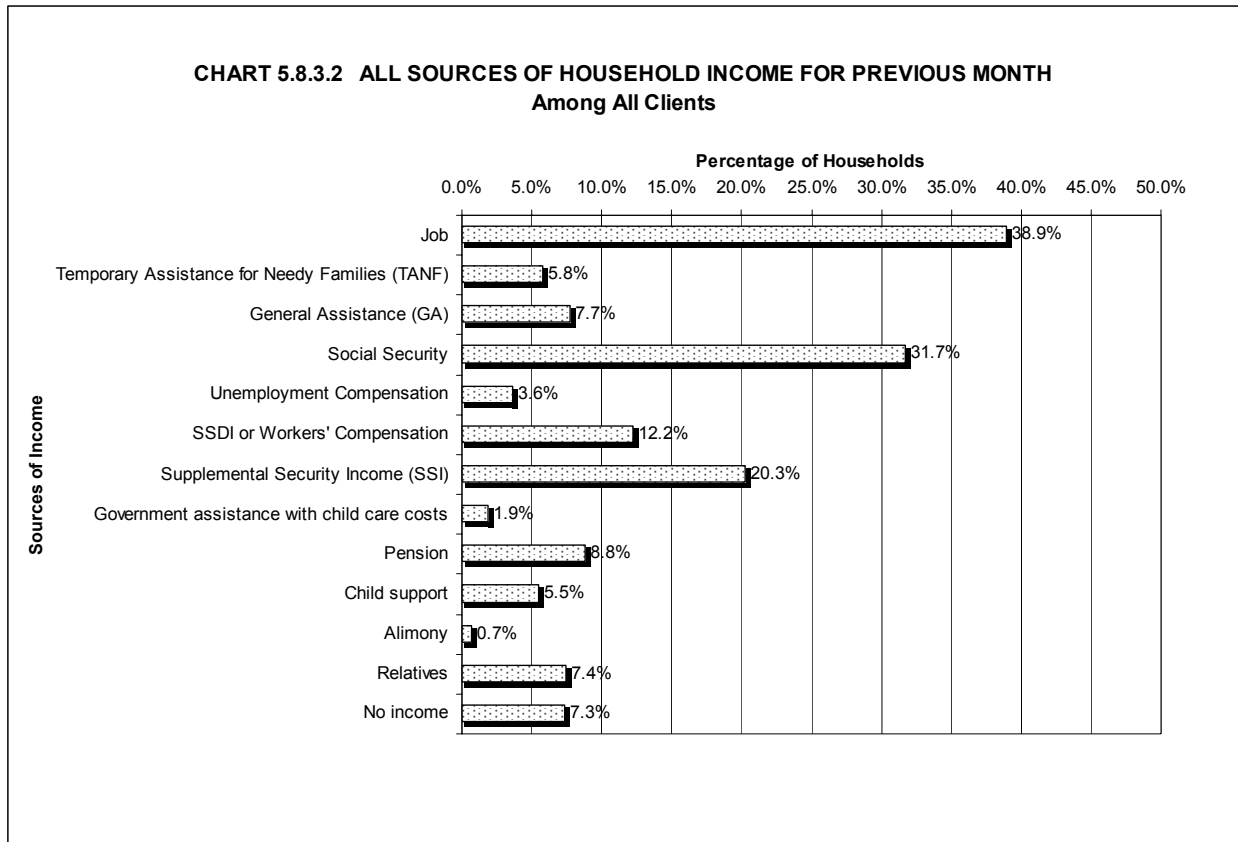
NOTE: The percentages presented in this table, unlike those in most other tables, were calculated without leaving out item nonresponses (labeled "unknown"). To ensure that key percentages, such as that for no income, appear consistent within this table and across related tables, a constant denominator, which includes item nonresponses, was used. All responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients and or households of the A2H network.

Missing, don't know, and refusal responses combined are 1.1% for pantry clients, 1.0% for kitchen clients, 0.2% for shelter clients, and 1.1% for all clients.

^aMultiple responses were accepted.

When clients were asked about *all* sources of their household income for the previous month, 38.9% included a job as a source.

- For 5.8% of all clients, TANF was a source of household income during the previous month.
- For 7.7%, GA was a source of household income.
- 31.7% of all clients said they received social security benefits
- 12.2% chose SSDI or workers’ compensation as a source of household income.
- 20.3% mentioned SSI as a source.
- In addition, 8.8%, 5.5%, and 7.4% of the clients indicate pension, child support, and their relatives, respectively, as a source of income.



5.8.4 Annual Household Income in 2000

Clients also provided estimates of their total household income in the year 2000. 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 2000

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Total Annual Income				
No income	3.1%	7.2%	18.9%	4.5%
\$1-\$5,000	12.8%	22.1%	23.7%	14.6%
\$5,000-\$9,999	35.1%	30.7%	24.2%	34.0%
\$10,000-\$14,999	16.8%	11.8%	9.0%	15.8%
\$15,000-\$19,999	9.3%	7.4%	4.8%	8.8%
\$20,000-\$24,999	5.3%	4.1%	2.0%	5.0%
\$25,000-\$29,999	2.3%	1.3%	1.5%	2.1%
\$30,000-\$34,999	1.7%	2.0%	1.3%	1.7%
\$35,000-\$39,999	1.0%	1.1%	1.4%	1.0%
\$40,000-\$44,999	0.3%	0.7%	1.2%	0.4%
\$45,000-\$49,999	0.2%	1.1%	0.3%	0.3%
\$50,000 and over	0.6%	1.0%	1.4%	0.7%
Unknown	11.5%	9.5%	10.4%	11.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average annual income among valid responses (in dollars)^a				
	10,960	9,968	7,941	10,671
Median annual income among valid responses (in dollars)				
	9,000	7,200	5,100	9,000
Income as Percentage of the Federal Poverty Level^b				
0% (No income) ^c	3.1%	7.2%	18.9%	4.5%
1-50%	21.1%	25.4%	24.2%	21.8%
51-75%	18.5%	17.2%	16.3%	18.2%
76-100%	17.9%	14.2%	8.2%	16.9%
101-130%	12.6%	7.1%	6.7%	11.6%
131-150%	4.3%	4.7%	2.0%	4.2%
151-185%	4.4%	4.6%	3.9%	4.4%
186% or higher	4.7%	9.4%	9.3%	5.6%
Unknown	13.4%	10.4%	10.5%	12.9%
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	85%	93%	80%	85%
Median annual income as percentage of the poverty level among valid responses	77%	69%	52%	74%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

SOURCE: This table was constructed based on all responses to Questions 29 and 30 of the client survey.

NOTE: The percentages presented in this table, unlike those in most other tables, were calculated without leaving out item nonresponses (labeled “unknown”). To ensure that key percentages, such as that for no income, appear consistent within this table, a constant denominator, which includes item nonresponses, was used. All responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients and or households of the A2H network.

For total annual income, missing, don’t know, and refusal responses combined are 11.5% for pantry clients, 9.5% for kitchen clients, 10.4% for shelter clients, and 11.2% 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 13.4% for pantry clients, 10.4% for kitchen clients, 10.5% for shelter clients, and 12.9% for all clients.

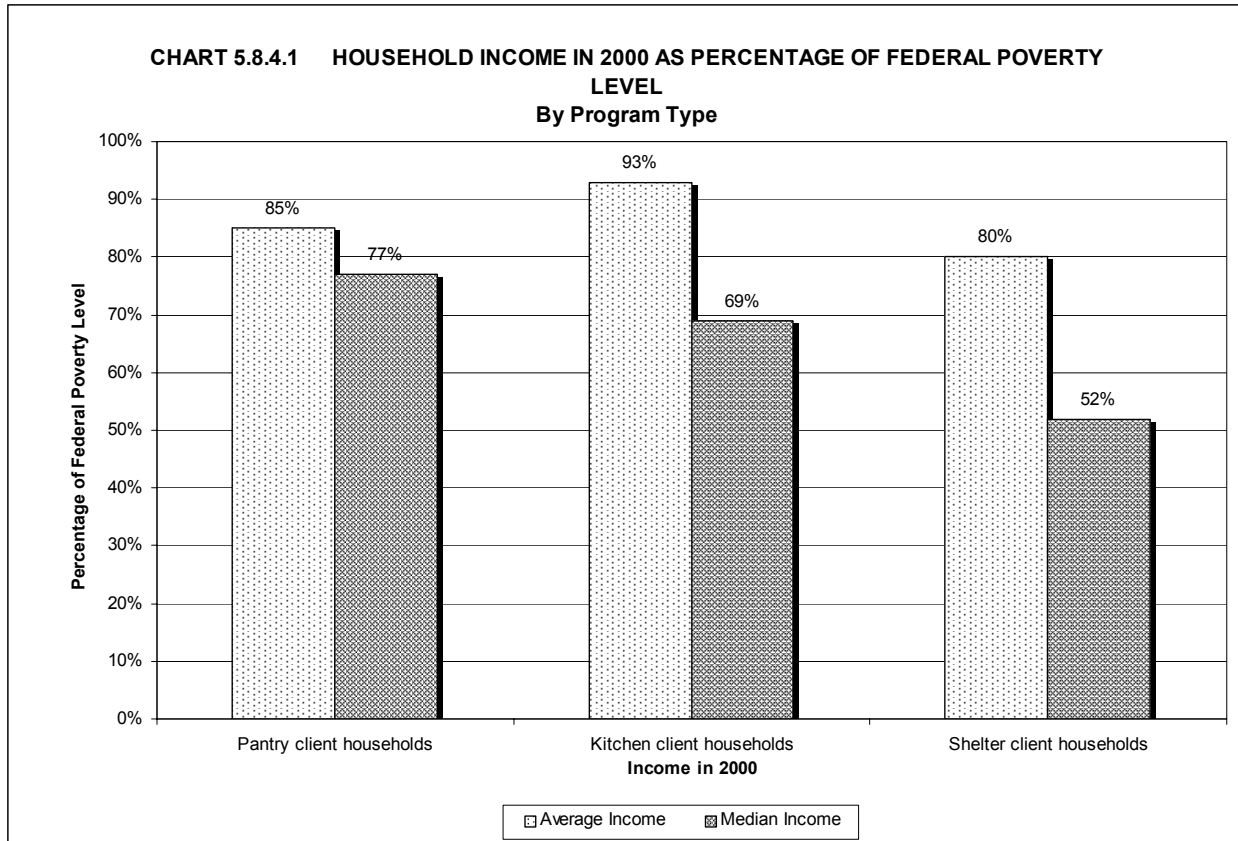
^aFor the calculation of the average and the median, responses given as a range were recoded to be the midpoint of the range.

^bSee Table 5.8.1 for the federal poverty levels.

^cThe percentages in this panel may not be equal to those in the corresponding rows 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 the year 2000, 53.0% of all clients had a household income less than \$10,000. More information about annual income of client households follows:

- Average household income among all clients in year 2000 was \$10,671.
- 73.0% of the clients’ households had an income of 130% or below the federal poverty level.
- Average household income as percentage of the federal poverty level was 85% (median: 74%).



In light of interest in overlaps between the A2H clientele and the public assistance system, it is also useful to translate the previous data on the use of TANF and General Assistance into estimates of the absolute numbers of people who receive A2H 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)	467,200	40,700	16,120	524,020
General Assistance (GA)	540,200	92,400	62,620	695,220
ESTIMATED TOTAL NUMBER CLIENT HOUSEHOLDS	7,300,000	1,100,000	620,000	9,020,000

^aMultiple responses were accepted.

More than 1.2 million A2H client households receive TANF or General Assistance. This includes:

- Approximately 0.5 million pantry client households receiving TANF and slightly more than 0.5 million receiving General Assistance.
- The relevant numbers for kitchen and shelter clients are lower, with approximately 40,000 and 90,000 kitchen client households receiving TANF and General Assistance, respectively; the comparable numbers for shelter clients are 16,000 and 63,000.

5.9 HOUSING

5.9.1 Housing Status

Table 5.9.1 shows the housing status of the clients. It shows whether they have a place to live, what kind of housing they have, whether they own or rent a place, and their other housing-related experiences.

TABLE 5.9.1
HOUSING 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
<i>The kind of place you live now?</i>				
Clients with a Place to Live				
House	39.1%	24.5%	6.0%	35.5%
Mobile home/trailer	9.6%	2.9%	2.4%	8.4%
Apartment	42.9%	36.1%	11.9%	40.5%
Room	3.9%	8.3%	2.9%	4.5%
Live with family, friends	1.6%	1.9%	1.1%	1.6%
SUBTOTAL	97.2%	73.7%	24.3%	90.4%
Clients Without a Place to Live				
Homeless, living in shelter or mission	1.5%	18.2%	72.1%	7.3%
Homeless, living on the street	0.9%	6.7%	2.4%	1.7%
Car, van, or recreational vehicle	0.4%	1.3%	1.2%	0.5%
Abandoned building	0.0%	0.1%	0.0%	0.0%
SUBTOTAL	2.8%	26.3%	75.7%	9.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759
<i>Among clients who have a place to live</i>				
Own the place you live	24.5%	16.8%	9.3%	23.4%
Rent your place	68.7%	73.8%	61.1%	69.1%
Live free with someone else	5.0%	7.3%	22.6%	5.5%
Other ^a	1.8%	2.1%	7.1%	1.9%
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 5.9.1 (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
<i>Clients late paying the last month's rent or mortgage</i>	19.5%	17.6%	5.4%	19.1%
<i>Clients whose households receive Section 8 or Public Housing Assistance</i>	19.6%	19.0%	11.0%	19.5%
SAMPLE SIZE (N) – Clients with a place to live	23,648	3,942	567	28,157

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For the kind of place currently living, missing, don't know, and refusal responses combined are 0.9% for pantry clients, 0.5% for kitchen clients, 1.7% for shelter clients, and 0.9% for all clients.

For home ownership, missing, don't know, and refusal responses combined are 1.1% for pantry clients, 0.7% for kitchen clients, 1.1% for shelter clients, and 1.0% for all clients.

For paying rent or mortgage late last month, missing, don't know, and refusal responses combined are 5.2% for pantry clients, 6.5% for kitchen clients, 9.5% for shelter clients, and 5.4% for all clients.

For clients receiving Section 8, missing, don't know, and refusal responses combined are 2.5% for pantry clients, 1.7% for kitchen clients, 2.1% for shelter clients, and 2.4% for all clients.

^aThis includes shelters and halfway houses.

Among all adult clients, 9.6% were without a place to live. More details on housing status of the clients follow:

- 75.7% of shelter clients were homeless.
- 26.3% of kitchen clients were homeless.
- 2.8% of pantry clients were homeless.
- 24.5% of pantry clients own the place where they live.
- 19.1% of the clients with a place to live were late paying the previous month's rent or mortgage.
- 19.5% of the clients with a place to live said they received Section 8 or Public Housing Assistance at the time of the interview.

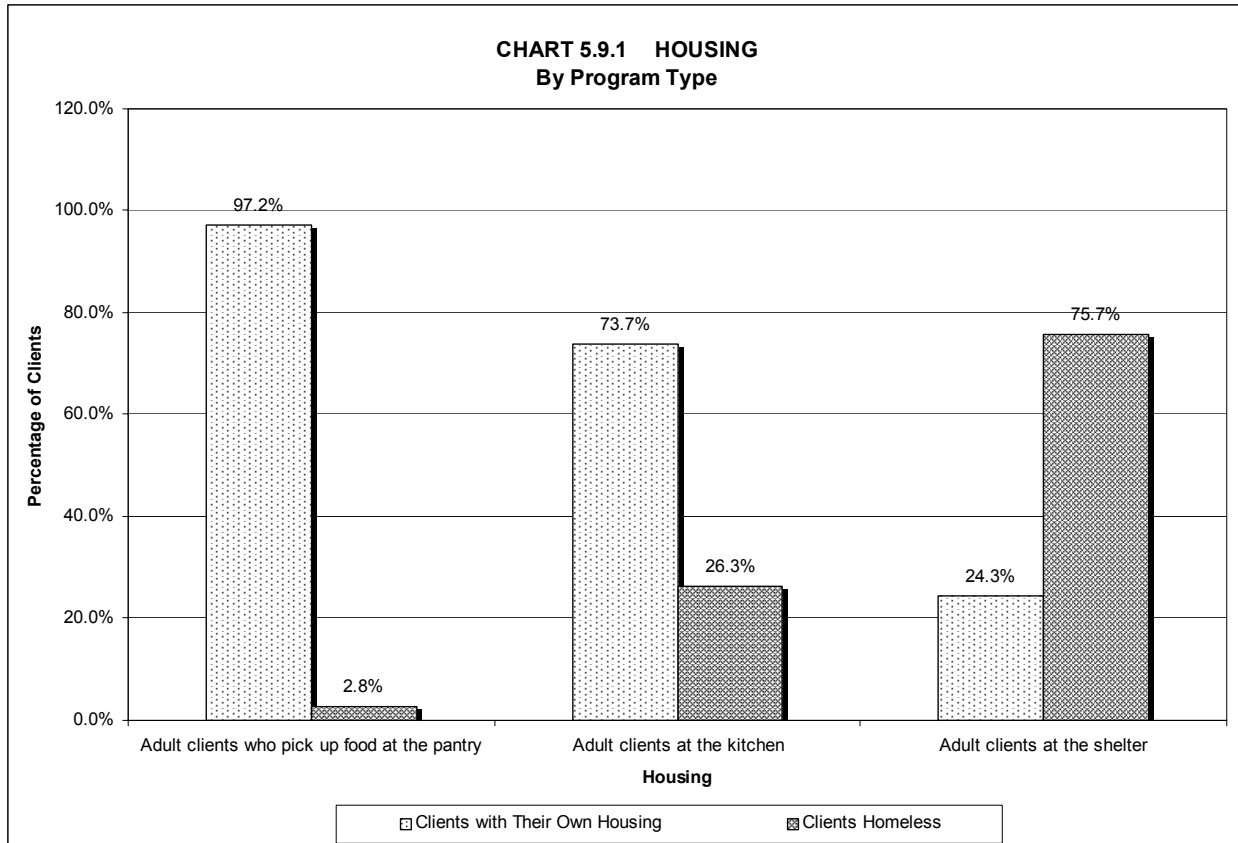


Table 5.9.1N translates selected findings about housing into total numbers of A2H clients.

TABLE 5.9.1N
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 their own housing	7,095,600	810,700	150,660	8,056,960
Clients without a place to live	204,600	289,300	469,340	963,040
ESTIMATED TOTAL NUMBER OF ADULT CLIENTS AT PROGRAM SITES	7,300,000	1,100,000	620,000	9,020,000

As shown, more than 0.9 million A2H clients do not have a permanent place to live.

- This includes approximately 0.2 million pantry clients and 0.3 million kitchen clients.
- As might be expected, homelessness is particularly concentrated among the shelter clients, nearly half a million of whom lack permanent housing.

5.9.2 Household Resources

Clients indicated if 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

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
<i>Clients with access to a place where they can prepare a meal</i>				
Yes	96.8%	75.6%	42.9%	91.2%
No	3.2%	24.4%	57.1%	8.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Clients with a working telephone</i>				
Yes	79.2%	60.4%	65.0%	76.0%
No	20.8%	39.6%	35.0%	24.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Clients with a working car</i>				
Yes	51.4%	27.6%	19.4%	46.6%
No	48.6%	72.4%	80.6%	53.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

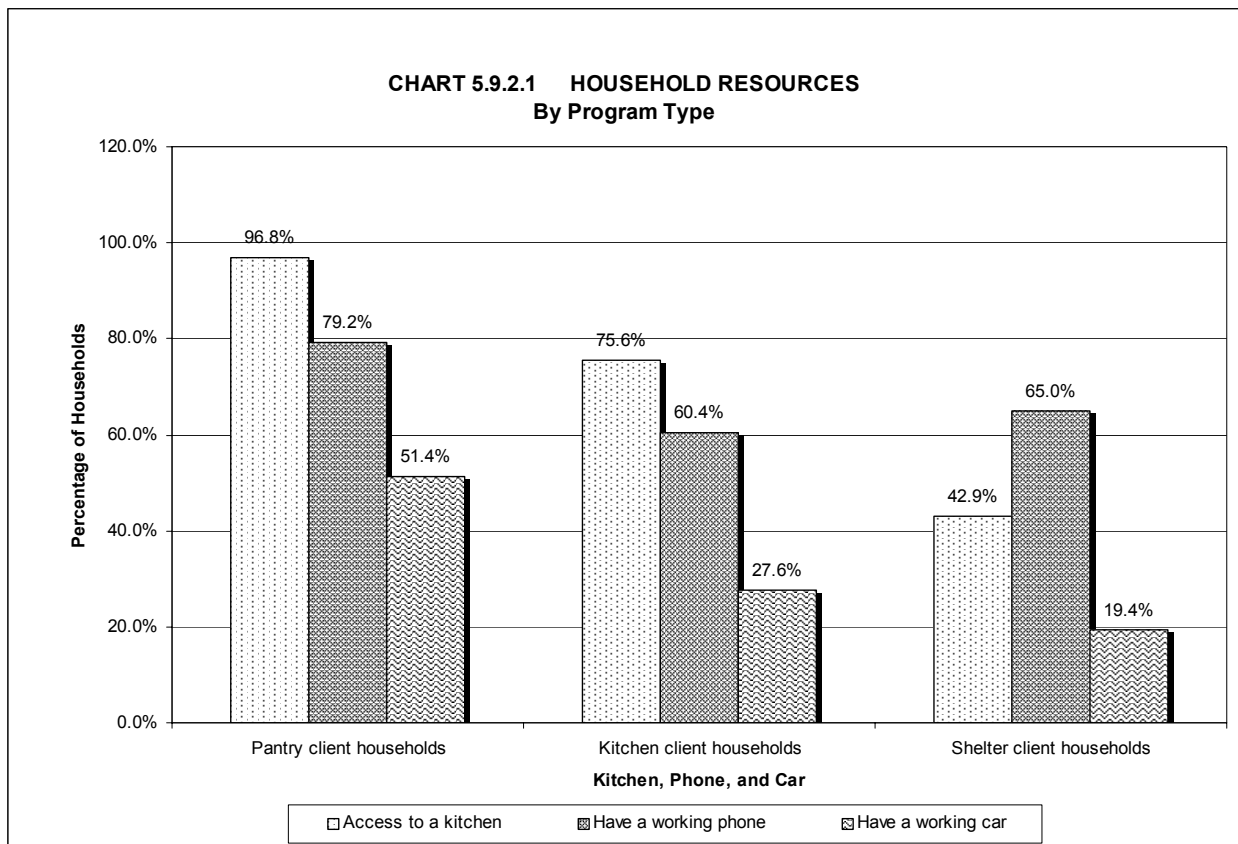
For access to a place, missing, don't know, and refusal responses combined are 0.6% for pantry clients, 0.5% for kitchen clients, 0.5% for shelter clients, and 0.6% for all clients.

For working telephone, missing, don't know, and refusal responses combined are 0.8% for pantry clients, 0.4% for kitchen clients, 0.7% for shelter clients, and 0.7% for all clients.

For clients with running cars, missing, don't know, and refusal responses combined are 0.9% for pantry clients, 0.4% for kitchen clients, 0.2% for shelter clients, and 0.8% for all clients.

Findings about selected household resources presented in Table 5.9.2.1 include:

- Overall, 91.2% of the clients have access to a place where they can prepare a meal.
- 96.8% of the pantry clients have access to a place where they can prepare a meal.
- 75.6% of the kitchen clients have access to a place where they can prepare a meal.
- 42.9% of the shelter clients have access to a place where they can prepare a meal.
- Overall, 76.0% of the clients have a working telephone.
- 79.2% of the pantry clients have a working telephone.
- 60.4% of the kitchen clients have a working telephone.
- 65.0% of the shelter clients have a working telephone.
- Overall, 46.6% of the clients have a working car.
- 51.4% of the pantry clients have a working car.
- 27.6% of the kitchen clients have a working car.
- 19.4% of the shelter clients have a working car.



5.10 LOCATIONS WHERE HOUSEHOLDS ARE SERVED

Based on the locations of the providers, we have tabulated information on the approximate locations of households in the client sample. In doing this, we used U.S. Census definitions to define three types of locations: metropolitan, center city; metropolitan, not center city; and nonmetropolitan. Results are presented in Table 5.10.1.

TABLE 5.10.1
LOCATIONS WHERE CLIENT HOUSEHOLDS ARE SERVED

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
All Client Households				
Metropolitan, center city	48.3%	73.9%	76.6%	53.1%
Metropolitan, not center city	35.2%	16.5%	21.5%	32.1%
Nonmetropolitan	16.5%	9.6%	2.0%	14.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759
Households with Children				
Metropolitan, center city	45.0%	70.1%	74.1%	47.1%
Metropolitan, not center city	38.6%	14.4%	23.7%	36.8%
Nonmetropolitan	16.4%	15.6%	2.2%	16.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Households with children younger than age 18	11,329	812	589	12,730
Household with Seniors				
Metropolitan, center city	49.0%	59.1%	69.0%	50.0%
Metropolitan, not center city	33.0%	23.4%	20.5%	32.1%
Nonmetropolitan	18.0%	17.5%	10.4%	17.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Households with seniors age 65 years or older	5,431	1,093	156	6,680

SOURCE: This table was constructed based on the zip codes of the programs where client interviews were performed.

NOTE: The percentages presented in this table are based only on nonmissing and usable data. All usable data were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food client households of the A2H network. The sample sizes (N) also include missing data.

TABLE 5.10.1 (continued)

For all households, missing, don't know, and refusal responses combined are 2.4% for pantry clients, 2.3% for kitchen clients, 2.0% for shelter clients, and 2.4% for all clients.

For households with children younger than age 18, missing, don't know, and refusal responses combined are 2.1% for pantry clients, 3.9% for kitchen clients, 1.2% for shelter clients, and 2.2% for all clients.

For households with seniors, missing, don't know, and refusal responses combined are 3.2% for pantry clients, 1.4% for kitchen clients, 2.2% for shelter clients, and 3.0% for all clients.

Among all client households, 53.1% are served at program sites located in center cities, 32.1% are served at suburban program sites, and the remaining 14.9% are served at rural program sites. Details follow:

- Among the client households with children younger than age 18, 47.1% come to programs located in center cities; 36.8% use suburban programs; and 16.1% use rural programs.
- Among the client households with seniors age 65 years or older, 50.0% are served in center cities, 32.1% in suburban areas, and 17.9% in rural.
- Among all pantry client households, 48.3% are served in center city areas, as compared 35.2% and 16.5% in suburban and nonmetropolitan areas respectively.
- The comparable percentages for kitchen households are 73.9%, 16.5%, and 9.6%.

6. CLIENTS: FOOD INSECURITY AND HUNGER

A scaling tool recently developed by the U.S. Department of Agriculture provides an important approach which is being increasingly used to assess food security and hunger among households, and the questions needed to operationalize this scale were included in the client survey. This chapter begins by assessing A2H clients' levels of food security, first for all households in the A2H system and then separately for households with children and for households with elderly members. Subsequent sections then provide data on household responses to the specific questions used in constructing the food security scores.

6.1 HOUSEHOLD FOOD INSECURITY

Clients responded to a six-item short module for classifying households by food security status level. Food security scale scores were assigned and households were classified according to the "Guide to Measuring Household Food Security, Revised 2000."¹⁵

TABLE 6.1.1

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	28.6%	31.3%	36.4%	29.4%
Food insecure				
Food insecure without hunger	35.0%	31.8%	21.4%	33.9%
Food insecure with hunger	36.4%	36.9%	42.2%	36.7%
SUBTOTAL	71.4%	68.7%	63.6%	70.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

¹⁵Bickel, 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.

TABLE 6.1.1 (continued)

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Food Security Among Households with Children Younger than Age 18				
Food secure	23.9%	27.3%	33.4%	24.3%
Food Insecure				
Food insecure without hunger	38.7%	37.7%	19.3%	38.3%
Food insecure with hunger	37.4%	35.0%	47.3%	37.4%
SUBTOTAL	76.1%	72.7%	66.6%	75.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Households with children younger than age 18				
	11,329	812	589	12,730
Food Security Among Households with Seniors Age 65 or Older				
Food secure	44.9%	57.2%	56.0%	46.1%
Food insecure				
Food insecure without hunger	35.0%	26.0%	37.1%	34.2%
Food insecure with hunger	20.1%	16.7%	6.9%	19.7%
SUBTOTAL	55.1%	42.8%	44.0%	53.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Households with seniors age 65 years or older				
	5,431	1,093	156	6,680

SOURCE: This table was constructed based on usable responses to Questions 42, 43, 44, 44a, 45, 46, and 47 of the client survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

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

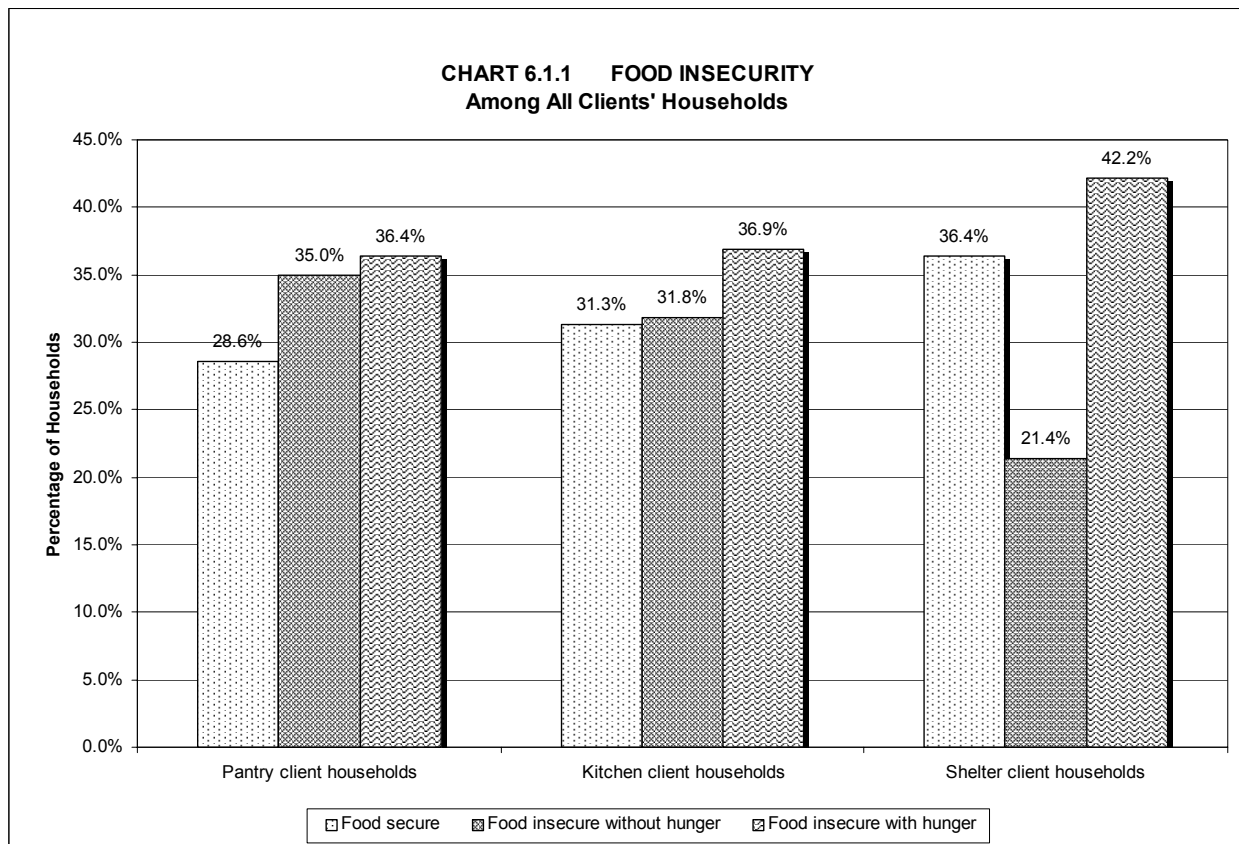
For all households, missing, don't know, and refusal responses combined are 2.1% for pantry clients, 1.8% for kitchen clients, 0.8% for shelter clients, and 2.0% for all clients.

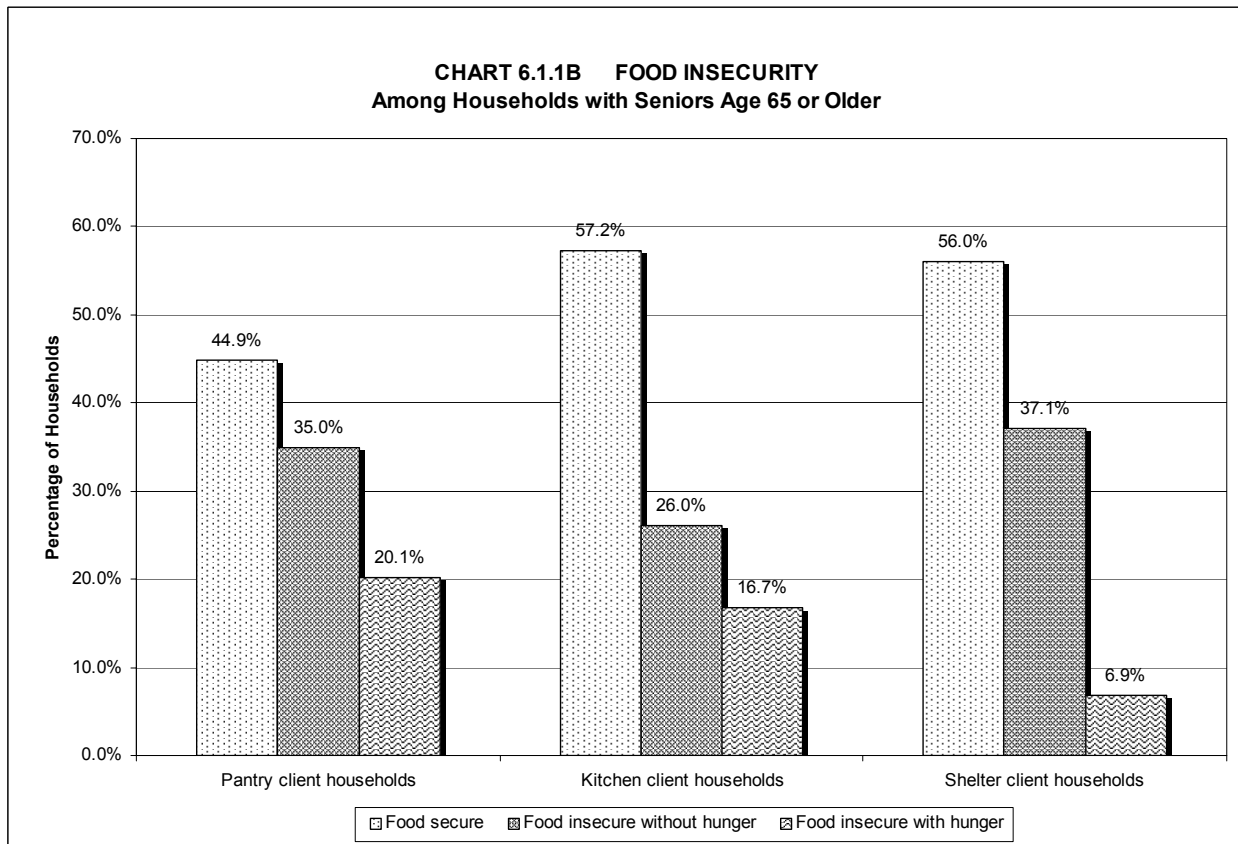
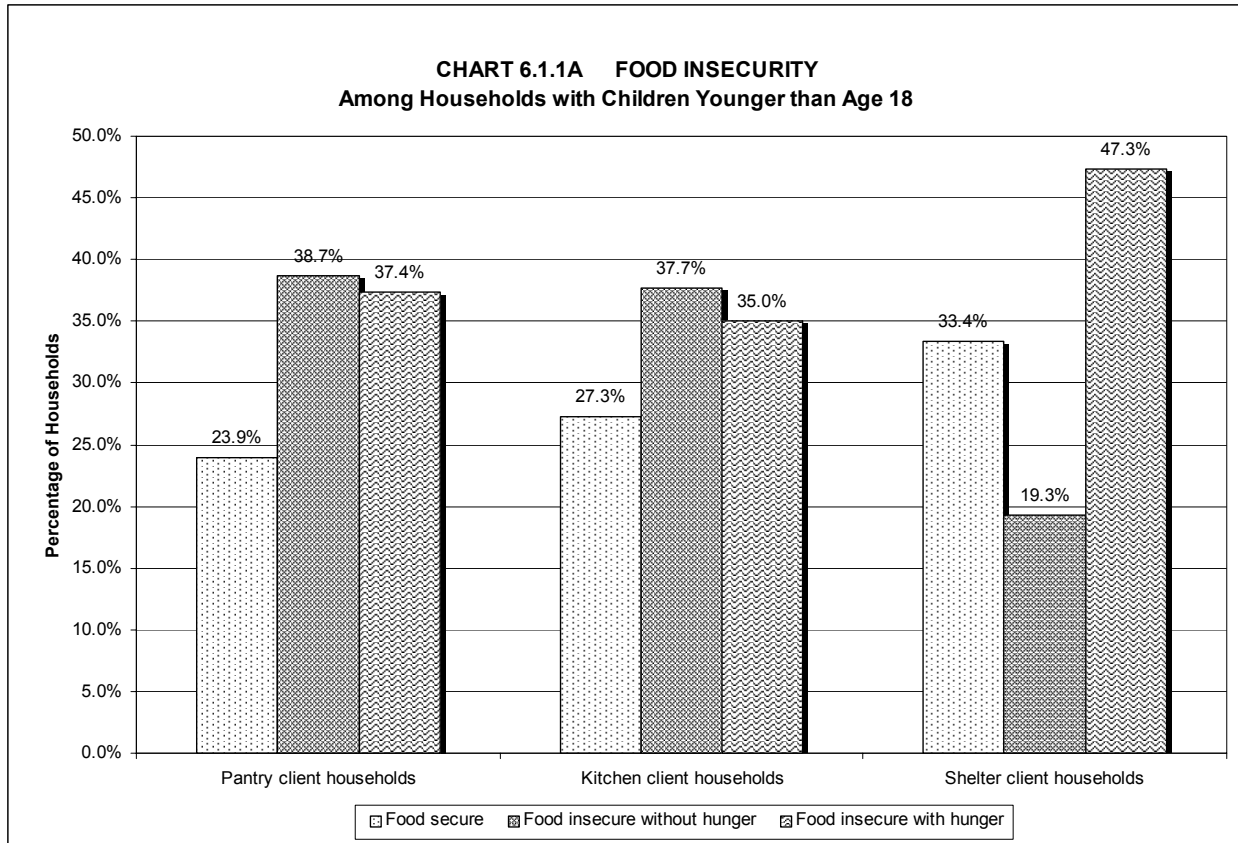
For households with children younger than age 18, missing, don't know, and refusal responses combined are 1.5% for pantry clients, 0.3% for kitchen clients, 0.1% for shelter clients, and 1.4% for all clients.

For households with seniors, missing, don't know, and refusal responses combined are 2.3% for pantry clients, 3.4% for kitchen clients, 0.2% for shelter clients, and 2.4% for all clients.

According to the six-item short module, 33.9% of all client households of the emergency food programs were food insecure without hunger. Another 36.7% were food insecure with hunger. Combined, a total of 70.6% were food insecure.

- Among the client households with children younger than age 18, 38.3% were food insecure without hunger and 37.4% were food insecure with hunger.
- Among the client households with seniors age 65 years or older, 34.2% were food insecure without hunger and 19.7% were food insecure with hunger.





As shown in Table 6.1.1N, the percentages reported above imply that more than 6.3 million A2H households are food insecure and that more than 3.3 million of them are classified as experiencing hunger.

TABLE 6.1.1N
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
Food Security Among All Households				
Food secure	2,087,800	344,300	225,680	2,657,780
Food insecure				
Food insecure without hunger	2,555,000	349,800	132,680	3,037,480
Food insecure with hunger	2,657,200	405,900	261,640	3,324,740
SUBTOTAL	5,212,200	755,700	394,320	6,362,220
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	7,300,000	1,100,000	620,000	9,020,000
Food Security Among Households with Children Younger than Age 18				
Food secure	757,200	58,559	26,299	842,057
Food Insecure				
Food insecure without hunger	1,226,093	80,867	15,197	1,322,157
Food insecure with hunger	1,184,907	75,075	37,244	1,297,226
SUBTOTAL	2,411,000	155,942	52,441	2,619,383
ESTIMATED NUMBER OF CLIENT HOUSEHOLDS WITH CHILDREN YOUNGER THAN AGE 18	3,168,200	214,500	78,740	3,461,440
Food Security Among Households with Seniors Age 65 or Older				
Food secure	835,814	99,414	9,374	944,602
Food insecure				
Food insecure without hunger	651,525	45,188	6,211	702,924
Food insecure with hunger	374,162	29,025	1,155	404,341
SUBTOTAL	1,025,687	74,386	7,366	1,107,439
ESTIMATED TOTAL NUMBER OF HOUSEHOLDS WITH SENIORS AGE 65 OR OLDER	1,861,500	173,800	16,740	2,052,040

Key findings include:

- Overall, more than 6.3 million A2H client households are food insecure, of which 3.3 million are experiencing hunger
- Of households with children under 18, approximately 2.6 million are food insecure, of which approximately 1.3 million are experiencing hunger.
- The comparable numbers of households with a senior member age 65 or older are 1.1 million and 0.4 million.

TABLE 6.1.2

FOOD STAMP PROGRAM PARTICIPATION AND FOOD SECURITY

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Food Stamp Program Participants				
Food secure	28.6%	31.3%	36.4%	29.4%
Food insecure				
Food insecure without hunger	35.0%	31.8%	21.4%	33.9%
Food insecure with hunger	36.4%	36.9%	42.2%	36.7%
SUBTOTAL	71.4%	68.7%	63.6%	70.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Food Stamp Program participants				
	24,436	5,441	2,882	32,759
Food Stamp Program Nonparticipants				
Food secure	23.9%	27.3%	33.4%	24.3%
Food Insecure				
Food insecure without hunger	38.7%	37.7%	19.3%	38.3%
Food insecure with hunger	37.4%	35.0%	47.3%	37.4%
SUBTOTAL	76.1%	72.7%	66.6%	75.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Food Stamp Program nonparticipants				
	11,329	812	589	12,730

SOURCE: This table was constructed based on usable responses to Questions 42, 43, 44, 44a, 45, 46, and 47 of the client survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

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

For all households, missing, don’t know, and refusal responses combined are 2.1% for pantry clients, 1.8% for kitchen clients, 0.8% 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 1.5% for pantry clients, 0.3% for kitchen clients, 0.1% for shelter clients, and 1.4% for all clients.

For households with seniors, missing, don’t know, and refusal responses combined are 2.3% for pantry clients, 3.4% for kitchen clients, 0.2% for shelter clients, and 2.4% for all clients.

As will be discussed in detail in Chapter 7 below, approximately 29.8% of A2H clients also receive benefits from the Food Stamp Program. Table 6.1.2 compares food security status among Food Stamp Program participants to that of nonparticipants.

- 33.9% of the client household receiving food stamps were food insecure without hunger. Another 36.7% were food insecure with hunger.
- In comparison, among the client households not receiving food stamps, 38.3% were food insecure without hunger and 37.4% were food insecure with hunger.

As shown in 6.1.2N, when these percentages are translated to numbers of households, they imply that the A2H system serves approximately 1.9 million client households who are receiving food stamps but are food insecure (Table 6.1.2N).

TABLE 6.1.2N

ESTIMATED NUMBER OF HOUSEHOLDS, BY FOOD STAMP PROGRAM PARTICIPATION
AND FOOD SECURITY

Food Security Among Clients’ Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Food Stamp Program Participants				
Food secure	647,218	81,255	57,774	786,247
Food insecure				
Food insecure without hunger	792,050	82,553	33,966	908,569
Food insecure with hunger	823,732	95,792	66,980	986,504
SUBTOTAL	1,615,782	178,345	100,946	1,895,073
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS PARTICIPATING IN FOOD STAMP PROGRAM				
	2,263,000	259,600	158,720	2,681,320

Food Security Among Clients' Households	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Food Stamp Program Nonparticipants				
Food secure	1,203,843	229,429	154,068	1,587,340
Food Insecure				
Food insecure without hunger	1,949,319	316,831	89,027	2,355,177
Food insecure with hunger	1,883,838	294,140	218,185	2,396,163
SUBTOTAL	3,833,157	610,971	307,212	4,751,340
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS NOT PARTICIPATING IN FOOD STAMP PROGRAM				
	5,037,000	840,400	461,280	6,338,680

Other key findings in the table include:

- Among food stamp participants in the A2H network, approximately 1.0 million households are classified as experiencing hunger
- Among A2H households not participating in the Food Stamp Program, approximately 4.7 million are food insecure, of which nearly 2.4 million are classified as experiencing hunger.

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

<i>Two Questions in the Six-Item Short Module^a</i>	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	32.3%	30.1%	26.5%	31.7%
Sometimes true	46.5%	40.6%	41.3%	45.5%
Never true	21.2%	29.3%	32.2%	22.8%
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	21.9%	25.0%	29.2%	22.7%
Sometimes true	44.2%	35.8%	32.9%	42.5%
Never true	33.9%	39.2%	37.9%	34.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For food didn’t last, missing, don’t know, and refusal responses combined are 1.2% for pantry clients, 1.8% for kitchen clients, 0.7% for shelter clients, and 1.2% for all clients.

For not eating balanced meals, missing, don’t know, and refusal responses combined are 1.2% for pantry clients, 1.9% for kitchen clients, 0.3% for shelter clients, and 1.2% for all clients.

^aBickel, 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.

Overall, 77.2% 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 didn’t have

money to get more.” In addition, 65.2% 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 2.8 million A2H households feel 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	2,357,900	331,100	164,300	2,853,300
Sometimes true	3,394,500	446,600	256,060	4,097,160
Never true	1,547,600	322,300	199,640	2,069,540
<i>“We couldn’t afford to eat balanced meals.” In the last 12 months, was that ...?</i>				
Often true	1,598,700	275,000	181,040	2,054,740
Sometimes true	3,226,600	393,800	203,980	3,824,380
Never true	2,474,700	431,200	234,980	3,140,880
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	7,300,000	1,100,000	620,000	9,020,000

Other findings are:

- More than 4 million households indicated that it was *sometimes true* their food did not last.
- 2.1 million households said they often could not afford to eat balanced meals, and 3.8 million said this was sometimes true.

6.3 INDICATORS OF FOOD INSECURITY AND HUNGER 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 AND HUNGER AMONG ADULTS

<i>Four Questions in the Six-Item Short Module^a</i>	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
<i>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 for the previous 12 months^b</i>				
Almost every month	21.5%	25.2%	25.1%	22.2%
Some months but not every month	20.5%	17.7%	19.3%	20.0%
Only one or two months	6.4%	5.1%	8.3%	6.4%
Never	50.1%	50.2%	46.3%	49.9%
<i>Clients who ate less than they felt they should because there wasn't enough money to buy food for the previous 12 months</i>				
Yes	50.7%	51.8%	50.9%	50.9%
No	49.3%	48.2%	49.1%	49.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Clients who were hungry but didn't eat because they couldn't afford enough food for the previous 12 months</i>				
Yes	32.5%	40.8%	48.3%	34.4%
No	67.5%	59.2%	51.7%	65.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Clients or other adults in the household ever did not eat for a whole day because there wasn't enough money for food</i>				
Yes	19.6%	33.4%	35.8%	22.2%
No	80.4%	66.6%	64.2%	77.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: 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 6.3.1 (continued)

Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

For cutting meal size, missing, don't know, and refusal responses combined are 4.7% for pantry clients, 4.4% for kitchen clients, 2.5% for shelter clients, and 4.5% for all clients.

For eating less, missing, don't know, and refusal responses combined are 3.5% for pantry clients, 2.9% for kitchen clients, 1.6% for shelter clients, and 3.4% for all clients.

For being hungry because could not afford food, missing, don't know, and refusal responses combined are 3.4% for pantry clients, 2.7% for kitchen clients, 1.1% for shelter clients, and 3.2% for all clients.

For not eating for a whole day, missing, don't know, and refusal responses combined are 3.0% for pantry clients, 2.3% for kitchen clients, 1.1% for shelter clients, and 2.8% for all clients.

^aBickel, 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.

^bResponses 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 22.2% of the client households had to cut the size of meals or skip meals because there wasn't enough money for food *almost every month* of the previous 12 months.

Responses to the remaining three questions are:

- 50.9% of the clients ate less than they felt they should because there was not enough money to buy food during the previous 12 months.
- 34.4% of the clients were hungry but did not eat because they could not afford enough food during the previous 12 months.
- Adults in 22.2% 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.N, more than 3.8 million A2H households reported that adults in the households had had to cut the size of their meals or had had to skip meals altogether because there wasn't 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
<i>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 for the previous 12 months</i>				
Almost every month	1,569,500	277,200	155,620	2,002,320
Some months but not every month	1,496,500	194,700	119,660	1,810,860
Only one or two months	467,200	56,100	51,460	574,760
Never	3,657,300	552,200	287,060	4,500,980
<i>Clients who ate less than they felt they should because there wasn't enough money to buy food for the previous 12 months</i>				
Yes	3,701,100	569,800	315,580	4,586,480
No	3,598,900	530,200	304,420	4,433,520
<i>Clients who were hungry but didn't eat because they couldn't afford enough food for the previous 12 months</i>				
Yes	2,372,500	448,800	299,460	3,120,760
No	4,927,500	651,200	320,540	5,899,240
<i>Clients or other adults in the household ever did not eat for a whole day because there wasn't enough money for food</i>				
Yes	1,430,800	367,400	221,960	2,020,160
No	5,869,200	732,600	398,040	6,999,840
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	7,300,000	1,100,000	620,000	9,020,000

Other findings include:

- Adults in 4.6 million A2H households ate less than they felt they should due to lack of resources to buy food.
- 3.1 million A2H households contained adults who were hungry but did not eat because they could not afford enough food.

- 2.0 million A2H households included adults who did not eat for a while day because there was not enough money for food.

6.4 INDICATORS OF FOOD INSECURITY AND HUNGER AMONG CHILDREN

In addition to the six questions shown in Tables 6.2.1 and 6.3.1, clients were asked three additional questions about their children's skipping meals, being hungry, and not eating enough. Results are presented in Table 6.4.1.

TABLE 6.4.1

INDICATORS OF FOOD INSECURITY AND HUNGER AMONG CHILDREN

<i>Three Additional Questions^a</i>	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
<i>How often during the previous 12 months clients' child/children was/were not eating enough because they just couldn't afford enough food</i>				
Often	5.0%	8.1%	1.9%	5.1%
Sometimes	21.0%	24.9%	19.6%	21.2%
Never	74.0%	67.0%	78.5%	73.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Clients whose child/children ever skipped meals because there wasn't enough money for food during the previous 12 months</i>				
Yes	12.0%	18.4%	12.0%	12.4%
No	88.0%	81.6%	88.0%	87.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Clients whose child/children was/were hungry at least once during the previous 12 months, but couldn't afford more food</i>				
Yes	14.5%	19.4%	22.2%	14.9%
No	85.5%	80.6%	77.8%	85.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Households with children younger than age 18	11,329	812	589	12,730

TABLE 6.4.1 (continued)

SOURCE: This table was constructed based on usable responses to Questions 3, 6b, 48, 49, 50, and 51 of the client survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For children not eating enough, missing, don't know, and refusal responses combined are 4.6% for pantry clients, 9.9% for kitchen clients, 1.3% for shelter clients, and 4.9% for all clients.

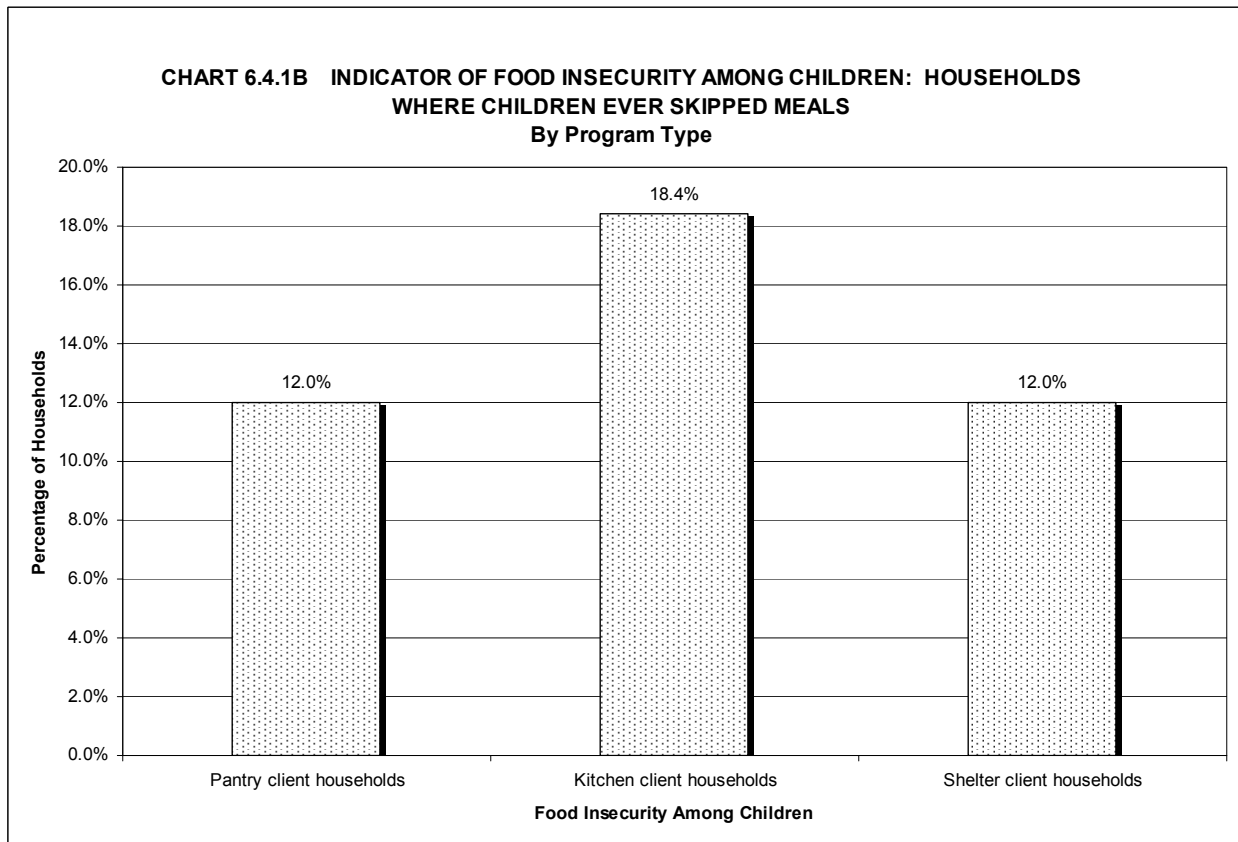
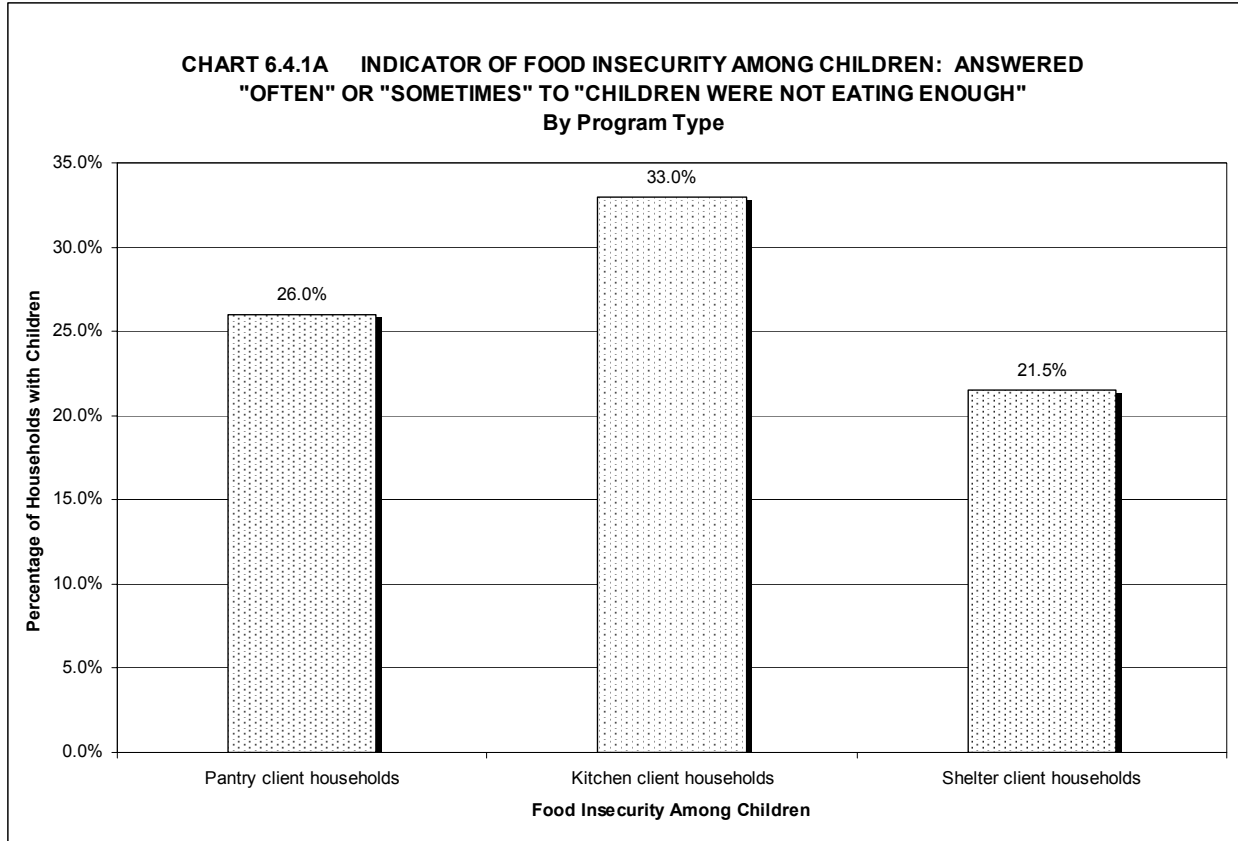
For children skipping meals, missing, don't know, and refusal responses combined are 4.7% for pantry clients, 9.6% for kitchen clients, 1.4% for shelter clients, and 4.9% for all clients.

For children hungry, missing, don't know, and refusal responses combined are 5.3% for pantry clients, 9.4% for kitchen clients, 1.7% for shelter clients, and 5.5% for all clients.

^aBickel, 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.

Among all clients with children, 5.1% stated that, during the previous 12 months, their children were *often* not eating enough because they just couldn't afford enough food. Another 21.2% of the clients experienced such a situation *sometimes* during the previous 12 months.

- 12.4% of the clients with children said that their children skipped meals because there was not enough money for food during the previous 12 months.
- 14.9% of the clients with children said that their children were hungry at least once during the previous 12 months, but they could not afford more food.



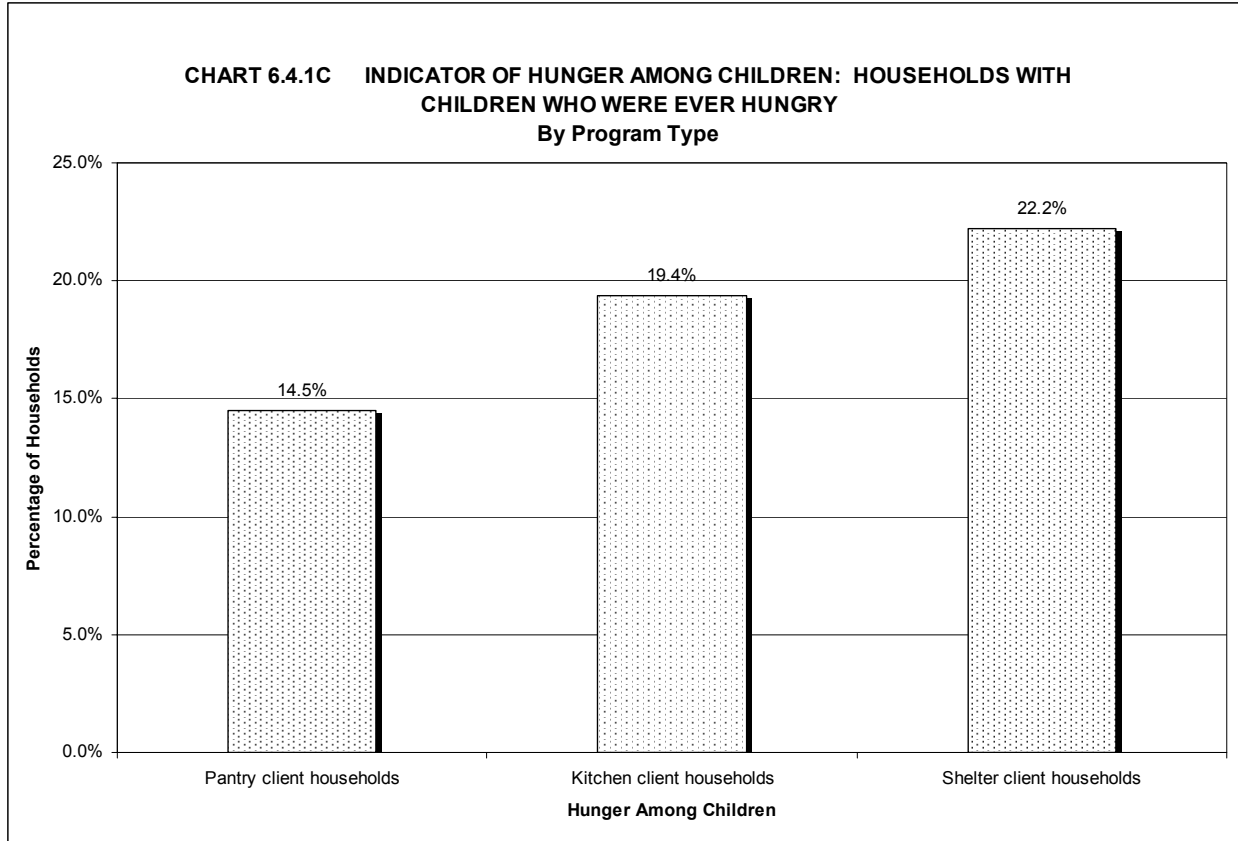


Table 6.4.1N provide estimates of the number of A2H households with children which reported various indicators of food insecurity related to the children in the household.

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	Adult Clients at All Program Sites
<i>How often during the previous 12 months clients' child/children was/were not eating enough because they just couldn't afford enough food</i>				
Often	158,410	17,375	1,496	177,281
Sometimes	665,322	53,411	15,433	734,166
Never	2,344,468	143,715	61,811	2,549,994
<i>Clients whose child/children ever skipped meals because there wasn't enough money for food during the previous 12 months</i>				
Yes	380,184	39,468	9,449	429,101
No	2,788,016	175,032	69,291	3,032,339
<i>Clients whose child/children was/were hungry at least once during the previous 12 months, but couldn't afford more food</i>				
Yes	614,631	47,619	11,732	673,982
No	2,553,569	166,881	67,008	2,787,458
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS WITH AT LEAST ONE CHILD YOUNGER THAN AGE 18 YEARS	3,168,200	214,500	78,740	3,461,440

In about 0.9 million A2H households with children were reported not to be eating enough because the households could not afford enough food. Other findings are:

- In about 0.4 million A2H households, children had to skip meals because of lack of resources to buy food.
- In more than 0.6 million of the households, children were reported to have been hungry, at least once, because of lack of household resources to buy 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 Clients
<i>In the previous 12 months, clients or their family who ever had to choose at least once between</i>				
Paying for food and paying for utilities or heating fuel	46.1%	33.6%	38.4%	44.7%
Paying for food and paying for rent or mortgage	36.1%	32.1%	38.4%	35.7%
Paying for food and paying for medicine or medical care	31.1%	25.0%	20.9%	29.7%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

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

NOTE: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

For choosing between paying for food and utilities, missing, don't know, and refusal responses combined are 3.4% for pantry clients, 2.2% for kitchen clients, 1.6% for shelter clients, and 3.2% for all clients.

For choosing between paying for food and paying rent or mortgage, missing, don't know, and refusal responses combined are 3.4% for pantry clients, 2.3% for kitchen clients, 1.7% for shelter clients, and 3.3% for all clients.

For choosing between paying for food and medical care, missing, don't know, and refusal responses combined are 3.6% for pantry clients, 2.9% for kitchen clients, 1.2% for shelter clients, and 3.4% for all clients.

As shown in Table 6.5.1, among pantry client households, 46.1% had to choose between paying for food and paying for utilities or heating bill; 36.1% had to choose between food and rent or mortgage; and 31.1% had to choose between food and medicine or medical care. Results for kitchen and shelter client households are:

- Among kitchen client households, 33.6% had to choose between paying for food and paying for utilities or heating bill; 32.1% between food and rent or mortgage; and 25.0% between food and medicine or medical care.
- Among shelter client households, 38.4% had to choose between paying for food and paying for utilities or heating bill; 38.4% between food and rent or mortgage; and 20.9% between food and medicine or medical care.

7. CLIENTS: USE OF FOOD ASSISTANCE PROGRAMS

Given the high levels of need evidenced by many clients in the A2H network, it is important to assess whether these clients are getting all the governmental nutrition assistance that they are entitled to. This issue is examined here. The analysis begins by examining client participation in the Food Stamp Program, since this is the largest and most widely available government nutrition assistance program. Both levels of participation and reasons for non-participation are examined. A subsequent section examines participation in other government nutrition programs.

7.1 USE OF THE FOOD STAMP PROGRAM

Clients were asked a series of questions relating to the Food Stamp Program (FSP). Table 7.1.1 summarizes the findings.

TABLE 7.1.1
USE OF THE FOOD STAMP PROGRAM

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Client or anyone in the household had applied for food stamps	64.0%	61.8%	66.9%	63.9%
Client or anyone in the household currently receiving food stamps	31.0%	23.6%	25.6%	29.8%
Client or anyone in the household currently not receiving but received food stamps during the previous 12 months	6.5%	9.1%	12.6%	7.2%
Client or anyone in the household had applied for but had not received food stamps during the previous 12 months	25.6%	28.6%	28.2%	26.1%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

TABLE 7.1.1 (continued)

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Number of weeks clients or their households have currently been receiving food stamps (for those who are receiving)				
Less than 2 weeks	2.4%	2.8%	5.3%	2.5%
2-4 weeks	3.7%	7.9%	20.0%	4.9%
5-12 weeks	4.3%	7.0%	11.1%	4.9%
13-51 weeks	18.7%	26.9%	33.6%	20.2%
1-2 years (52-103 weeks)	10.2%	8.6%	16.6%	10.3%
2-4 years (104-207 weeks)	23.9%	21.5%	6.3%	22.9%
4 years or more	36.9%	25.2%	7.1%	34.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks clients or their households have currently been receiving food stamps				
	208.1	150.6	52.0	195.3
Median number of weeks clients or their households have currently been receiving food stamps				
	104	52	13	104
Clients who experienced an increase or a decrease of food stamp benefits during the previous 12 months				
Increased	19.5%	16.8%	38.3%	20.1%
Decreased	39.5%	34.7%	11.5%	37.7%
Remained the same	41.0%	48.5%	50.2%	42.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
Number of weeks during the month over which food stamps usually last				
1 week or less	30.0%	26.0%	19.4%	29.2%
2 weeks	25.6%	24.8%	19.3%	25.3%
3 weeks	29.2%	26.7%	42.4%	29.5%
4 weeks	13.9%	20.0%	16.0%	14.6%
More than 4 weeks	1.3%	2.5%	2.9%	1.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
Average number of weeks during the month over which food stamps usually last				
	2.3	2.5	2.6	2.3
Median number of weeks during the month over which food stamps usually last				
	2	2	3	2
SAMPLE SIZE (N) – Clients who are currently receiving food stamps				
	7,654	1,407	777	9,838

TABLE 7.1.1 (continued)

SOURCE: This table was constructed based on usable responses to Questions 31, 32, 33, 34, 35, and 36 of the client survey.

NOTE: 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 A2H 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.

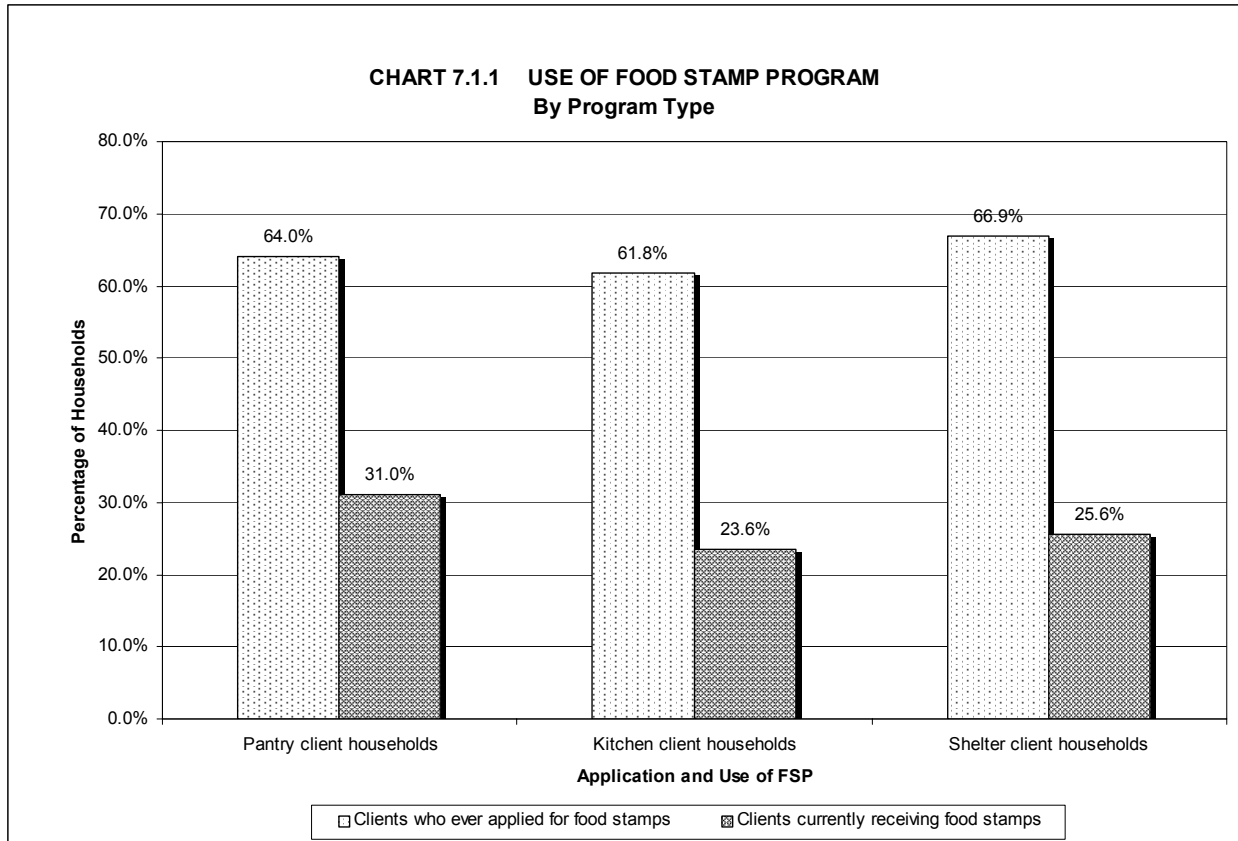
For length of receipt of food stamps, missing, don't know, and refusal responses combined are 7.8% for pantry clients, 5.3% for kitchen clients, 11.2% for shelter clients, and 7.7% for all clients.

For increase/decrease in food stamp benefits, missing, don't know, and refusal responses combined are 5.4% for pantry clients, 4.4% for kitchen clients, 6.9% for shelter clients, and 5.4% for all clients.

For period of time food stamps lasted, missing, don't know, and refusal responses combined are 4.3% for pantry clients, 6.6% for kitchen clients, 13.5% for shelter clients, and 5.0% for all clients.

Overall, 63.9% of the clients have applied for and 29.8% are currently receiving food stamps. More information includes:

- 67.5% of the clients who are receiving food stamps have been receiving food stamps for more than two years.
- 20.1% of the clients currently receiving food stamps experienced increased food stamp benefits, while 37.7% experienced decreased benefits during the previous 12 months.
- For 84.0% of the clients who are receiving food stamps, their food stamps last for three weeks or less.
- On average, food stamps last for 2.3 weeks.



As shown in Table 7.1N, the data reviewed above imply that substantial numbers of A2H clients participate in the food stamp program.

TABLE 7.1.1N
USE OF FOOD STAMP PROGRAM

	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Client or anyone in the household had applied for food stamps	4,672,000	679,800	414,780	5,766,580
Client or anyone in the household currently receiving food stamps	2,263,000	259,600	158,720	2,681,320
ESTIMATED TOTAL NUMBER OF CLIENT HOUSEHOLDS	7,300,000	1,100,000	620,000	9,020,000

Key findings are:

- Approximately 2.7 million A2H households participate in the Food Stamp Program.
- This number includes: approximately 2.3 million pantry households, 0.3 million kitchen household and 0.2 million shelter households. (Numbers do not add due to rounding.)

7.2 REASONS WHY CLIENTS NEVER APPLIED FOR FOOD STAMPS

Clients who had not applied for food stamps were asked why they or their households never applied for food stamps. Table 7.2.1 shows the results.

TABLE 7.2.1
REASONS WHY CLIENTS NEVER APPLIED FOR FOOD STAMPS

Reasons Why Clients or Their Households Never Applied for Food Stamps ^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	33.3%	25.4%	18.5%	31.5%
Clients with income 130% of the federal poverty level or lower	21.4%	13.2%	12.4%	19.9%
Clients with income higher than 130% of the federal poverty level	7.1%	9.4%	5.1%	7.3%
Unknown	4.7%	2.7%	1.1%	4.3%
Don't think eligible because of citizenship status	3.9%	1.8%	1.8%	3.5%
Eligible for only a low benefit amount	3.0%	3.3%	0.3%	2.9%
SUBTOTAL^c	39.3%	30.1%	20.4%	37.1%
Inconvenience				
Don't know where to go or who to contact to apply	4.5%	2.6%	3.7%	4.2%
Hard to get to the food stamp office	16.7%	18.3%	18.2%	17.0%
Application process is too long and complicated	5.4%	4.8%	1.6%	5.1%
Questions are too personal	2.7%	4.8%	14.4%	3.6%
Food stamp office staff are disrespectful	2.8%	1.1%	1.0%	2.4%
Food stamp office is unpleasant or in unsafe area	7.2%	6.9%	3.5%	7.0%
SUBTOTAL	33.5%	34.5%	41.1%	34.0%
No Need				
No need for benefit	1.9%	0.9%	0.3%	1.7%
Others need benefits more	2.0%	0.7%	0.3%	1.7%
Need is only temporary	1.0%	0.3%	0.3%	0.8%
SUBTOTAL	3.9%	1.5%	0.8%	3.4%

TABLE 7.2.1 (continued)

Reasons Why Clients or Their Households Never Applied for Food Stamps ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Social Stigma				
Feel embarrassed applying for benefits	2.6%	0.9%	1.2%	2.3%
Family or friends do not approve of my receiving benefits	0.5%	0.1%	0.5%	0.4%
Dislike relying on the government for assistance	3.9%	3.8%	2.1%	3.8%
Feel embarrassed using benefits	2.4%	1.7%	0.2%	2.2%
SUBTOTAL	7.7%	5.7%	3.3%	7.2%
Other				
Planning to apply, but not yet applied	3.9%	4.0%	9.3%	4.2%
Other ^d	10.5%	17.9%	25.1%	12.2%
SAMPLE SIZE (N) – Clients or their households who never applied for food stamps				
	7,855	2,002	900	10,757

SOURCE: This table was constructed based on usable responses to Question 38 of the client survey.

NOTE: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 10.4% for pantry clients, 8.6% for kitchen clients, 6.4% for shelter clients, and 9.9% for all clients.

^aMultiple responses were accepted.

^bSee Appendix B for food stamp eligibility criteria.

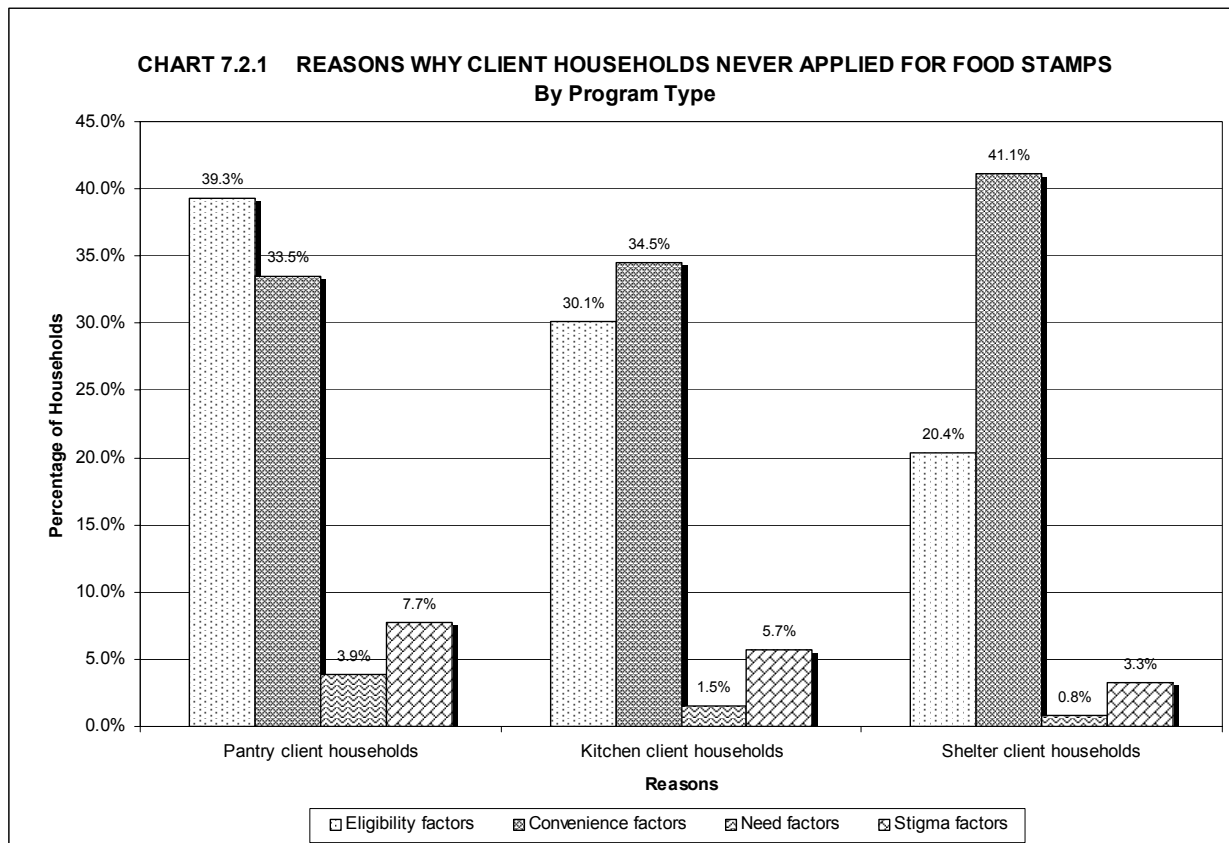
^cThe subtotal in this table indicates the percentage of people who provided one or more component items as their responses; thus it may differ from the sum of component items.

^dThis includes working, having no mailing address, and being in a temporary living situation.

Reasons for having not applied for food stamps include:

- Overall, 37.1% of the clients who had not applied for food stamps did not do so because they believe they are not eligible; 34.0% because it is too much hassle; 3.4% either because there is no need or because they think others would need the benefits more; and 7.2% because there is social stigma associated with food stamps.
- 31.5% of the clients indicated income above the eligible level as a reason for having not applied for food stamps.

- That 31.5% was broken down into two categories: those who had an income that is at or below 130% of the federal poverty level (19.9%); and those who had an income that is higher than 130% of the federal poverty level (7.3%).^{16,17}



¹⁶Generalizing this result requires caution, as the income data collected through our client survey were not validated.

¹⁷Broadly speaking, a household usually meets the income eligibility requirements for the Food Stamp Program if its gross income is less than 130% of the poverty level. However, it was not possible during the survey to collect all of the detailed data necessary to fully assess Food Stamp Program eligibility.

7.3 REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING FOOD STAMPS, FOR THOSE WHO HAVE APPLIED

Clients who have applied but are not currently receiving food stamps were asked why they are not currently receiving food stamps. Results are shown in Table 7.3.1.

TABLE 7.3.1

REASONS WHY CLIENTS OR THEIR HOUSEHOLDS ARE NOT CURRENTLY RECEIVING FOOD STAMPS, FOR THOSE WHO HAVE APPLIED

Reasons Why Clients or Their Households Are Not Currently Receiving Food Stamps, for Those Who Have Applied for Food Stamps ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Ineligibility				
Ineligible income level				
All clients	43.1%	21.6%	29.2%	39.2%
Income 130% of the federal poverty level or lower	31.2%	14.6%	19.3%	28.1%
Income higher than 130% of the federal poverty level	7.7%	5.1%	4.0%	7.1%
Unknown	4.3%	1.9%	5.9%	4.1%
Change of household makeup	2.7%	3.4%	8.6%	3.1%
Time limit for receiving the help ran out	4.9%	7.1%	5.7%	5.3%
Citizenship status	1.1%	1.6%	0.2%	1.2%
SUBTOTAL ^b	49.9%	32.4%	40.7%	46.8%
Inconvenience				
Too much hassle	17.9%	20.7%	14.6%	18.1%
Hard to get to food stamp office	4.2%	7.1%	2.5%	4.5%
SUBTOTAL	20.5%	26.2%	16.3%	21.1%
No Need				
No need for benefits	6.4%	7.6%	13.0%	7.0%
Others need benefits more	2.2%	3.5%	2.2%	2.4%
Need is only temporary	4.3%	4.1%	8.7%	4.5%
SUBTOTAL	10.1%	12.3%	17.5%	10.9%
Other				
Other reasons ^c	19.3%	30.4%	34.1%	21.8%
SAMPLE SIZE (N) – Clients who have applied for but are not currently receiving food stamps				
	8,927	2,032	1,205	12,164

SOURCE: This table was constructed based on usable responses to Question 37 of the client survey.

TABLE 7.3.1 (continued)

NOTE: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 7.6% for pantry clients, 7.6% for kitchen clients, 3.6% for shelter clients, and 7.4% 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."

As Table 7.3.1 shows, 39.2% of the clients indicated a higher-than-required income level as a reason why they were not currently receiving food stamps. Those clients are further broken down into two categories based on the information about their previous month's household income: those who had an income that is 130% of the federal poverty level or lower (28.1%); and those who had an income that is higher than 130% of the federal poverty level (7.1%).^{18,19}

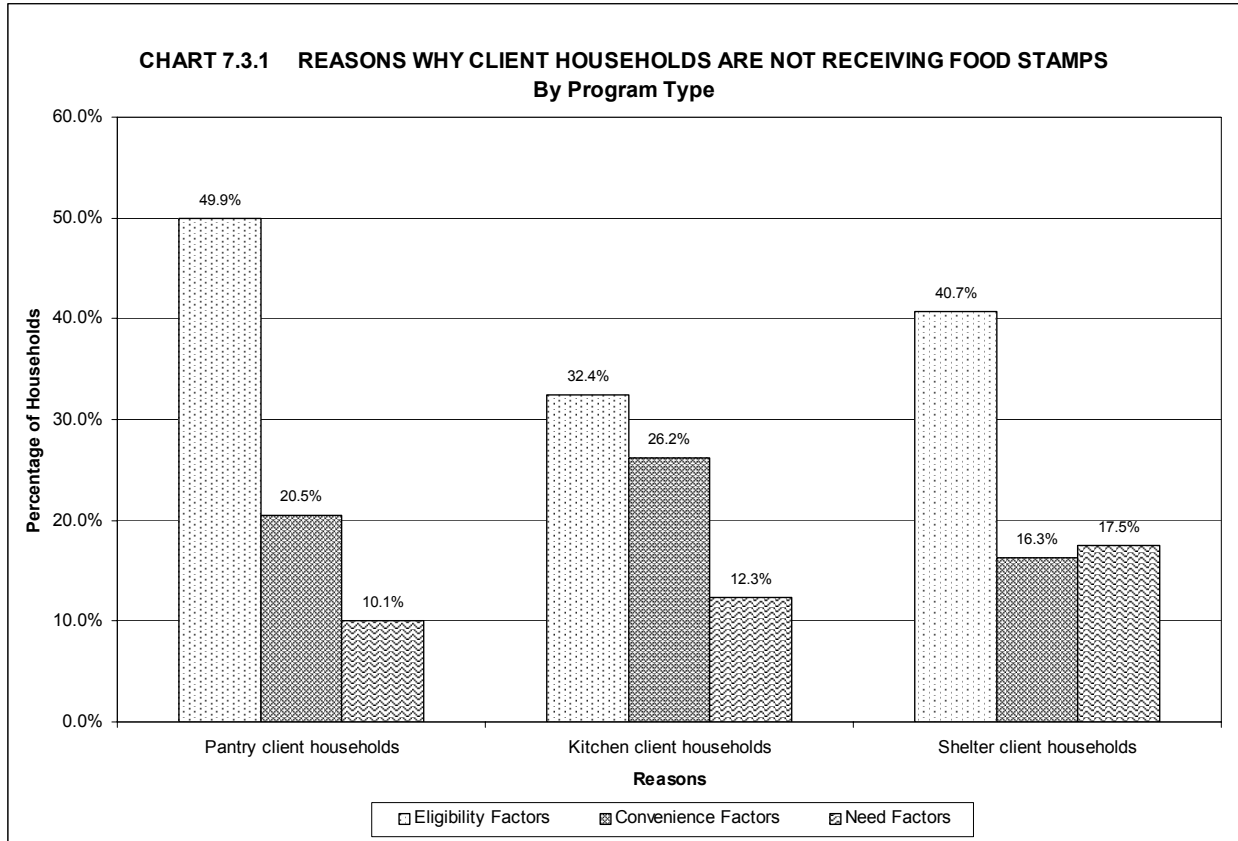
Other findings include:

- Overall, 46.8% of the clients believe that they are not receiving food stamps because they are not eligible.
- 21.1% are not receiving food stamps because it is too much hassle.

¹⁸Generalizing this result requires caution, as the income data collected through our client survey were not validated.

¹⁹Broadly speaking, a household usually meets the income eligibility requirements for the Food Stamp Program if its gross income is less than 130% of the poverty level. However, it was not possible during the survey to collect all of the detailed data necessary to fully assess Food Stamp Program eligibility.

- 10.9% are not receiving food stamps either because there is no need or because they think others would need the benefits more.



7.4 USE OF OTHER PROGRAMS

Clients also responded as to what 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)	23.1%	15.0%	5.1%	21.1%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759
Senior nutrition sites, such as senior centers that serve lunch	18.1%	46.0%	48.3%	20.8%
Home-delivered meals or meals-on-wheels (Usually for seniors or people with disabilities)	5.6%	19.1%	5.1%	6.8%
Senior brown bag programs that give out groceries and produce	25.5%	13.8%	31.3%	24.5%
SAMPLE SIZE (N) – Households with at least one senior member age 65 or older	5,431	1,093	156	6,680
Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)	53.0%	51.4%	36.9%	52.5%
Child day care	21.9%	28.4%	32.6%	22.5%
Government assistance for child day care among those using child day care ^b	44.6%	44.4%	73.4%	45.5%
SAMPLE SIZE (N) – Households with at least one child age 0-5 years	4,842	307	354	5,503
School lunch program	64.3%	53.4%	40.9%	63.2%
School breakfast program	50.8%	40.4%	34.3%	49.9%
After-school snack program	10.0%	10.4%	9.1%	10.0%
Child care food program, such as meals at subsidized child care centers	5.4%	8.7%	17.5%	5.8%
Summer food program providing free lunches for children	13.7%	15.8%	19.0%	14.0%
SAMPLE SIZE (N) – Households with at least one child younger than age 18	11,329	812	589	12,730

SOURCE: This table was constructed based on usable responses to Questions 7a, 8, and 41 of the client survey.

TABLE 7.4.1 (continued)

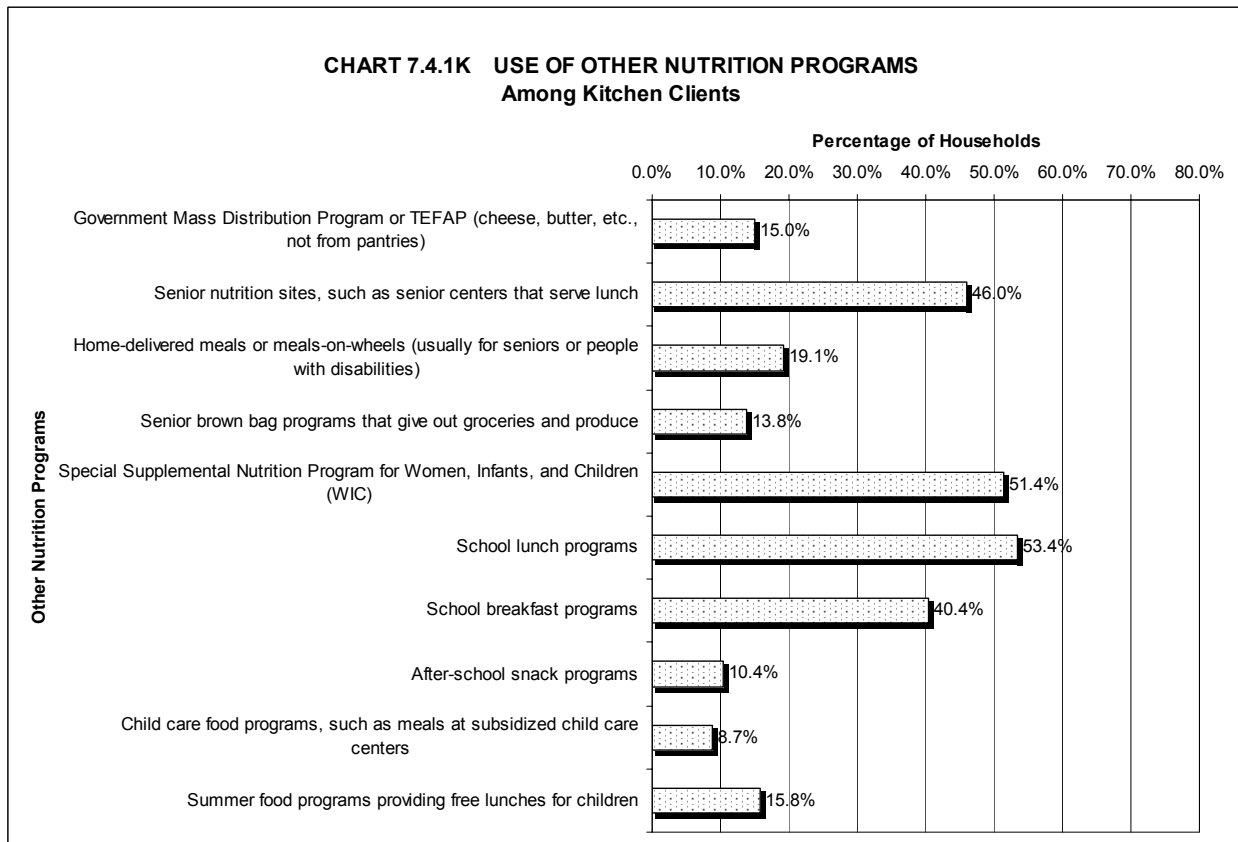
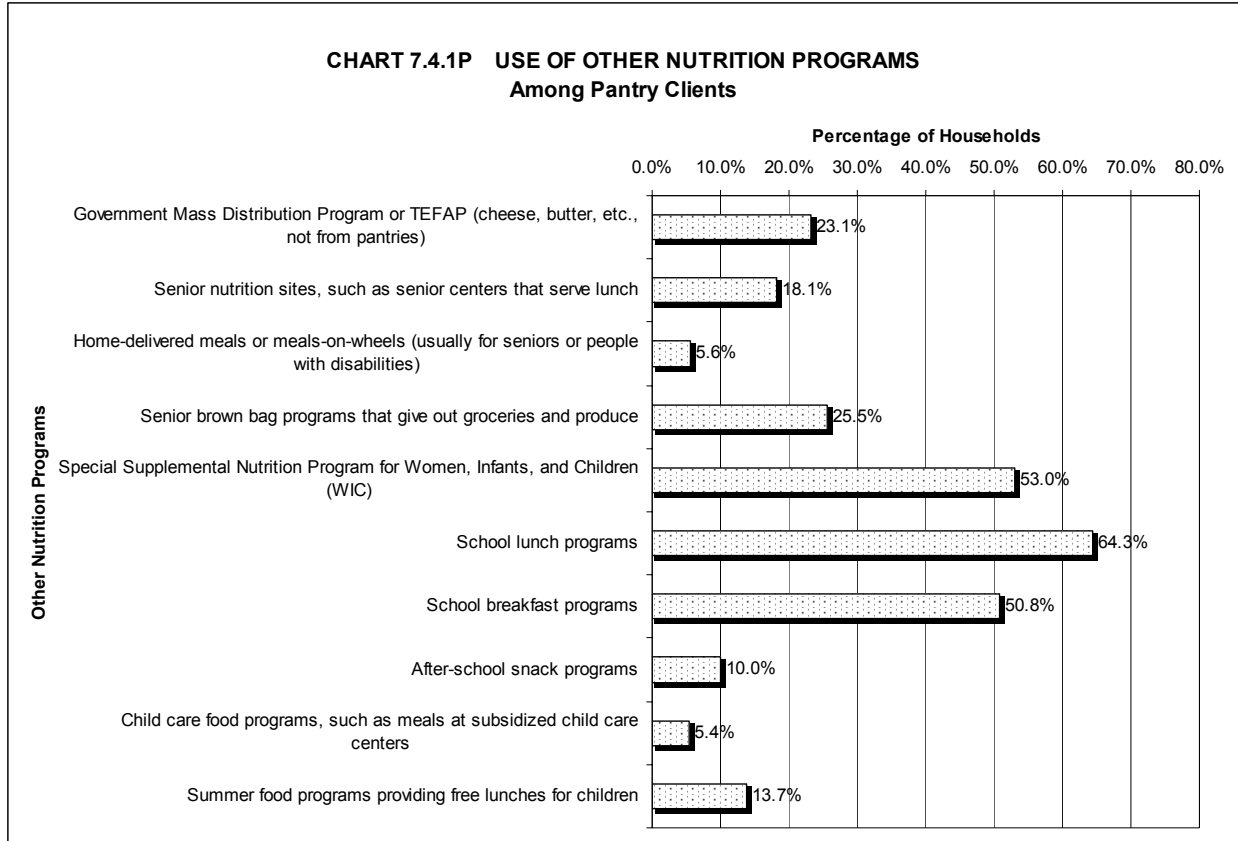
NOTE: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

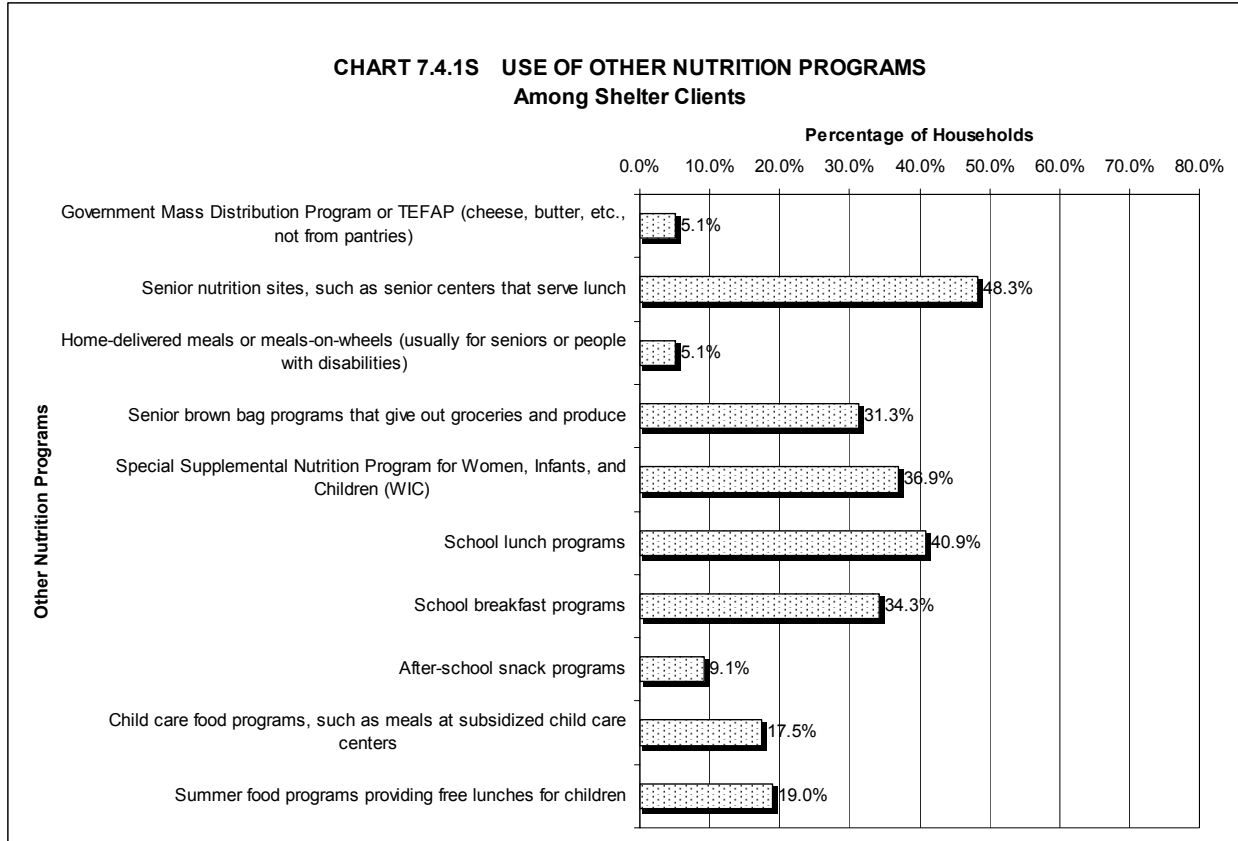
^aMultiple responses were accepted.

^bThe sample size is 1,030 for the pantries, 86 for the kitchens, 124 for the shelters, and 1,240 for all.

Among all client households, 21.1% participate in government mass distribution programs or TEFAP. Participation in other programs is as follows:

- Among the households with at least one senior member age 65 or older, 20.8% use senior nutrition sites; 6.8% use home-delivered meals or meals-on-wheels; and 24.5% participate in senior brown bag programs.
- Among the households with at least one child age 0-5 years, 52.5% participate in the WIC program, and 45.5% of those using child day care benefit from government assistance for child day care.
- Among the households with at least one child younger than age 18, 63.2% and 49.9% benefit from the school lunch and the school breakfast program, respectively; 10.0% use an after-school snack program; 5.8% use a child care food program; and 14.0% participate in the summer food program.





7.5 GENERAL ASSISTANCE, WELFARE, AND TANF IN THE PREVIOUS TWO YEARS

Clients were asked whether they received general assistance, welfare, or TANF in the previous two years and, if so, whether the assistance had been discontinued. They also provided reasons for the discontinuation. 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
<i>Did you or anyone in the household receive general assistance, welfare, or TANF during the past two years?</i>				
Yes	20.3%	20.4%	23.6%	20.5%
No	79.7%	79.6%	76.4%	79.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759
<i>Clients for whom the assistance stopped during the past two years</i>				
	40.8%	40.9%	54.5%	41.6%
SAMPLE SIZE (N) – Clients who received specified assistance	4,733	922	711	6,366
<i>Reasons for the discontinuation of the assistance^a</i>				
Ineligible income level	41.2%	23.8%	20.7%	37.4%
Change in household makeup	6.0%	9.7%	11.2%	6.9%
Time limit for receiving the help ran out	8.8%	10.0%	4.9%	8.7%
Sanctioned by welfare or another agency	12.8%	16.2%	5.0%	12.6%
Citizenship status	0.2%	0.0%	0.0%	0.1%
Too much hassle	5.7%	3.6%	16.0%	6.3%
Chose to stop receiving it	5.9%	4.9%	20.5%	6.9%
Other ^b	20.8%	35.5%	26.2%	23.1%
SAMPLE SIZE (N) – Clients who received specified assistance, which then stopped during the previous two years	1,585	314	291	2,190

SOURCE: This table was constructed based on usable responses to Questions 26, 27, and 28 of the client survey.

NOTE: 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 7.5.1 (continued)

Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

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

For reasons for discontinuation of assistance, missing, don't know, and refusal responses combined are 9.7% for pantry clients, 6.5% for kitchen clients, 5.3% for shelter clients, and 8.9% for all clients.

^aMultiple responses were accepted.

^bThis includes relocation and having found work.

During the previous two years, 20.5% of the clients received general assistance, welfare, or TANF. Details include:

- Among those who had received the specified assistance, 41.6% of them indicated that the assistance was discontinued.
- As for the reasons for the discontinuation, 37.4% ascribed it to having an ineligible income level, 6.9% to change of household makeup, and 8.7% to time limit for the assistance.
- In addition, 12.6% of the clients indicated that the assistance was discontinued because they were sanctioned by welfare or another agency, and 0.1% mentioned their citizenship status as a factor.
- Also, 6.3% of the clients no longer received the assistance because it was too much hassle for them, and 6.9% chose to stop receiving the assistance.

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	80.5%	70.9%	56.6%	78.0%
Discount stores (e.g., Wal-Mart, Target, K-Mart)	10.2%	6.1%	5.6%	9.4%
Warehouse clubs (e.g., Price Club, Costco, Pace, Sam’s Club, BJ’s)	1.7%	1.3%	0.4%	1.6%
Convenience stores (e.g., 7-11, Quickshop, Wawa)	1.0%	4.7%	3.8%	1.6%
Ethnic food stores (e.g., bodegas, Asian food markets, or Caribbean markets)	0.9%	2.1%	0.7%	1.0%
Farmer’s market	0.4%	1.2%	0.8%	0.5%
Other (including Dollar Stores)	3.2%	3.0%	1.5%	3.1%
Don’t know because someone else in family shops	0.7%	1.5%	0.8%	0.8%
Don’t buy groceries, free food only	1.6%	9.1%	29.8%	4.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

SOURCE: This table was constructed based on usable responses to Question 40 of the client survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

Missing, don’t know, and refusal responses combined are 2.2% for pantry clients, 2.7% for kitchen clients, 2.3% for shelter clients, and 2.2% for all clients.

Among all clients, 78.0% shop mostly at supermarkets or grocery stores. Information about other places where some of the clients do most their grocery shopping follows:

- 1.6% of the clients use convenience stores for most of their grocery shopping.

- 9.4% of the clients shop mostly at discount stores such as Wal-Mart, Target, or K-Mart.
- 4.0% 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. 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 (or 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
<i>Clients who indicated that their health was...</i>				
Excellent	11.0%	12.8%	20.2%	11.7%
Very good	15.3%	17.4%	28.2%	16.2%
Good	26.7%	29.9%	25.5%	27.1%
Fair	29.6%	27.4%	17.8%	28.7%
Poor	17.3%	12.5%	8.3%	16.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Clients who indicated that someone else in the household was in poor health</i>				
Yes	20.4%	11.4%	3.0%	18.4%
No	57.8%	49.0%	46.5%	56.2%
Live alone	21.7%	39.6%	50.5%	25.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>Households with at least one member reported to be in poor health</i>				
	31.6%	21.1%	10.8%	29.2%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

SOURCE: This table was constructed based on usable responses to Questions 20 and 21 of the client survey.

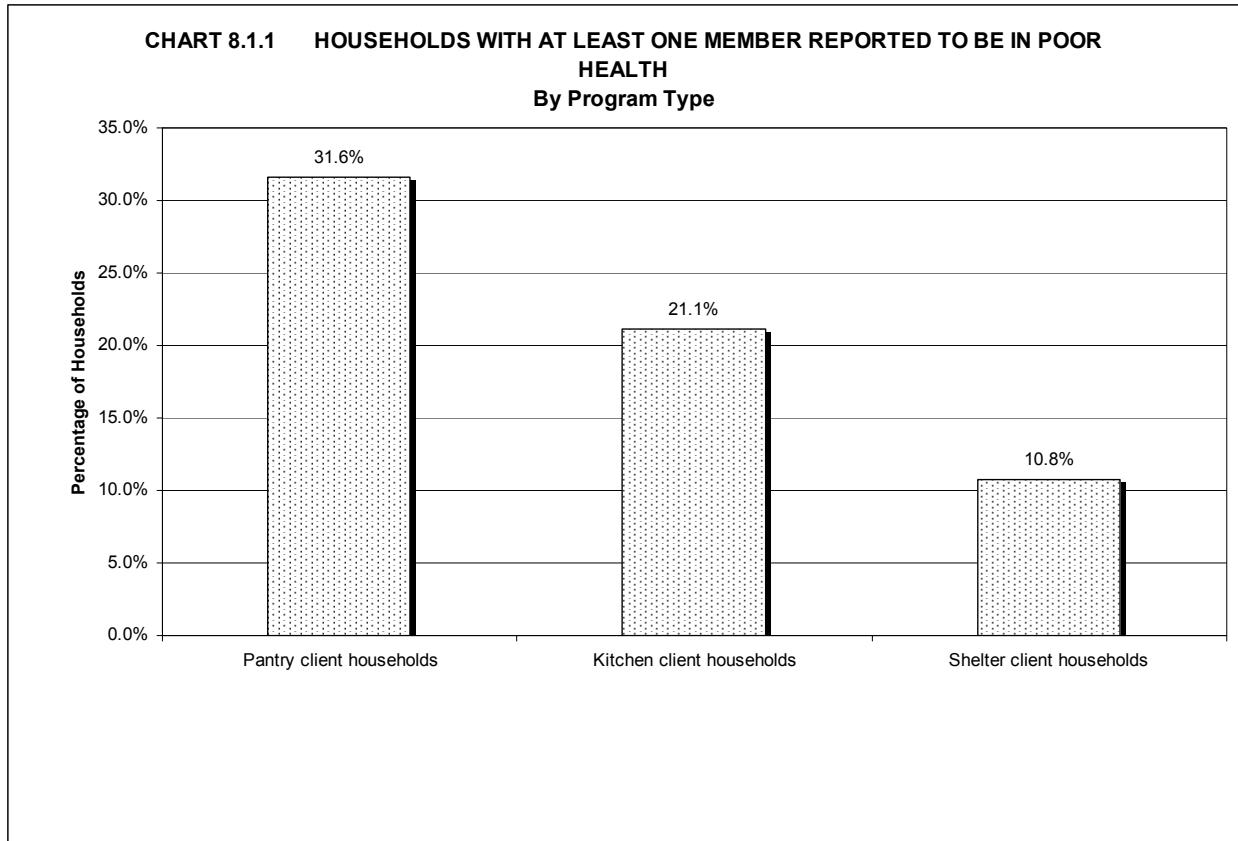
NOTE: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

For client health, missing, don't know, and refusal responses combined are 0.9% for pantry clients, 0.5% for kitchen clients, 0.1% for shelter clients, and 0.8% for all clients.

For poor health of anyone in household, missing, don't know, and refusal responses combined are 2.3% for pantry clients, 3.8% for kitchen clients, 8.4% for shelter clients, and 2.8% for all clients.

Overall, 16.2% of the clients at all program sites are in poor health, and 29.2% of the client households have one or more members in poor health. More details follow:

- Among pantry clients, 11.0% were in excellent health, 15.3% in very good health, 26.7% in good health, and 47.0% in fair or poor health.
- Among kitchen clients, 12.8% were in excellent health, 17.4% in very good health, 29.9% in good health, and 39.9% in fair or poor health.
- Among shelter clients, 20.2% were in excellent health, 28.2% in very good health, 25.5% in good health, and 26.1% in fair or poor health.
- 31.6% of the pantry client households had at least one person in poor health.
- 21.1% of the kitchen client households had at least one person in poor health.
- 10.8% 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 households 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
<i>Client or his or her family with following types of health insurance^a</i>				
Medicare ^b	34.5%	23.5%	13.7%	32.0%
State Medical Assistance Program or Medicaid	45.6%	33.3%	28.6%	43.1%
State Children's Health Insurance Program or SCHIP	6.1%	2.6%	1.1%	5.4%
Veterans Administration or VA benefits	5.1%	7.1%	11.2%	5.7%
Private health insurance	16.7%	12.1%	7.2%	15.6%
Other health insurance ^c	6.5%	8.5%	6.1%	6.8%
No insurance	16.8%	32.5%	42.7%	20.2%
<i>Clients who had unpaid medical or hospital bills</i>				
Yes	38.0%	37.0%	42.1%	38.1%
No	62.0%	63.0%	57.9%	61.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>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</i>				
Yes	8.2%	8.5%	10.1%	8.3%
No	89.5%	91.0%	89.7%	89.7%
Not refused care, but avoid providers who don't accept medical assistance	1.6%	0.2%	0.2%	1.3%
Not refused care, but finding providers that accept medical assistance is a problem	0.7%	0.3%	0.1%	0.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

TABLE 8.2.1 (continued)

SOURCE: This table was constructed based on usable responses to Questions 22a-f, 23, and 24 of the client survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For types of health insurance, missing, don't know, and refusal responses combined are 2.6% for pantry clients, 2.3% for kitchen clients, 1.4% for shelter clients, and 2.5% for all clients.

For unpaid medical bills, missing, don't know, and refusal responses combined are 3.0% for pantry clients, 3.3% for kitchen clients, 4.4% for shelter clients, and 3.1% for all clients.

For refused medical care, missing, don't know, and refusal responses combined are 2.3% for pantry clients, 1.8% for kitchen clients, 0.3% for shelter clients, and 2.1% for all clients.

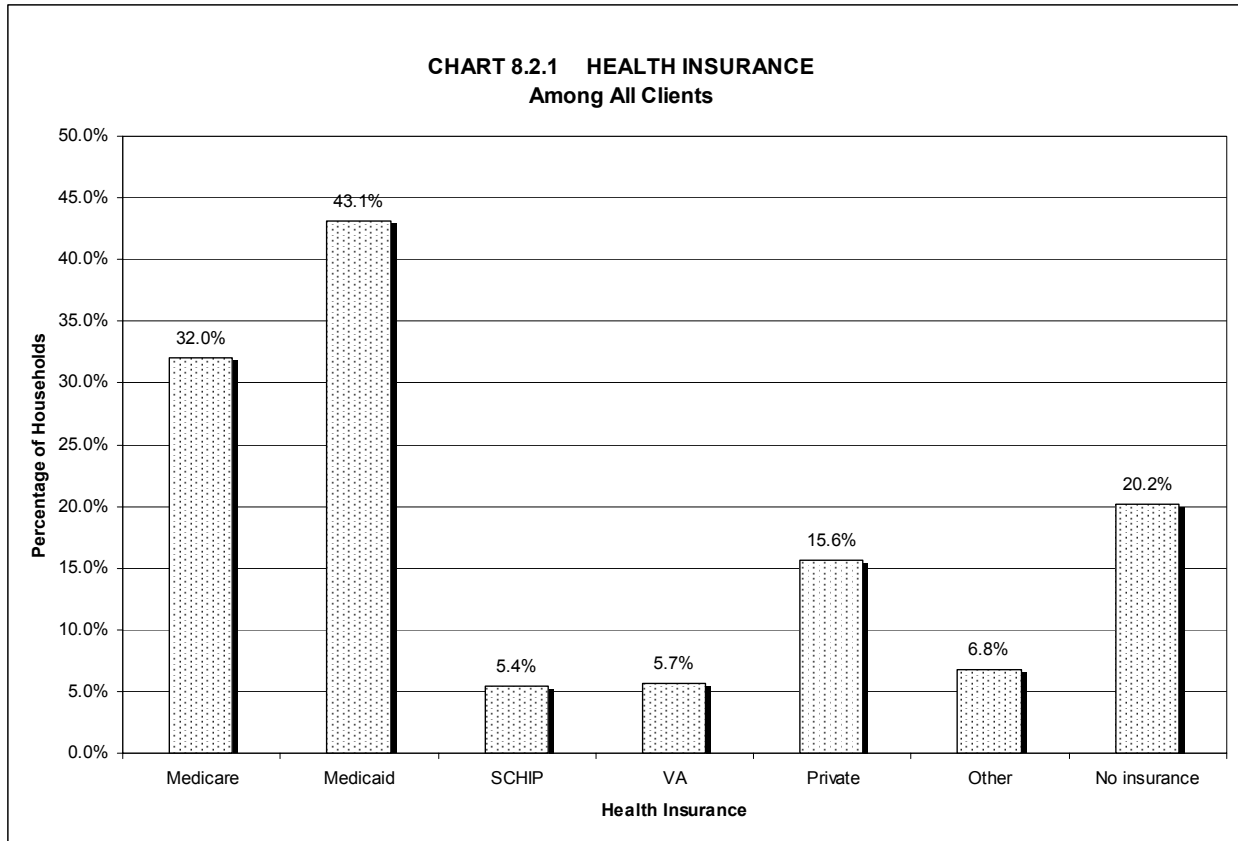
^aMultiple responses were accepted.

^bThe 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 includes Medi-Cruz, a health insurance offered by Santa Cruz County, California, to the indigent ineligible for Medicaid.

Findings presented in Table 8.2.1 include:

- 16.8% of the pantry, 32.5% of the kitchen, and 42.7% of the shelter clients or their households are without health insurance. This accounts for 20.2% of all clients.
- 38.1% of the clients have unpaid medical or hospital bills.
- 8.3% 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 between 0.7 and 0.8 million adult clients of the A2H system had been refused medical care in the previous year, due to not being able to pay or care or because they lacked 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
<i>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</i>				
Yes	598,600	93,500	62,620	754,720
No	6,533,500	1,001,000	556,140	8,090,640
Not Refused Care, But Avoid Providers Who Don't Accept Medical Assistance	116,800	2,200	1,240	120,240
Not Refused Care, But Finding Providers That Accept Medical Assistance Is A Problem	51,100	3,300	620	55,020
ESTIMATED TOTAL NUMBER OF CLIENTS AT PROGRAM SITES	7,300,000	1,100,000	620,000	9,020,000

Related findings are:

- Clients refused care included .6 million pantry clients and approximately 0.1 million each of kitchen and shelter clients
- Another 0.1 million A2H clients reported trying to avoid medical providers who didn't accept medical assistance.

9. CLIENTS: SERVICES RECEIVED AT FOOD PROGRAMS

To better understand how clients use the services of the A2H provider network, the survey asked questions 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 previous 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
<i>Number of different food pantries clients or their families used during the previous month</i>				
None	n.a.	59.4%	83.8%	12.1%
One or more pantries				
1 pantry	83.5%	28.2%	12.5%	72.6%
2 pantries	13.3%	8.3%	2.1%	12.1%
3 pantries	2.1%	2.3%	0.9%	2.1%
4 pantries	0.7%	1.0%	0.5%	0.8%
5 or more pantries	0.3%	0.8%	0.2%	0.4%
SUBTOTAL	100.0%	40.6%	16.2%	87.9%
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
<i>Number of different soup kitchens clients or their families used during the previous month</i>				
None	86.4%	n.a.	55.3%	73.5%
One or more kitchens				
1 kitchen	9.3%	77.1%	28.9%	19.3%
2 kitchens	2.4%	13.5%	5.9%	4.0%
3 kitchens	0.8%	4.9%	4.9%	1.6%
4 kitchens	0.4%	2.3%	1.7%	0.7%
5 or more kitchens	0.7%	2.2%	3.4%	1.0%
SUBTOTAL	13.6%	100.0%	44.7%	26.5%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

SOURCE: This table was constructed based on usable responses to Questions 56 and 57 of the client survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For pantries used, missing, don't know, and refusal responses combined are 3.1% for pantry clients, 3.4% for kitchen clients, 1.5% for shelter clients, and 3.0% for all clients.

For kitchens used, missing, don't know, and refusal responses combined are 4.0% for pantry clients, 2.4% for kitchen clients, 1.7% for shelter clients, and 3.7% for all clients.

n.a. = not applicable.

Among the pantry clients, 83.5% used just one food pantry during the previous month.

More information on the clients' use of the emergency food programs follows:

- 77.1% of the kitchen clients used only one soup kitchen, and 40.6% also used one or more pantries.
- 16.2% of the shelter clients used one or more pantries, and 44.7% of the shelter clients also used one or more kitchens.
- 13.6% of the pantry clients also used one or more kitchens.

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

	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
<i>Level of satisfaction with the following aspects of the service provided to clients or others in the household:</i>				
Amount of Food Provided				
Very satisfied	63.8%	62.5%	54.7%	63.1%
Somewhat satisfied	29.9%	28.5%	31.5%	29.8%
Somewhat dissatisfied	4.5%	5.7%	8.0%	4.9%
Very dissatisfied	1.8%	3.4%	5.7%	2.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
Variety of Food Provided				
Very satisfied	62.8%	56.7%	44.1%	61.0%
Somewhat satisfied	30.6%	32.7%	34.7%	31.1%
Somewhat dissatisfied	5.1%	6.3%	14.4%	5.7%
Very dissatisfied	1.5%	4.3%	6.8%	2.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
Overall Quality of Food Provided				
Very satisfied	66.6%	58.4%	47.3%	64.5%
Somewhat satisfied	29.3%	33.8%	37.1%	30.3%
Somewhat dissatisfied	2.8%	4.0%	9.9%	3.4%
Very dissatisfied	1.3%	3.7%	5.7%	1.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
<i>How often clients are treated with respect by the staff who distribute food</i>				
All of the time	86.6%	79.2%	68.1%	84.6%
Most of the time	5.6%	11.1%	16.9%	6.9%
Some of the time	2.4%	6.3%	13.2%	3.4%
Never	0.4%	0.8%	0.8%	0.4%
Never came before	5.2%	2.7%	0.9%	4.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

TABLE 9.2.1 (continued)

SOURCE: This table was constructed based on usable responses to Questions 53 and 54 of the client survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For amount of food provided, missing, don't know, and refusal responses combined are 5.7% for pantry clients, 3.1% for kitchen clients, 1.2% for shelter clients, and 5.1% for all clients.

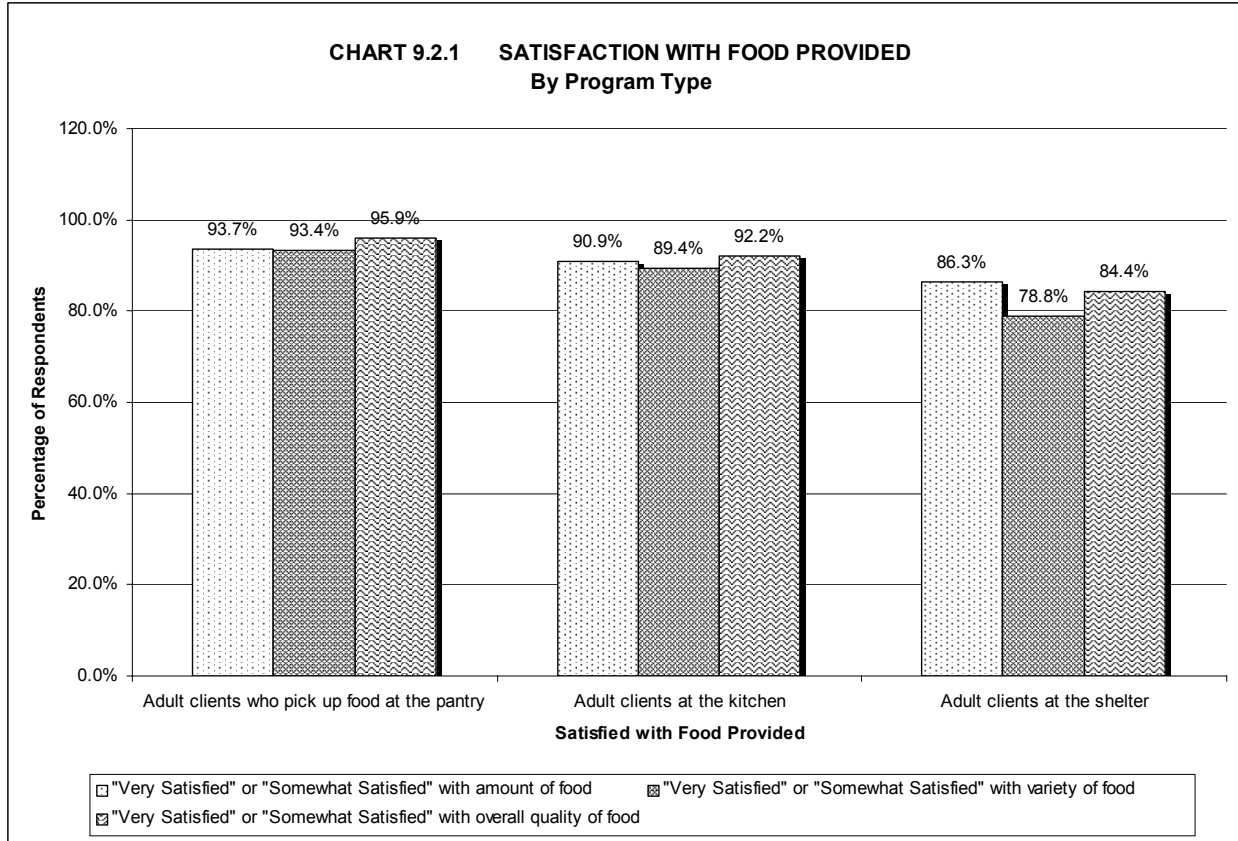
For variety of food provided, missing, don't know, and refusal responses combined are 6.1% for pantry clients, 3.4% for kitchen clients, 1.5% for shelter clients, and 5.5% for all clients.

For overall quality of food provided, missing, don't know, and refusal responses combined are 6.5% for pantry clients, 3.1% for kitchen clients, 1.4% for shelter clients, and 1.2% for all clients.

For client treatment by staff, missing, don't know, and refusal responses combined are 2.1% for pantry clients, 1.5% for kitchen clients, 0.9% for shelter clients, and 1.9% for all clients.

Across all three kinds of emergency food programs, the level of satisfaction among their clients is high. 92.9% of the clients are either very satisfied or somewhat satisfied with the amount of the food they receive at the programs. Client satisfaction with specific aspects of the programs follows:

- 92.1% of the clients are either very satisfied or somewhat satisfied with the variety of the food.
- 94.8% of the clients are either very satisfied or somewhat satisfied with overall quality of the food.
- 84.6% of the clients state that they are treated with respect by the staff all of the time.



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

If this agency weren't here to help you or your household with food, what would you do? ^a	Pantry Client Households	Kitchen Client Households	Shelter Client Households	All Client Households
Go to another agency	44.8%	44.4%	35.9%	44.3%
Get help from relatives, friends	13.4%	10.7%	13.5%	13.1%
Get help from the government	4.0%	3.5%	3.7%	4.0%
Get a job, more hours, an additional job	6.0%	5.5%	12.6%	6.3%
Sell some personal property	1.6%	1.6%	0.3%	1.5%
Lower expenses	2.9%	2.7%	0.7%	2.8%
Eat less, skip meals, reduce size of meals	8.6%	10.2%	3.4%	8.5%
Would get by somehow	20.4%	18.2%	11.0%	19.6%
I have no other place to get help	4.5%	4.3%	5.7%	4.6%
Do something illegal	0.8%	2.0%	1.3%	1.0%
Other ^b	6.0%	11.3%	13.9%	7.1%
SAMPLE SIZE (N)	24,436	5,441	2,882	32,759

SOURCE: This table was constructed based on usable responses to Question 55 of the client survey.

NOTE: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food clients of the A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 17.8% for pantry clients, 12.3% for kitchen clients, 17.6% for shelter clients, and 17.1% for all clients.

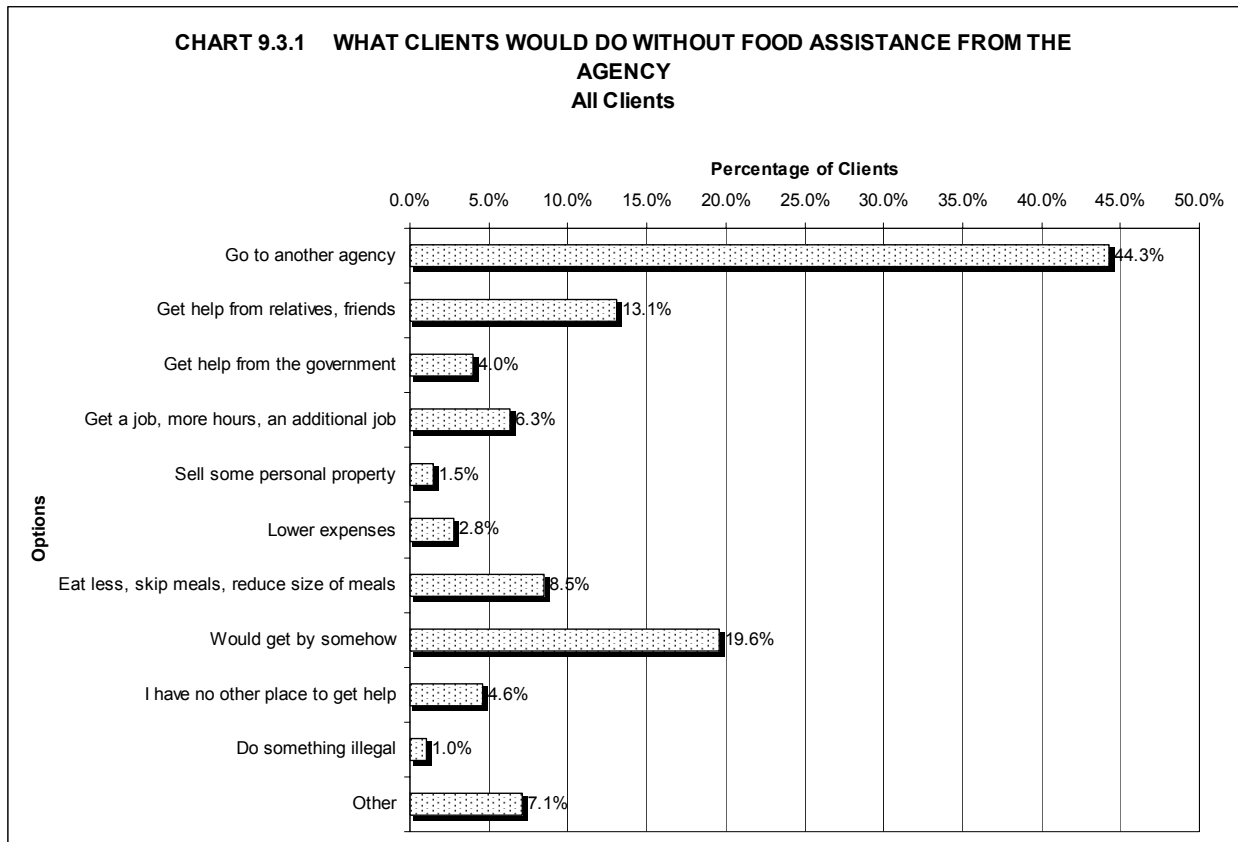
^aMultiple responses were accepted.

^bThis includes eating at home and begging.

In the absence of the agency helping the clients, 44.3% of them said that they would go to another agency. Other responses include:

- 19.6% of the clients said that they would get by somehow.
- 13.1% of the clients said that they would get help from relatives or friends.

- 8.5% of the clients said that they would eat less, skip meals, or reduce the size of meals.



10. AGENCIES AND FOOD PROGRAMS: PROFILES

Up until now, the discussion has focused mainly on information from the *client* survey. This chapter begins the presentation of the results from the survey of *agencies*. 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 agency characteristics, such as years of program operation, services provided other than food distribution, and the organizational nature of the agencies. Agency estimates of the changes in their numbers of clients between 1998 and 2001 are also presented.

10.1 PARTICIPATING PROGRAMS

All agencies affiliated with participating A2H food banks were sent the survey questionnaires. Among them, 23,952 agencies completed the survey, and they included information about 27,512 programs. Table 10.1.1 shows the breakdown of the programs by type.

TABLE 10.1.1
PARTICIPATING PROGRAMS, BY PROGRAM TYPE

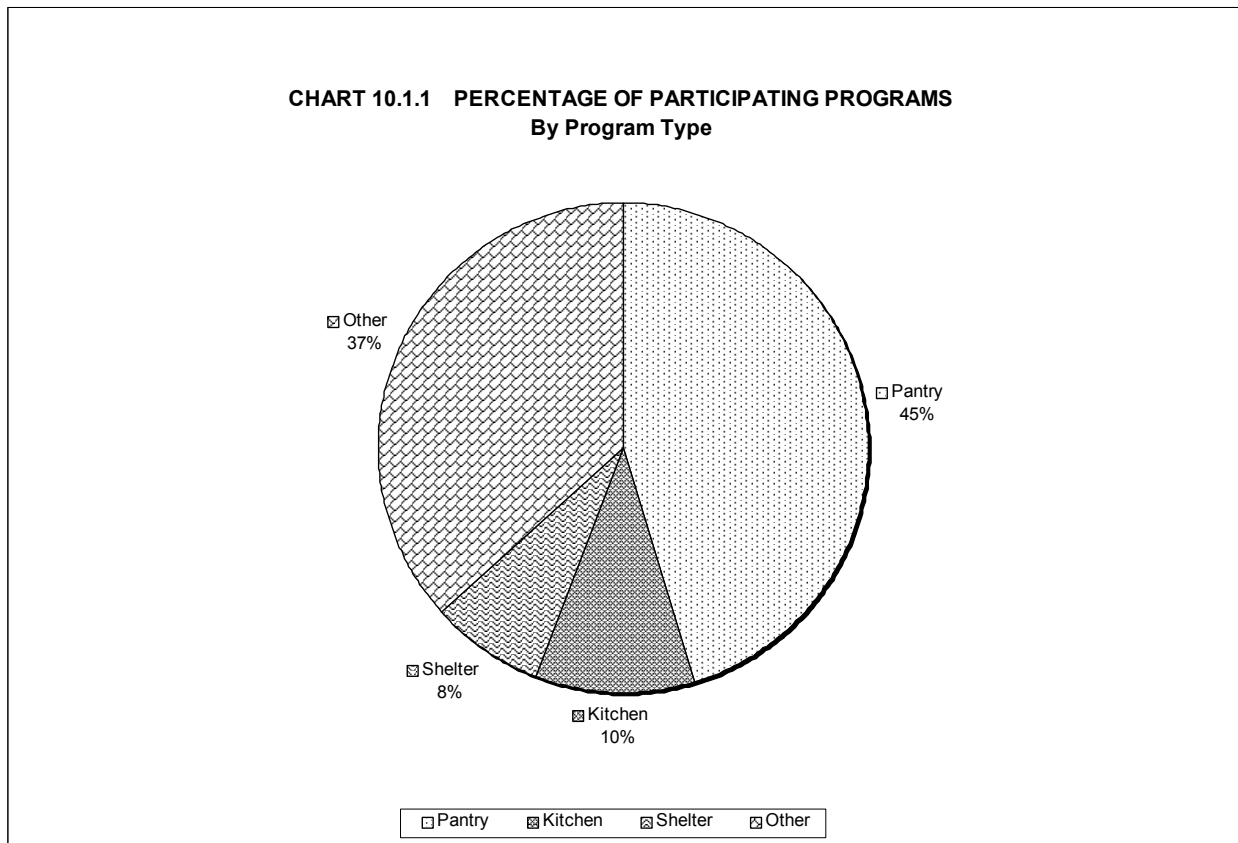
Program Type	Number	Unweighted Percentage	Unweighted Percentage Excluding "Other" Type
Pantry	12,468	45.3%	71.4%
Kitchen	2,853	10.4%	16.3%
Shelter	2,131	7.7%	12.2%
Other ^a	10,060	36.6%	n.a.
TOTAL	27,512	100.0%	100.0%

^aOther programs refer to nonemergency 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.

n.a. = not applicable.

Among the total 27,512 programs, 45.3% are pantries, 10.4% are kitchens, and 7.7% are shelters. The remaining 36.6% are nonemergency food programs. Nonemergency food programs include child day care, senior-congregate feeding programs, summer camps, etc.

Excluding other types of programs, the emergency food program percentage breakdown is 71.4% pantries, 16.3% kitchens, and 12.2% shelters.



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 in each category, are shown in Table 10.2.1.

TABLE 10.2.1
NUMBER OF PROGRAMS OPERATED BY AGENCIES

	Percentage of All Agencies That Operate the Specified Number of Each Type of Programs			
	Agencies with Pantries	Agencies with Kitchens	Agencies with Shelters	Agencies with Other Programs
<i>Number of programs operated by agencies</i>				
1	95.9%	92.1%	83.6%	75.7%
2	2.5%	4.8%	9.6%	8.6%
3 or more	1.5%	3.1%	6.8%	15.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Agencies with at least one program for each program type				
	12,468	2,853	2,131	10,060
Total number of participating agencies		23,952		
Total number of programs reported on by participating agencies		27,512		

SOURCE: This table was constructed based on usable responses to Question 1 of the agency survey.

Among the participating agencies, 12,468 operate at least one pantry program, 2,853 at least one kitchen program, and 2,131 at least one shelter program. A total of 23,952 agencies provided information about 27,512 programs.

10.3 AGENCIES OPERATING VARIOUS TYPE(S) OF PROGRAMS

Table 10.3.1 shows the distribution of agencies by types of programs they operate.

TABLE 10.3.1
AGENCIES OPERATING VARIOUS TYPE(S) OF PROGRAMS

Combinations of Programs the Agency Operates	Agencies
Pantry only	41.3%
Kitchen only	4.4%
Shelter only	4.6%
Other program only	35.1%
Pantry and Kitchen	4.1%
Kitchen and Shelter	0.4%
Shelter and Pantry	1.3%
Pantry and Other Program	3.5%
Kitchen and Other Program	0.5%
Shelter and Other Program	0.6%
Pantry, Kitchen, and Shelter	1.2%
Pantry, Kitchen, and Other Program	0.9%
Kitchen, Shelter, and Other Program	0.1%
Shelter, Pantry, and Other Program	0.3%
Pantry, Kitchen, Shelter, and Other Program	0.6%
Unknown	1.3%
TOTAL	100.0%
SAMPLE SIZE (N) – Total number of participating agencies	23,952

SOURCE: This table was constructed based on responses to Question 1 of the agency survey.

As Table 10.3.1 shows, 41.3% of the participating agencies exclusively operate one or more pantries, while 4.4% and 4.6% exclusively operate kitchen or shelter programs, respectively.

10.4 LENGTH OF PROGRAMS' OPERATION

Responding agencies identified the year their emergency food programs opened. Table 10.4.1 shows the distribution of the length of programs' operation.

TABLE 10.4.1
LENGTH OF PROGRAMS' OPERATION

How Long the Program Has Been Operating	Percentage of Programs That Have Operated for a Specified Period		
	Pantry Programs	Kitchen Programs	Shelter Programs
2 years or less	14.5%	13.7%	6.9%
3-4 years	12.7%	12.0%	7.3%
5-6 years	9.7%	8.8%	8.9%
7-10 years	14.6%	13.3%	12.2%
11-20 years	32.5%	34.5%	38.6%
More than 20 years	16.0%	17.7%	26.1%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131
Average length of operation among valid responses (in years)	12	14	16
Median length of operation among valid responses (in years)	10	11	14
SAMPLE SIZE (N)	10,622	2,239	1,738

SOURCE: This table was constructed based on usable responses to Question 3b of the agency survey.

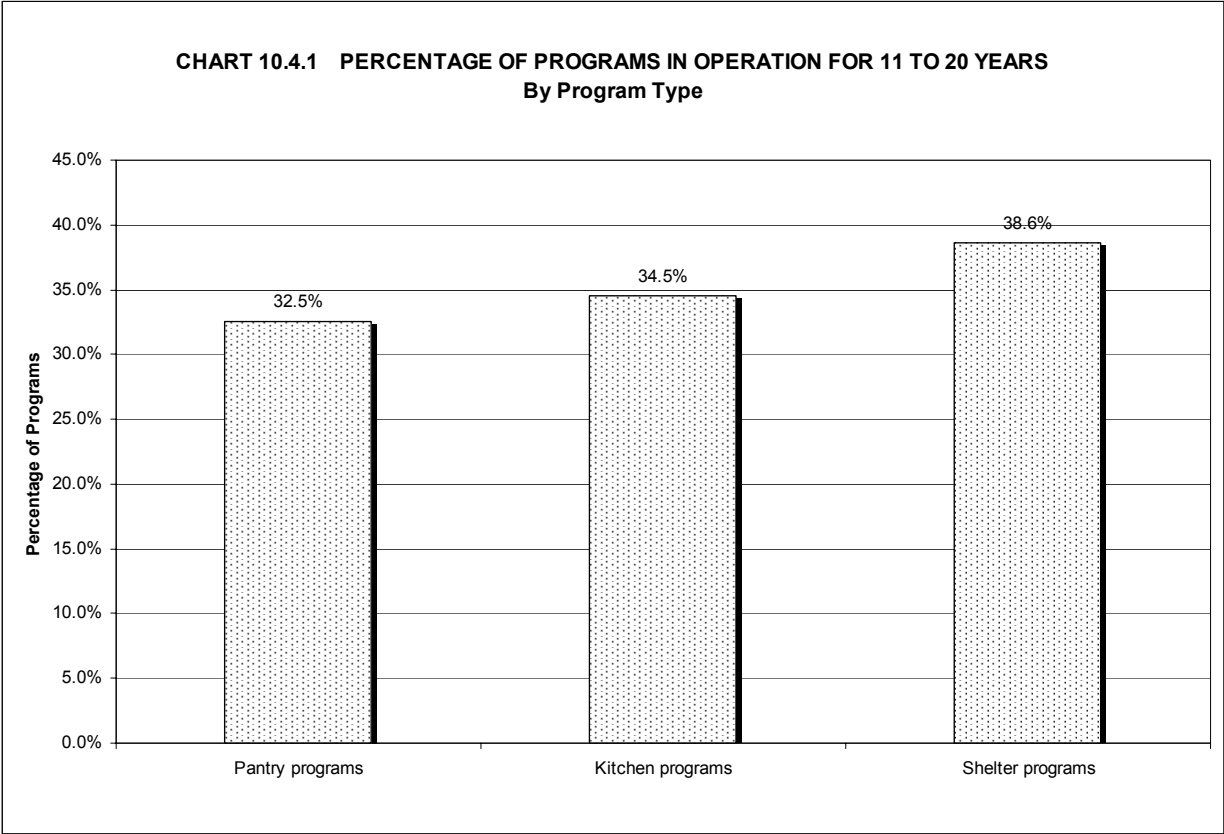
NOTE: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 14.0% for pantry programs, 20.4% for kitchen programs, and 18.2% for shelter programs.

The average length of operation among the pantry programs is 12 years. It is 14 years for the kitchens and 16 years for the shelter programs. Details follow:

- 14.5% of the pantries, 13.7% of the kitchens, and 6.9% of the shelters have been operating for two years or less.

- 14.6% of the pantries, 13.3% of the kitchens, and 12.2% of the shelters have been operating for 7 to 10 years.
- 32.5% of the pantries, 34.5% of the kitchens, and 38.6% of the shelters have been operating for 11 to 20 years.
- 16.0% of the pantries, 17.7% of the kitchens, and 26.1% of the shelters have been operating for more than 20 years.



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 services 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 PROGRAMS PROVIDE IN ADDITION
TO FOOD DISTRIBUTION, BY PROGRAM TYPE

Other Services Provided by Programs ^a	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Food-Related Support</i>			
Nutrition counseling	18.2%	20.0%	36.0%
Eligibility counseling for WIC	12.3%	6.3%	24.4%
Eligibility counseling for food stamps	15.0%	9.6%	32.0%
Soup kitchen meals	5.4%	n.a.	20.4%
Food pantry bags	n.a.	21.3%	22.0%
<i>Client Training</i>			
Employment training	8.3%	12.5%	33.1%
Supported employment (Welfare to Work or job training)	6.1%	7.9%	16.1%
Retraining physically disabled	2.1%	2.7%	6.0%
Retraining mentally ill/challenged	2.6%	4.5%	8.9%
<i>Other Assistance</i>			
Eligibility counseling for other government programs	8.7%	8.6%	22.3%
Legal services	4.6%	5.5%	20.9%
Tax preparation help (Earned Income Tax Credit)	5.8%	5.3%	10.3%
Utility bill assistance (Low-Income Heating and Energy Assistance Programs)	20.3%	9.0%	11.9%
Short-term financial assistance	13.8%	5.5%	15.8%
Budget and credit counseling	11.1%	6.7%	33.5%
Consumer protection	3.0%	3.4%	5.9%
Information and referral	35.7%	30.0%	61.4%
Language translation	9.5%	8.0%	17.7%
<i>Housing Services</i>			
Short-term shelter	7.9%	6.2%	n.a.
Subsidized housing assistance	5.5%	3.2%	17.1%
Housing rehabilitation or repair	3.7%	2.7%	4.9%

TABLE 10.5.1 (continued)

Other Serviced Provided by Programs ^a	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Health and Other Services</i>			
Health services or health clinics	8.6%	13.7%	33.1%
Transportation	17.7%	18.1%	60.3%
Clothing	42.9%	34.3%	72.2%
Furniture	21.2%	11.7%	38.9%
Senior programs	10.7%	11.1%	5.4%
No additional services	7.7%	5.7%	4.5%
SAMPLE SIZE (N)	12,468	2,853	2,131

SOURCE: This table was constructed based on usable responses to Question 4 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 5.2% for pantry programs, 11.4% for kitchen programs, and 5.2% for shelter programs.

n.a. = not applicable.

^aMultiple responses were accepted.

12.3% of pantries and 24.4% of shelters provide counseling for WIC. Other services provided by the programs or the agencies include:

- 15.0% of the pantries, 9.6% of the kitchens, and 32.0% of the shelters provide eligibility counseling for food stamps.
- 22.3% of the shelters provide counseling for other government programs.
- 20.3% of the pantries provide utility bill assistance.
- 35.7% of the pantries, 30.0% of the kitchens, and 61.4% of the shelters provide information and referral services.
- 33.1% of the shelters provide employment training.
- 8.6% of the pantries, 13.7% of the kitchens, and 33.1% of the shelters provide health services or health clinics.
- 60.3% of the shelters provide transportation.
- 42.9% of the pantries, 34.3% of the kitchens, and 72.2% of the shelters provide clothing.

Table 10.5.2 shows the distribution of the number of additional services emergency food programs offer to their clients.

TABLE 10.5.2
NUMBER OF ADDITIONAL SERVICES, BY PROGRAM TYPE

	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Number of additional services or facilities provided by programs</i>			
No other service	8.1%	6.4%	4.7%
1 other service	27.1%	28.1%	5.2%
2-5 other services	38.8%	41.8%	28.3%
6-10 other services	18.4%	16.8%	38.4%
More than 10 other services	7.6%	6.8%	23.4%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131
Average number of additional services among those that provide at least one such service			
	4	4	8
Median number of additional services among those that provide at least one such service			
	3	3	7
SAMPLE SIZE (N)	10,900	2,376	1,930

SOURCE: This table was constructed based on usable responses to Question 4 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 5.2% for pantry programs, 11.4% for kitchen programs, and 5.2% for shelter programs.

On average, pantries provide four additional services or facilities. Kitchens and shelters provide, on average, four and eight additional services, respectively.

- 8.1% of pantry programs, 6.4% of kitchen programs, and 4.7% of shelter programs do not offer any other services or facilities.
- 27.1% of pantry programs, 28.1% of kitchen programs, and 5.2% of the shelter programs offer one additional service or facility.

- 38.8% of pantry programs, 41.8% of kitchen programs, and 28.3% of shelter programs offer two to five additional services or facilities.
- 18.4% of pantry programs, 16.8% of kitchen programs, and 38.4% of shelter programs offer as many as 6 to 10 additional services or facilities.
- 7.6% of pantry programs, 6.8% of kitchen programs, and 23.4% 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 operate other facilities at the agency level for their clients. Table 10.5.3 summarizes the results.

TABLE 10.5.3

OTHER TYPES OF FACILITIES AGENCIES OPERATE IN ADDITION TO FOOD DISTRIBUTION

Other Facilities Provided by Agencies ^a	Agencies
Health Clinic	6.1%
Group home for physically/mentally disadvantaged	11.4%
Other residential facility	20.0%
Child day care program	18.2%
Youth after school program	22.7%
Summer camp serving low income clients	17.4%
Senior congregate feeding program	9.2%
Kids Cafe ^b	3.6%
Other ^c	31.3%
SAMPLE SIZE (N)	23,952

SOURCE: This table was constructed based on usable responses to Question 29 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 5.7%.

^aMultiple responses were accepted.

^bThe primary goal of the Kids Cafe program is to provide free and prepared food and nutrition education to hungry children. The Kids Cafe program also offers children a safe place where they can enjoy educational, recreational, and social activities under the supervision of the program staff. Kids Cafes utilize, as their program sites, existing community resources, such as Boys and Girls Clubs, or schools for instance where children already naturally congregate.

^cThis includes learning centers, food delivery services, and day programs for mentally disabled adults.

As many as 6.1% of agencies also operate health clinics. Other facilities run by agencies include:

- 11.4% of agencies run group homes for physically/mentally disadvantaged.
- 20.0% of agencies run other types of residential facilities.
- 18.2% of agencies run child day care programs.
- 22.7% of agencies run youth after-school programs.
- 17.4% of agencies run summer camps serving low-income clients.
- 9.2% of agencies run senior congregate-feeding programs.
- 3.6% of agencies run Kids Cafe programs.
- 31.3% 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
Faith-based or religion-affiliated nonprofit	75.7%	71.4%	43.0%
Other private nonprofit	19.1%	24.8%	51.9%
Governmental	2.5%	2.4%	2.6%
Other ^a	2.6%	1.4%	2.5%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131

SOURCE: This table was constructed based on usable responses to Question 30 of the agency survey.

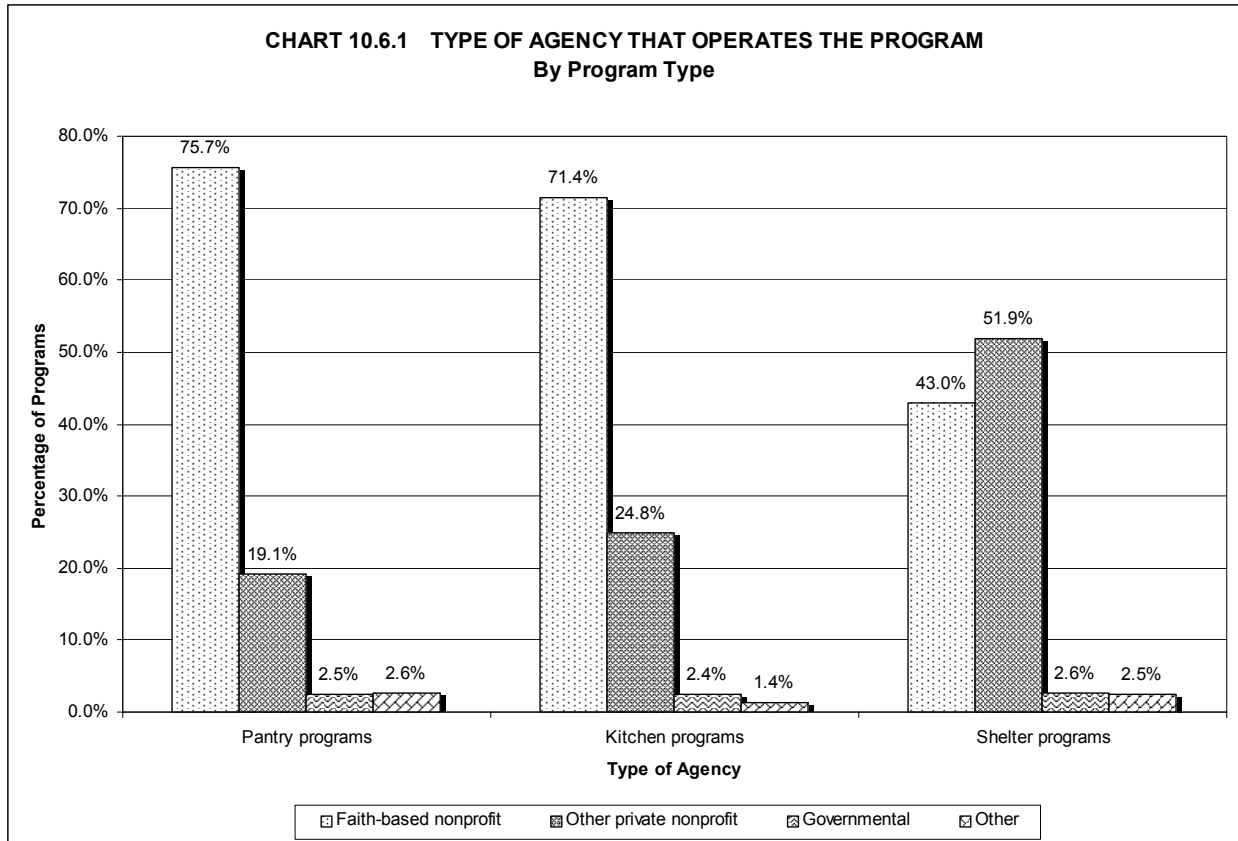
NOTE: The percentages presented in this table are based only on usable responses, excluding missing, don't know, and refusal responses. All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 4.6% for pantry programs, 5.2% for kitchen programs, and 4.7% for shelter programs.

^aThis includes various community-based organizations, such as Community Action Commissions.

According to Table 10.6.1, 75.7% of the pantries, 71.4% of the kitchens, and 43.0% of the shelters are run by faith-based or religion-affiliated nonprofit agencies. In addition:

- 2.5% of the pantries, 2.4% of the kitchens, and 2.6% of the shelters are run by government-affiliated agencies.
- Remaining agencies are operated by other kinds of private nonprofit organizations, such as community-based charities or philanthropic organizations.



10.7 PROGRAMS SERVING SELECTED TYPES OF CLIENTS

Agencies were asked whether their programs serve migrant workers, legal immigrants, or undocumented immigrants.²⁰

TABLE 10.7.1
PROGRAMS SERVING SELECTED TYPES OF CLIENTS

	Pantry Programs	Kitchen Programs	Shelter Programs
Migrant Workers			
Yes	28.8%	34.0%	30.3%
No	71.2%	66.0%	69.7%
TOTAL	100.0%	100.0%	100.0%
Legal Immigrants			
Yes	52.4%	58.6%	61.6%
No	47.6%	41.4%	38.4%
TOTAL	100.0%	100.0%	100.0%
Undocumented Immigrants			
Yes	28.8%	37.6%	40.2%
No	71.2%	62.4%	59.8%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131

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

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For migrant workers, missing, don't know, and refusal responses combined are 36.2% for pantry programs, 50.3% for kitchen programs, and 36.9% for shelter programs.

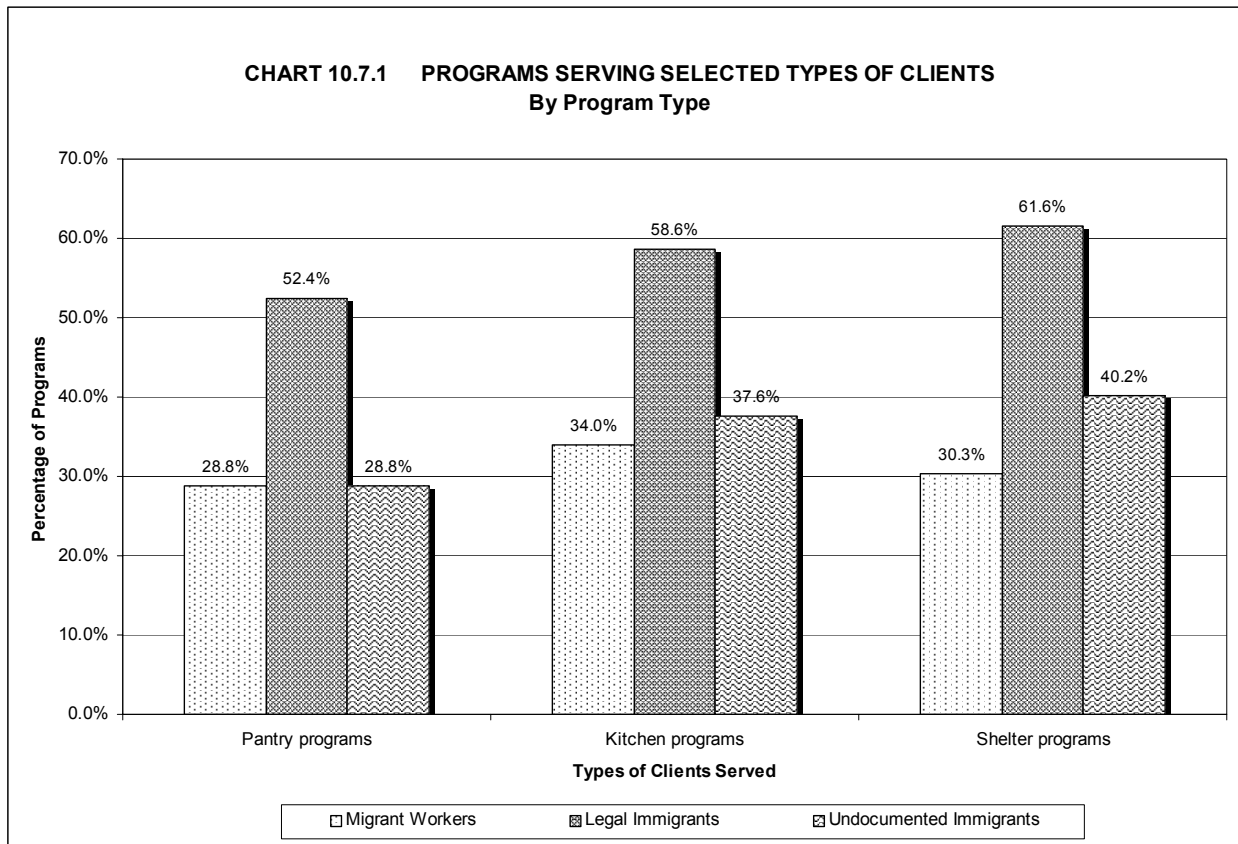
For legal immigrants, missing, don't know, and refusal responses combined are 30.9% for pantry programs, 44.6% for kitchen programs, and 27.4% for shelter programs.

For undocumented immigrants, missing, don't know, and refusal responses combined are 44.9% for pantry programs, 57.7% for kitchen programs, and 38.1% for shelter programs.

²⁰A large number of the responding agencies left these three questions unanswered.

Findings in Table 10.7.1 include:

- 28.8% of the pantries, 34.0% of the kitchens, and 30.3% of the shelters serve migrant workers.
- 52.4% of the pantries, 58.6% of the kitchens, and 61.6% of the shelters serve legal immigrants.
- 28.8% of the pantries, 37.6% of the kitchens, and 40.2% of the shelters serve undocumented immigrants.



10.8 AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 1998 TO 2001

Agencies were asked whether they serve more or fewer clients compared to the year 1998. In supplying this information, agencies representing 59.0% of the pantries, 55.7% of the kitchens, and 67.2% of the shelters said they used their records. For a majority of the remaining programs, agencies relied on their best estimates. Table 10.8.1 shows the findings.

TABLE 10.8.1

AGENCY ESTIMATES OF CHANGE IN NUMBER OF CLIENTS FROM 1998 TO 2001

	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Agency estimate of change in the number of clients compared to year 1998</i>			
More clients	59.8%	58.1%	56.0%
Fewer clients	10.1%	10.9%	5.6%
About the same number of clients	21.6%	23.3%	34.0%
Program did not exist in 1998	8.5%	7.7%	4.4%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131

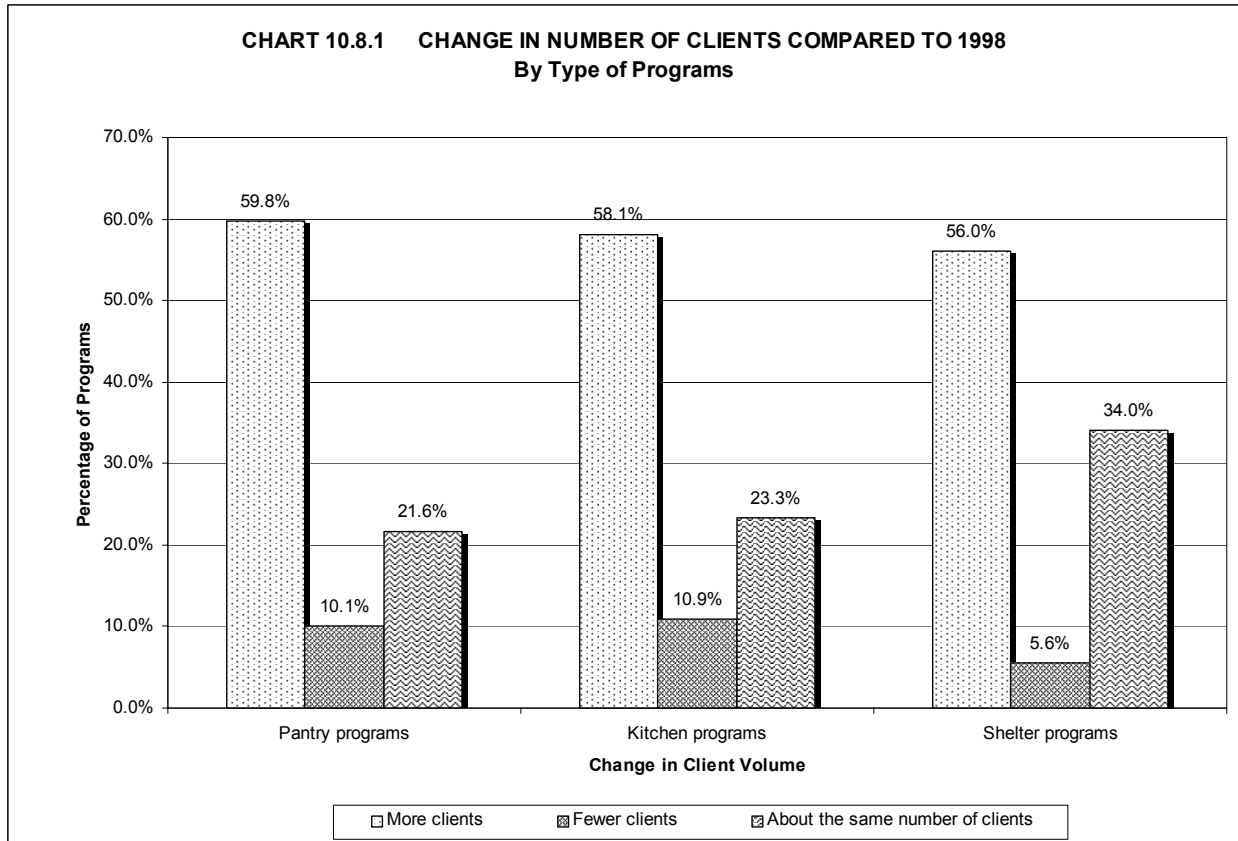
SOURCE: This table was constructed based on usable responses to Questions 7 and 7a of the agency survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 7.3% for pantry programs, 14.8% for kitchen programs, and 13.9% for shelter programs.

Regarding the volume of the clients, 59.8% of the pantries, 58.1% of the kitchens, and 56.0% of the shelters indicate that they serve more clients now than they did in 1998.

- 21.6% of the pantries, 23.3% of the kitchens, and 34.0% of the shelters indicated that they serve about the same number of clients in 2001 as in 1998.
- 10.1% of the pantries, 10.9% of the kitchens, and 5.6% of the shelters indicated that they serve fewer clients in 2001 than they did in 1998.
- 8.5% of the pantries, 7.7% of the kitchens, and 4.4% of the shelters did not exist in 1998.



10.9 SEASONALITY OF CLIENT MIX

Agencies were asked whether their programs experience significant change in client mix by season and, if so, what kinds of change. Results are shown in Table 10.9.1.

TABLE 10.9.1
SEASONALITY OF CLIENT MIX

	Pantry Programs	Kitchen Programs	Shelter Programs
Programs Experiencing Changes in Client Mix by Season	20.8%	26.1%	18.4%
SAMPLE SIZE (N)	12,468	2,853	2,131
<i>Nature of changes in client mix during the year</i>			
Ratio of men to women changes	26.5%	38.0%	33.5%
Mix of ethnic groups changes	26.5%	27.8%	41.2%
Many more children in summer	46.2%	68.2%	28.8%
Many more migrant workers in summer	19.4%	16.0%	14.6%
Many more migrant workers in winter	10.5%	8.3%	6.4%
Different group of people at the holidays	71.2%	54.2%	39.5%
Other ^a	12.2%	11.9%	21.4%
SAMPLE SIZE (N) – Programs experiencing changes in client mix by season	2,394	620	324

SOURCE: This table was constructed based on usable responses to Questions 20 and 21 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 A2H network. The sample sizes (N) also include missing data.

For programs experiencing changes in client mix by season, missing, don't know, and refusal responses combined are 5.0% for pantry programs, 13.7% for kitchen programs, and 11.5% for shelter programs.

For nature of changes in client mix during the year, missing, don't know, and refusal responses combined are 0.3% for pantry programs, 0.1% for kitchen programs, and 0.1% for shelter programs.

^aThis includes less elderly people in winter and more families in winter.

20.8% of the pantries, 26.1% of the kitchens, and 18.4% of the shelters indicated that they experience seasonal changes in the mix of clients during the year. As to the nature of changes in client mix during the year:

- 26.5% of the pantries, 38.0% of the kitchens, and 33.5% of the shelters said they experience changes in the ratio of men to women.
- 46.2% of the pantries, 68.2% of the kitchens, and 28.8% of the shelters said they serve more children in summer.
- 71.2% of the pantries, 54.2% of the kitchens, and 39.5% of the shelters said they serve a different group of people at the holidays.

11. AGENCIES AND FOOD PROGRAMS: FOOD SERVICES

In understanding the workings of the A2H network, it is important to understand the broad differences between providers in their scales 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, ranging from pantries which serve just a few clients per day up to pantries and kitchens which 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 which respondents were in general best able to relate to.

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 and how much a typical box or bag weighs. Table 11.1.1 shows the results.

TABLE 11.1.1
NUMBER OF BOXES OR BAGS DISTRIBUTED IN A TYPICAL WEEK

Pantry Programs	
<i>Programs distributing the following number of boxes or bags of food in a typical week:</i>	
1-9	14.6%
10-29	23.1%
30-49	13.3%
50-99	18.7%
100-299	19.1%
300-499	3.9%
500 or more	7.4%
TOTAL	100.0%

	Pantry Programs
Average number of boxes or bags of food distributed in a typical week among valid responses ^a	186
Median number of boxes or bags of food distributed in a typical week among valid responses ^a	45
Average weight of a typical bag/box among valid responses (in pounds)	24
Median weight of a typical bag/box among valid responses (in pounds)	20
SAMPLE SIZE (N)	12,468

SOURCE: This table was constructed based on usable responses to Questions 6 and 6a of the agency survey.

NOTE: 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 of the A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 19.0% for pantry programs.

^aZeros as responses were not included as valid responses for calculating the average and the median.

On average, the participating pantries distributed 186 boxes or bags (median: 45) of food during a typical week, with the average weight of a typical box or bag being 24 pounds. More details on the amount of food distributed during a typical week follow:

- 23.1% of the pantries distributed 10 to 29 boxes or bags of food.
- 13.3% of the pantries distributed 30 to 49 boxes or bags of food.
- 18.7% of the pantries distributed 50 to 99 boxes or bags of food.
- 19.1% of the pantries distributed 100 to 299 boxes or bags of food.
- 3.9% of the pantries distributed 300 to 499 boxes or bags of food.
- 7.4% 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)
<i>Programs that distributed the following number of boxes/bags or meals of food</i>			
1-9	23.9%	4.7%	17.8%
10-29	26.1%	10.8%	20.6%
30-49	13.6%	14.9%	16.8%
50-99	16.8%	27.9%	20.0%
100-149	7.7%	15.6%	7.8%
150-199	3.6%	8.0%	4.0%
200-249	2.0%	5.6%	2.5%
250 or more	6.2%	12.4%	10.4%
Average number of bags or boxes of food distributed among valid responses ^a	73	n.a.	n.a.
Median number of bags or boxes of food distributed among valid responses ^a	29	n.a.	n.a.
Average number of meals served among valid responses ^a	n.a.	159	180
Median number of meals served among valid responses ^a	n.a.	80	42
SAMPLE SIZE (N)	12,468	2,853	2,131

SOURCE: This table was constructed based on usable responses to Question 6c of the agency survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 34.9% for pantry programs, 36.8% for kitchen programs, and 45.1% for shelter programs.

^aZeros 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. Some programs served several people and others several hundred people when they were last open. On average, the pantry programs distributed 73 boxes/bags (median: 29) of food when they were last open. The kitchen programs distributed 159 meals (median: 80) and the shelter programs distributed 180 meals (median: 42). Details follow:

- 19.6% of pantries distributed 100 or more boxes or bags of food on the day they were last open.
- 80.4% of pantries distributed less than 100 boxes or bags of food on the day they were last open.
- 41.7% of kitchens served 100 or more meals on the day they were last open.
- 58.3% of kitchens served less than 100 meals on the day they were last open.
- 24.8% of shelters served 100 or more meals on the day they were last open.
- 75.2% of shelters served less than 100 meals on the day they were last open.

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 why some agencies have had to turn away clients are also discussed.

12.1 STABILITY OF EXISTING FOOD PROGRAMS

Agencies were asked if their food programs are stable or facing problems that threaten their food programs' continued operation and, if so, which of several listed factors were the causes of the threat. Agencies were asked to check more than one reason, if more than one was 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
<i>Programs facing one or more problems that threaten their continued operation</i>	19.8%	21.7%	25.3%
SAMPLE SIZE (N)	12,468	2,853	2,131
<i>Nature of the problem^a</i>			
Problems related to funding	67.9%	74.8%	87.4%
Problems related to food supplies	39.0%	33.7%	16.1%
Problems related to paid staff or personnel	16.5%	30.3%	34.6%
Problems related to volunteers	32.4%	26.5%	13.1%
Community resistance	3.6%	7.1%	11.4%
Other problems	12.9%	12.7%	8.7%
SAMPLE SIZE (N) – Programs facing problems	2,350	534	467

SOURCE: This table was constructed based on usable responses to Questions 17 and 18 of the agency survey.

TABLE 12.1.1 (continued)

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 A2H network. The sample sizes (N) also include missing data.

For programs facing one or more problems that threaten their continued operation, missing, don't know, and refusal responses combined are 2.4% for pantry programs, 1.5% for kitchen programs, and 1.0% for shelter programs.

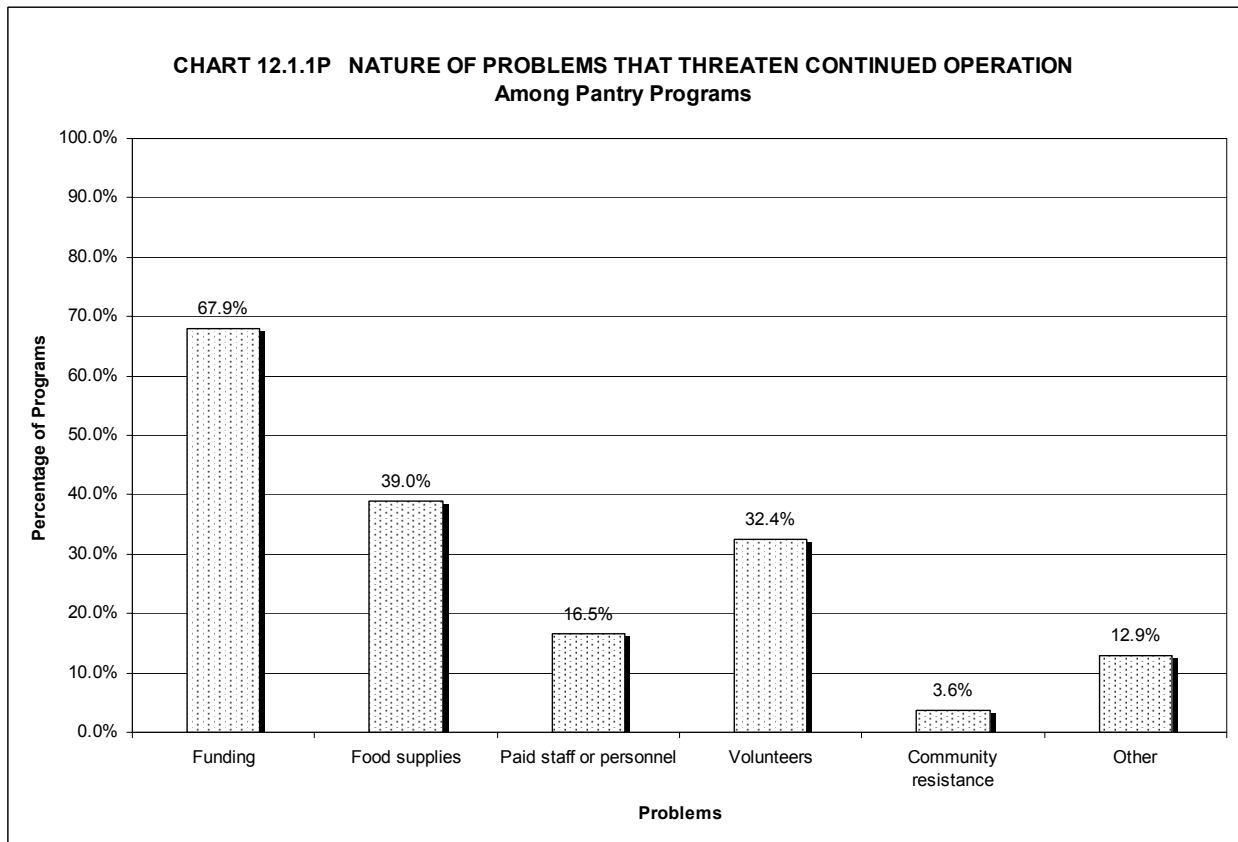
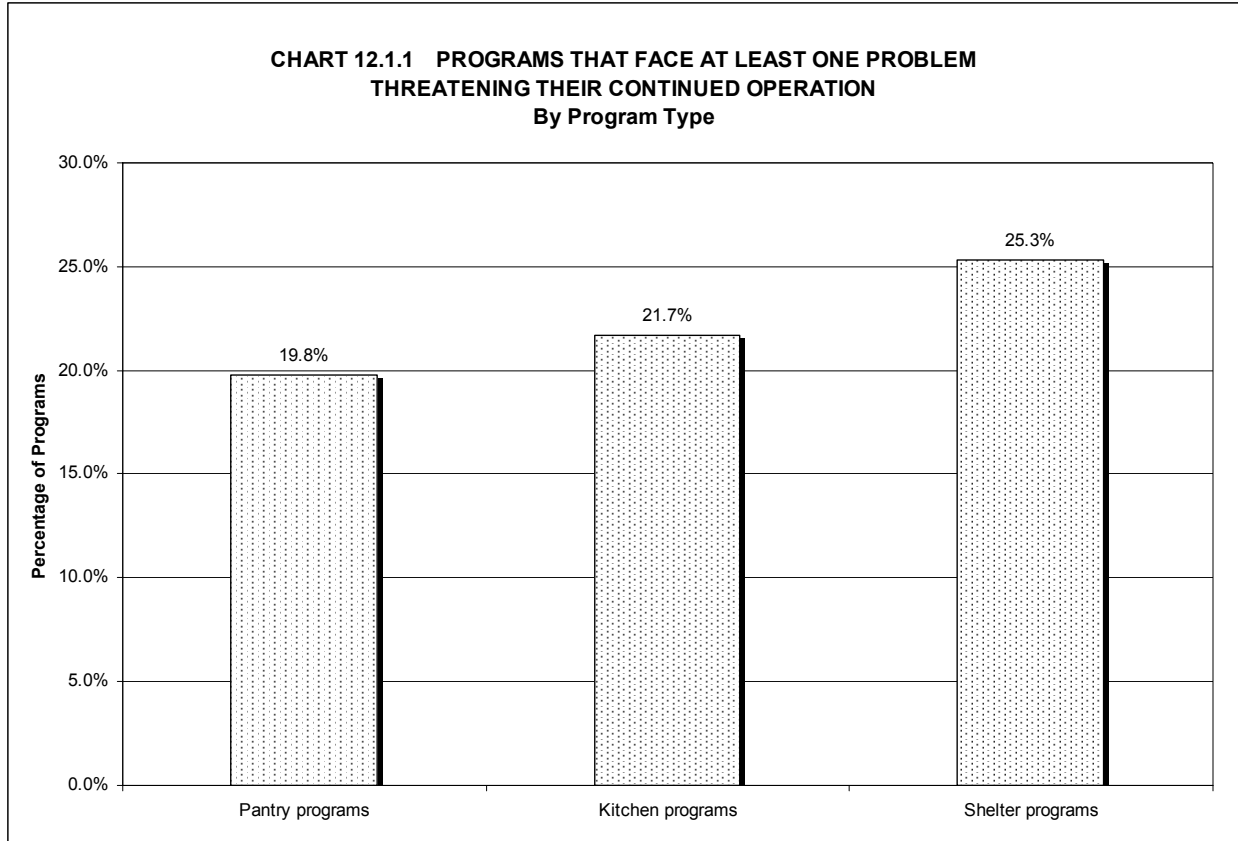
For nature of problems, missing, don't know, and refusal responses combined are 2.5% for pantry programs, 2.7% for kitchen programs, and 2.7% for shelter programs.

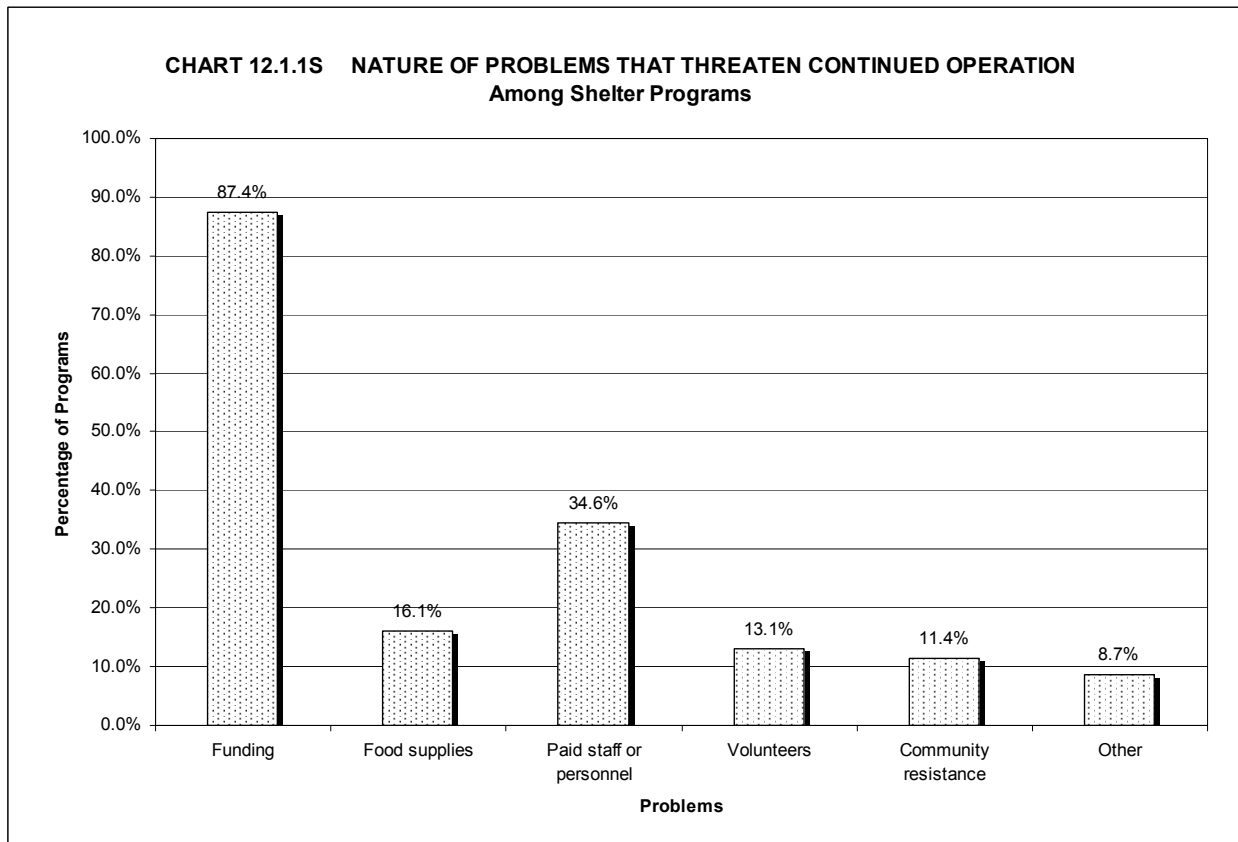
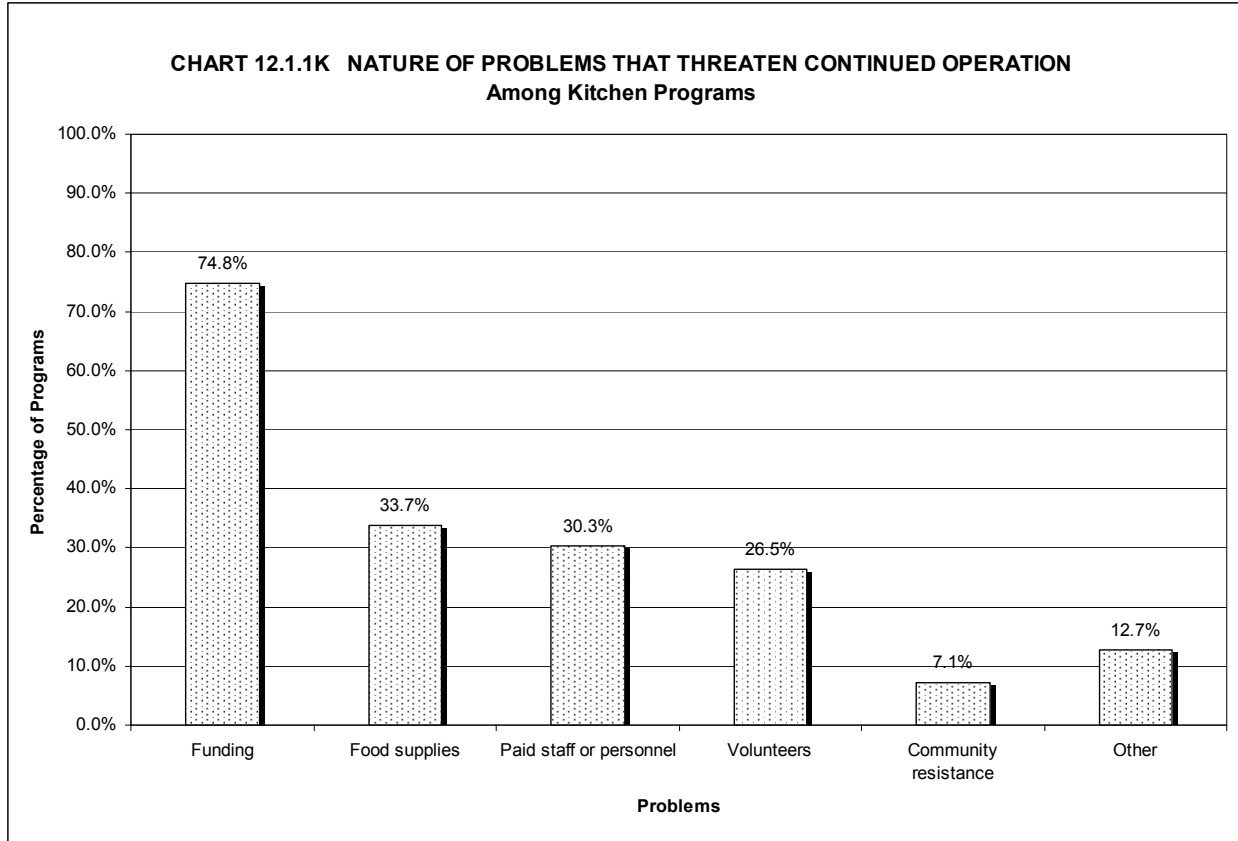
^aMultiple responses were accepted.

As Table 12.1.1 shows, 19.8% of the pantries, 21.7% of the kitchens, and 25.3% of the shelters believe they are facing one or more problems that threaten their continued operation.

Those problems include:

- Of the programs facing threats, 67.9% of the pantries, 74.8% of the kitchens, and 87.4% of the shelters referred to funding issues as a threat; 39.0% of the pantries, 33.7% of the kitchens, and 16.1% of the shelters indicated food supplies as a threat to their continued operation.
- 30.3% of the threatened kitchens and 34.6% of the threatened shelters identified issues related to paid staff or personnel as a threat; 32.4% of the pantries and 26.5% of the kitchens stated that volunteer-related problems posed a threat.





12.2 FREQUENCY OF STRETCHING FOOD RESOURCES

Agencies were asked if 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 2000, 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	47.5%	66.5%	76.3%
Rarely	39.0%	25.5%	18.6%
SUBTOTAL	86.5%	92.1%	94.9%
Sometimes	12.6%	7.4%	4.9%
Always	0.9%	0.5%	0.3%
SUBTOTAL	13.5%	7.9%	5.1%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131

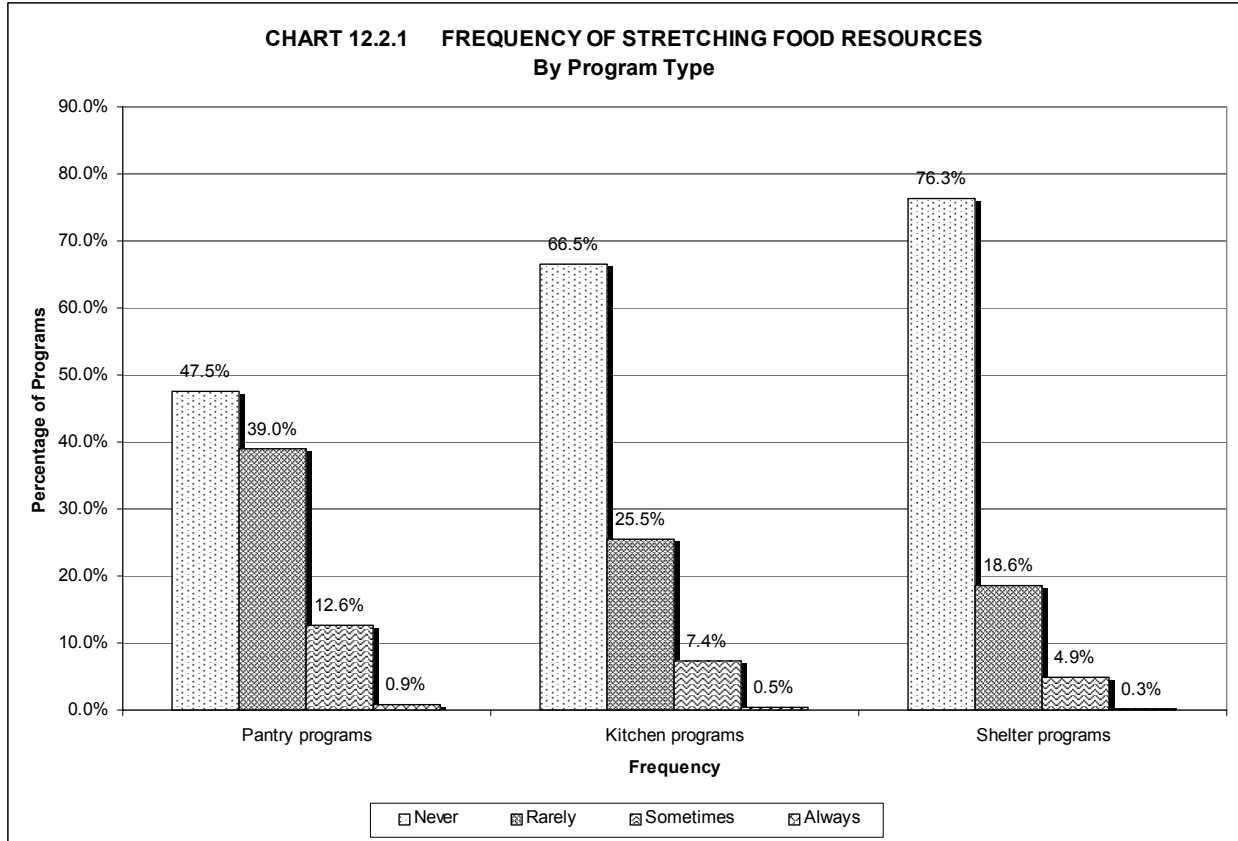
SOURCE: This table was constructed based on usable responses to Question 13 of the agency survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 4.7% for pantry programs, 13.3% for kitchen programs, and 14.9% for shelter programs.

During the year 2000, 47.5% of pantries, 66.5% of kitchens, and 76.3% of shelters never experienced the need to stretch food resources (reduce meal portions or reduce the quantity of food in food packages) because of a shortage of food available to be distributed.

- Nevertheless, 13.5% of the pantries, 7.9% of the kitchens, and 5.1% 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 due to lack of food (Table 12.2.1N).

TABLE 12.2.1N

ESTIMATED NUMBER OF PROGRAMS HAVING TO STRETCH FOOD RESOURCES

During 2000, 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	12,485	3,804	3,144
Rarely	10,251	1,459	766
SUBTOTAL	22,736	5,269	3,910
Sometimes	3,312	423	202
Always	237	29	12
SUBTOTAL	3,548	452	210
ESTIMATED TOTAL NUMBER OF PROGRAMS	26,284	5,721	4,120

Key findings include:

- An estimated 3,548 pantries, 452 kitchens, and 210 shelters reported having to take steps to stretch the available food.

12.3 PROGRAMS THAT TURNED AWAY CLIENTS

Agencies were asked if 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 estimates to supply this information. Tables 12.3.1 and 12.3.2 show the results.

TABLE 12.3.1

PROGRAMS THAT TURNED AWAY CLIENTS

	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Did the program turn away clients during the year 2000?</i>			
Yes	32.1%	15.1%	59.9%
No	67.9%	84.9%	40.1%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131
Average number of clients turned away in year 2000 among those that turned away at least one client	48	81	132
Median number of clients turned away in year 2000 among those that turned away at least one client	15	20	48
SAMPLE SIZE (N) – Programs providing a valid number of clients who were turned away	2,565	232	664
<i>Reasons for turning away clients^a</i>			
Lack of food resources	29.2%	39.3%	17.7%
Services needed not provided by the program	28.0%	18.5%	49.4%
Clients were ineligible or could not prove eligibility	43.6%	16.6%	38.8%
Clients abused program/came too often	51.0%	14.3%	27.4%
Clients exhibited drug, alcohol, or behavior problem	26.0%	59.3%	56.8%
Clients lived outside service area	42.7%	4.9%	8.4%
Clients had no proper identification	29.2%	7.9%	10.3%
Client's income exceeded the guidelines	21.2%	3.0%	4.0%
Other	7.7%	8.0%	37.3%
SAMPLE SIZE (N) – Programs that turned away clients	3,787	366	1,069

SOURCE: This table was constructed based on usable responses to Questions 9, 10, 11, and 12 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 A2H network. The sample sizes (N) also include missing data.

For programs that turned away clients, missing, don't know, and refusal responses combined are 6.6% for pantry programs, 16.9% for kitchen programs, and 15.8% for shelter programs.

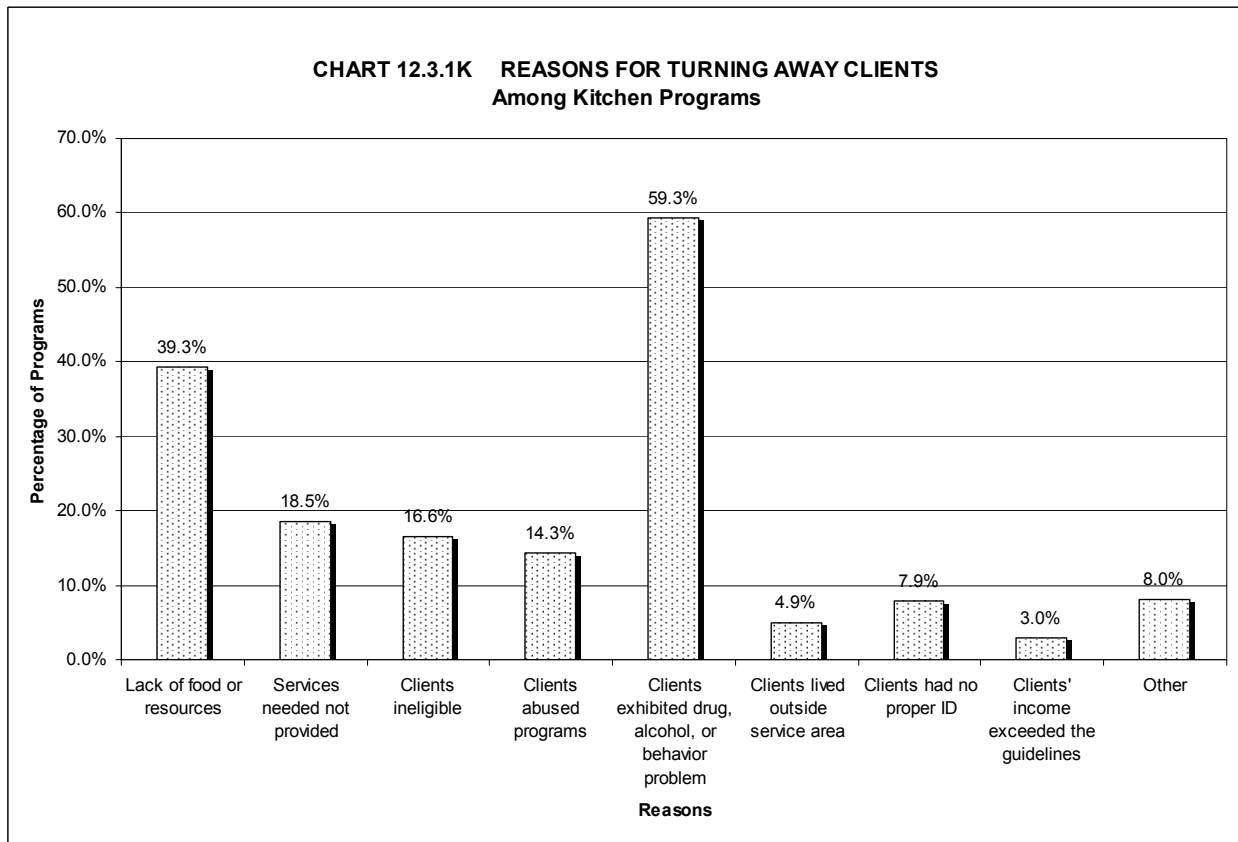
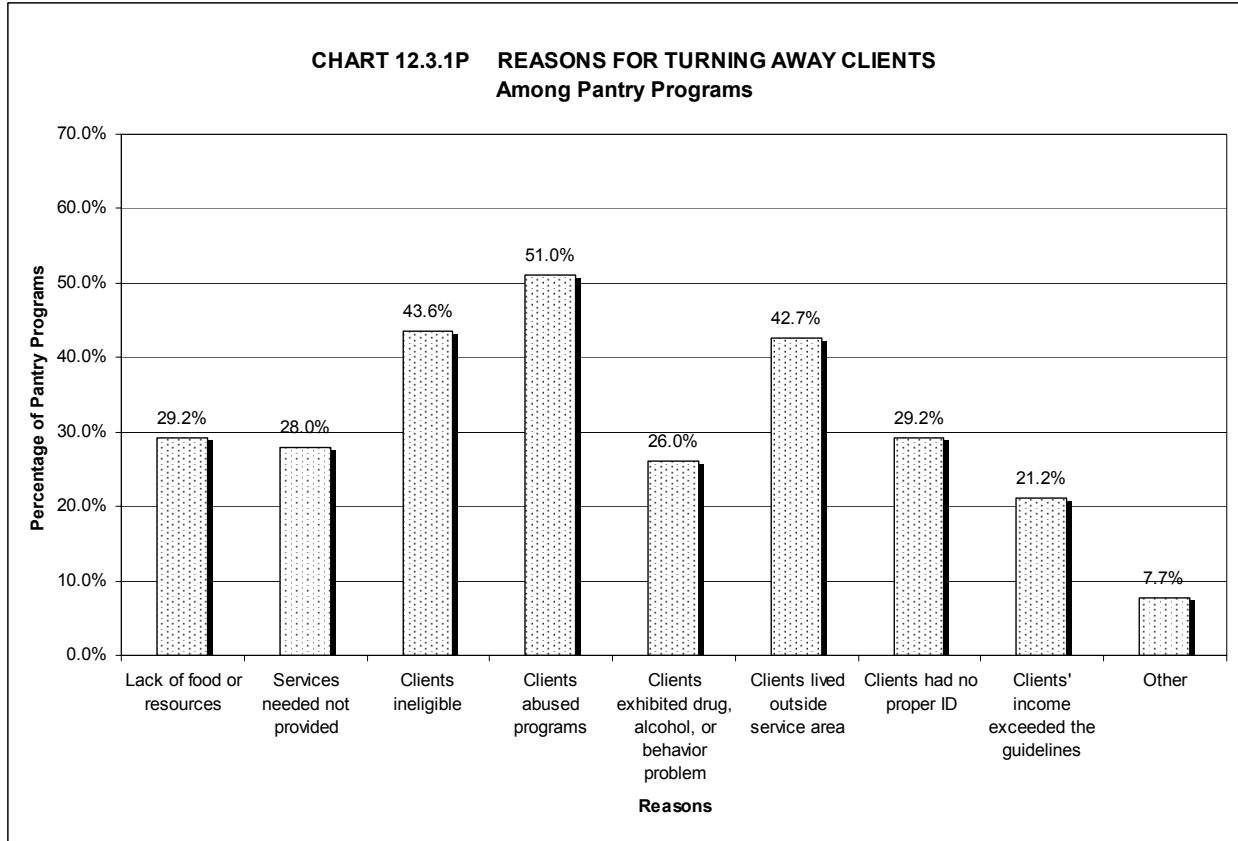
TABLE 12.3.1 (continued)

For reasons for turning away clients, missing, don't know, and refusal responses combined are 2.6% for pantry programs, 9.1% for kitchen programs, and 2.0% for shelter programs.

^aMultiple responses were accepted.

As Table 12.3.1 shows, 32.1% of the pantries, 15.1% of the kitchens, and 59.9% of the shelters responded that they turned away clients during the year 2000. Reasons for turning away clients follow:

- Among programs turning away clients, 29.2% of the pantries, 39.3% of the kitchens, and 17.7% of the shelters turned away clients at least once due to lack of food resources.
- Among programs turning away clients, 28.0% of the pantries, 18.5% of the kitchens, and 49.4% of the shelters turned away clients at least once because the services needed were not provided by the program.
- Among programs turning away clients, 43.6% of the pantries, 16.6% of the kitchens, and 38.8% of the shelters turned away clients at least once because the clients were ineligible or could not prove eligibility.
- Among programs turning away clients, 51.0% of the pantries, 14.3% of the kitchens, and 27.4% of the shelters turned away clients at least once because the clients abused the program or because they came too often.



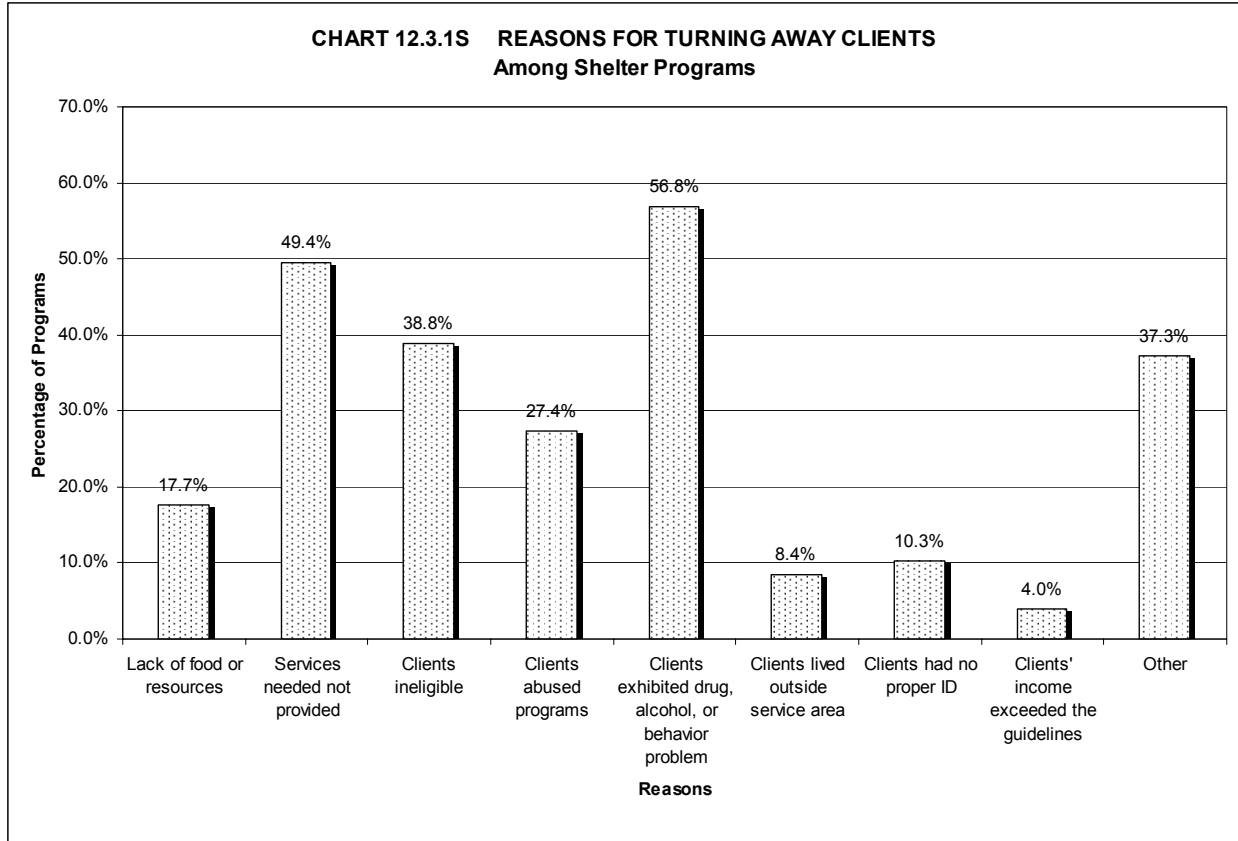


TABLE 12.3.2

MOST FREQUENT REASONS THE PROGRAM TURNED AWAY CLIENTS

	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Most frequent reason</i>			
Lack of food or resources	20.1%	29.7%	13.7%
Services needed not provided by the program	6.5%	5.7%	15.0%
Clients were ineligible or could not prove eligibility	11.8%	7.6%	12.5%
Clients abused program/came too often	24.4%	2.5%	3.8%
Clients exhibited drug, alcohol, or behavior problem	4.6%	42.7%	20.9%
Clients lived outside service area	18.1%	1.7%	1.5%
Clients had no proper identification	5.2%	1.9%	0.6%
Client's income exceeded the guidelines	4.9%	0.7%	0.2%
Other	4.3%	7.6%	31.8%
TOTAL	100.0%	100.0%	100.0%
<i>Second most frequent reason</i>			
Lack of food or resources	6.7%	15.4%	4.9%
Services needed not provided by the program	12.7%	13.0%	22.6%
Clients were ineligible or could not prove eligibility	15.0%	8.6%	12.7%
Clients abused program/came too often	18.8%	13.5%	13.0%
Clients exhibited drug, alcohol, or behavior problem	8.5%	34.2%	29.6%
Clients lived outside service area	16.5%	4.7%	3.6%
Clients had no proper identification	12.5%	5.8%	4.0%
Client's income exceeded the guidelines	6.5%	0.5%	1.6%
Other	2.8%	4.3%	8.2%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – Programs that turned away clients	3,787	366	1,069

SOURCE: This table was constructed based on usable responses to Question 10a of the agency survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For most frequent reason, missing, don't know, and refusal responses combined are 7.6% for pantry programs, 14.7% for kitchen programs, and 8.2% for shelter programs.

For second most frequent reason, missing, don't know, and refusal responses combined are 28.6% for pantry programs, 54.5% for kitchen programs, and 28.1% for shelter programs.

12.4 ADDITIONAL FOOD RESOURCES NEEDED PER WEEK

Agencies were asked how much additional food is needed during a typical week to adequately meet the demand for food. Results are summarized in Table 12.4.1.

TABLE 12.4.1
ADDITIONAL FOOD RESOURCES NEEDED PER WEEK

	Pantry Programs	Kitchen Programs	Shelter Programs
No additional meals or meal equivalents needed ^a	61.6%	75.4%	86.1%
1 to 10 additional meals or meal equivalents needed	1.4%	3.8%	2.4%
11 to 49 additional meals or meal equivalents needed	6.9%	5.7%	4.3%
50 to 149 additional meals or meal equivalents needed	9.0%	9.0%	4.2%
150 or more additional meals or meal equivalents needed	21.0%	6.1%	3.0%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131
Average number of additional meal equivalents needed among valid answers ^b	457	144	137
Median number of additional meal equivalents needed among valid answers ^b	154	50	50
Average amount of additional food needed (pounds)	594	187	179
Median amount of additional food needed (pounds)	200	65	65
SAMPLE SIZE (N) – Programs that need more food resources	3,410	400	171

SOURCE: This table was constructed based on usable responses to Question 14 of the agency survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

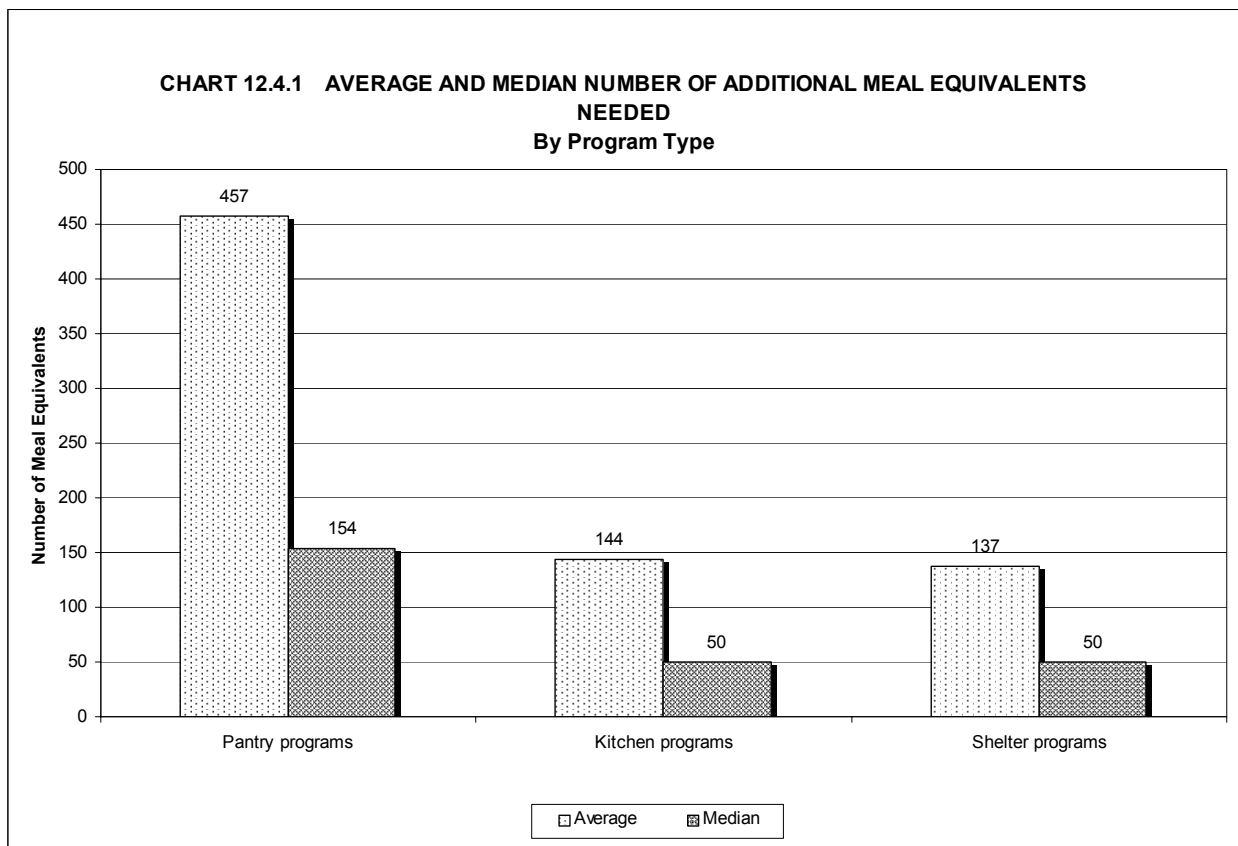
Missing, don't know, and refusal responses combined are 29.2% for pantry programs, 42.8% for kitchen programs, and 44.2% for shelter programs.

^aThis variable was constructed from two variables, one asking food poundage and the other number of meals. Poundage was converted to meals by dividing the poundage by 1.3. Then, the resulting number of meals and the other variable of actual number of meals were summed to produce the number of meals reported here. The 1.3 pounds per meal factor is based on tabulations from U.S. Department of Agriculture: "Food Consumption and Dietary Levels of Households in the United States, 1987-88." Washington, DC: U.S. Government Printing Office, 1994.

^bZeros as responses were not included as valid responses for calculating the average and the median.

A majority of programs, 61.6% of the pantries, 75.4% of the kitchens, and 86.1% of the shelters answered that they did not need additional food for distribution. Results among the programs in need of additional food follow:

- The median pantry needed more than 200 additional pounds of food per week.
- The median kitchen needed more than 50 additional meal equivalents per week.
- The median shelters needed more than 50 additional meal equivalents per week.



13. AGENCIES AND FOOD PROGRAMS: RESOURCES

Substantial amounts of resources are required to operate emergency food programs effectively, including food, staffing, and physical space. This chapter reports the types and sources of the resources used by A2H providers. We begin by examining the sources of food reported by the providers. The use of paid and unpaid staff is then examined, 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

<i>For each program, approximately what percent of the distributed food comes from each of the following source?^a</i>	Pantry Programs	Kitchen Programs	Shelter Programs
Average Percentage of Food Received from the Following Sources			
Food bank(s)	58.5%	43.1%	35.8%
Church or religious congregations	11.0%	12.8%	6.0%
Local merchant or farmer donations	3.2%	6.4%	1.8%
Local food drives (e.g., Boy Scouts)	6.0%	2.5%	1.7%
Food purchased by agency	10.5%	24.0%	47.2%
Federal food or commodity programs (TEFAP or CSFP)	6.2%	4.9%	1.3%
State food or commodity programs	2.4%	2.6%	1.4%
Other ^b	2.2%	3.6%	4.8%
ALL SOURCES	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131

SOURCE: This table was constructed based on usable responses to Question 8 of the agency survey.

NOTE: 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 13.1.1 (*continued*)

Technical Appendix volume to represent all emergency food programs of the A2H network. The sample sizes (N) also include missing data.

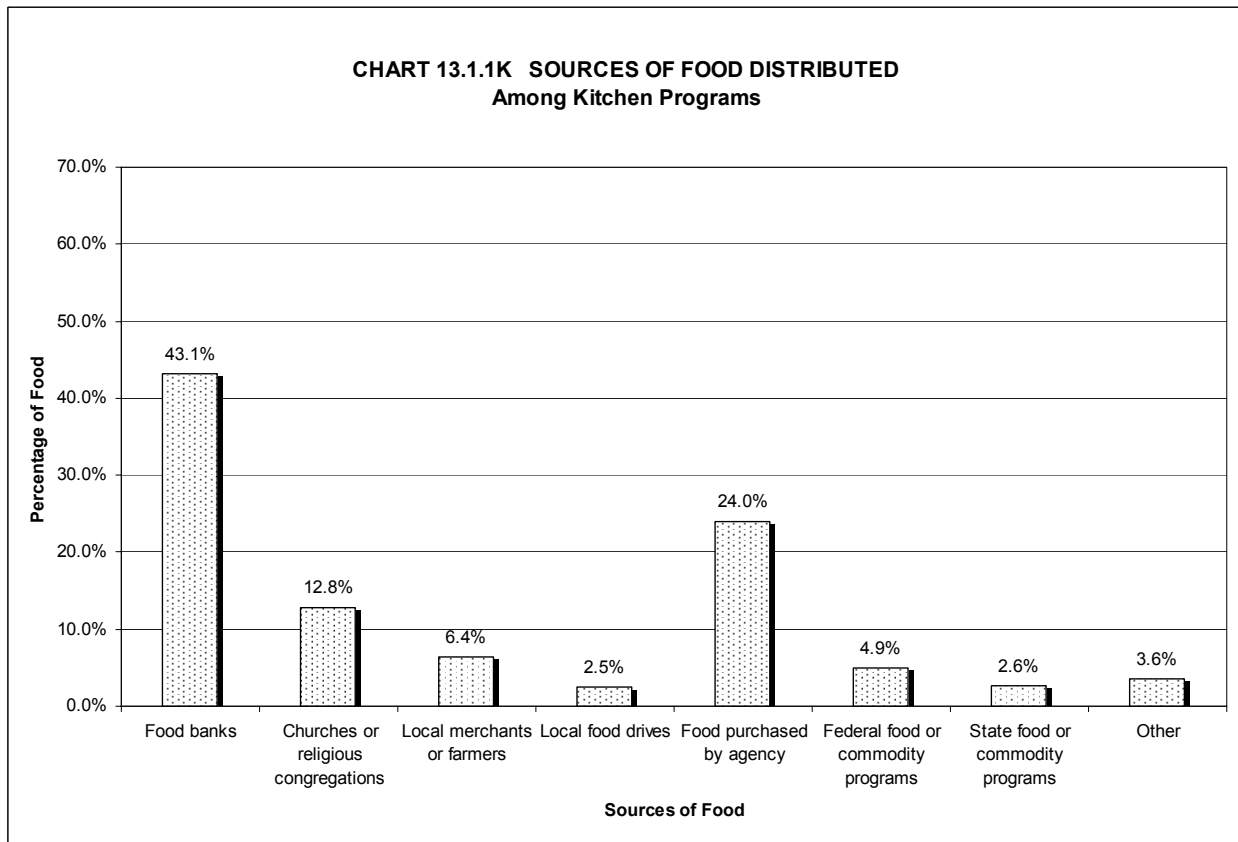
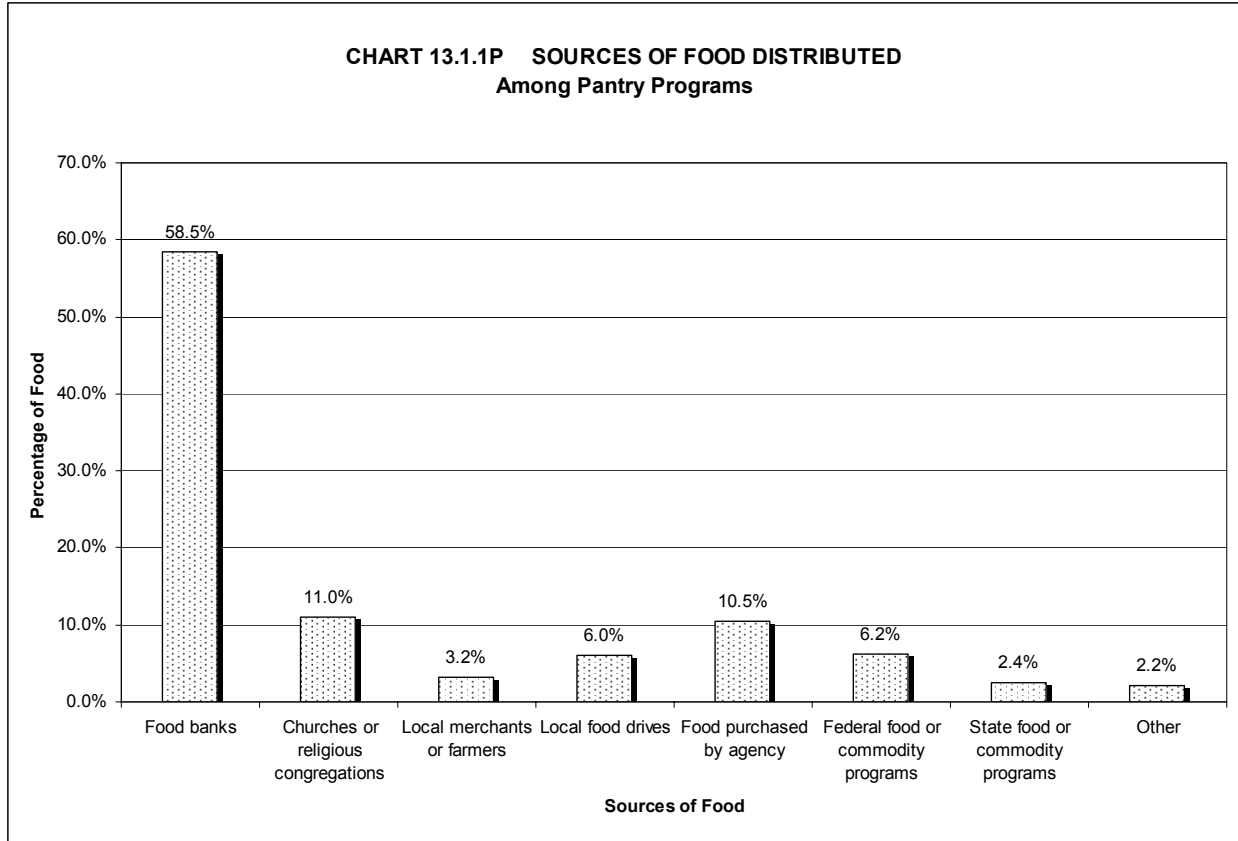
Missing, don't know, and refusal responses combined are 7.6% for pantry programs, 18.0% for kitchen programs, and 29.5% for shelter programs.

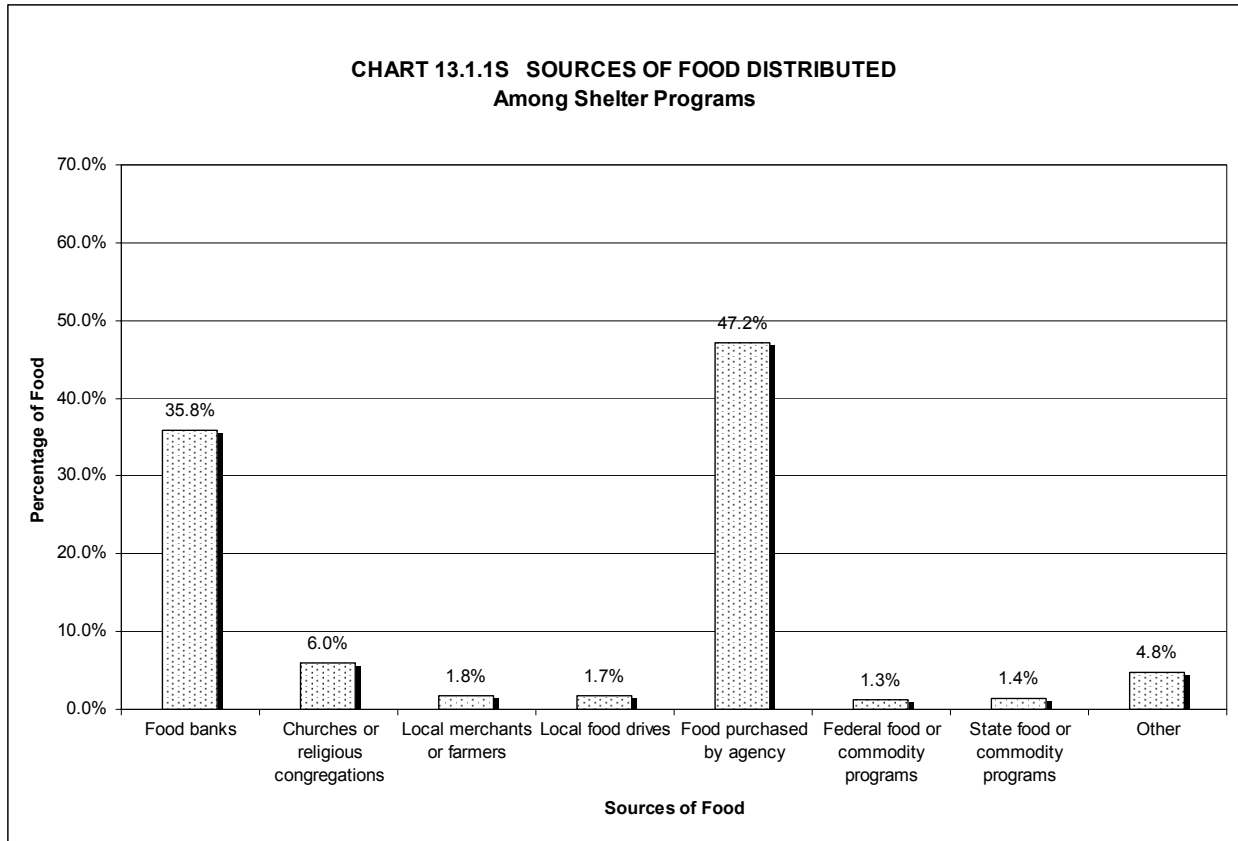
^aEach column adds to 100% because agencies were asked to distribute 100% over eight listed sources.

^bThis includes individual donations, organization gardens, and donations from other volunteer or civic groups.

Food banks are a major source of food. 58.5% of the food the pantries distribute, 43.1% of the food the kitchens serve, and 35.8% of the food the shelters serve are provided by their food banks. Programs also receive food from other sources:

- 11.0% of the food distributed by the pantries, 12.8% of the food distributed by the kitchens, and 6.0% of the food distributed by the shelters come from churches or religious congregations.
- 3.2% of the food distributed by the pantries, 6.4% of the food distributed by the kitchens, and 1.8% of the food distributed by the shelters come from local merchants or farmer donations.
- 6.0% of the food distributed by the pantries, 2.5% of the food distributed by the kitchens, and 1.7% of the food distributed by the shelters come from local food drives.
- 10.5% of the food distributed by the pantries, 24.0% of the food distributed by the kitchens, and 47.2% of the food distributed by the shelters are purchased by their agencies.
- 6.2% of the food distributed by the pantries, 4.9% of the food distributed by the kitchens, and 1.3% of the food distributed by the shelters come from federal food or commodity programs, such as TEFAP or CSFP.
- 2.4% of the food distributed by the pantries, 2.6% of the food distributed by the kitchens, and 1.4% of the food distributed by the shelters come from state food or commodity programs.
- 2.2% of the food distributed by the pantries, 3.6% of the food distributed by the kitchens, and 4.8% of the food distributed by the shelters come from other sources.





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

	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Number of Paid Staff</i>			
None	66.6%	45.0%	11.6%
1	15.8%	16.9%	6.6%
2	7.7%	11.7%	6.3%
3	3.6%	6.5%	4.9%
4	1.7%	5.2%	5.8%
5	1.2%	2.9%	4.9%
6-10	2.2%	6.5%	25.1%
More than 10	1.1%	5.3%	34.8%
TOTAL	100.0%	100.0%	100.0%
Average number of paid staff among valid responses	1	3	10
Median number of paid staff among valid responses	0	1	7
<i>Number of Volunteers</i>			
None	8.8%	7.6%	24.2%
1	6.0%	2.6%	7.8%
2-3	21.5%	11.4%	18.5%
4-6	24.0%	19.7%	17.3%
7-10	18.1%	18.6%	10.7%
11-20	14.0%	20.2%	9.8%
21-50	6.2%	13.2%	7.3%
More than 50	1.3%	6.8%	4.3%
TOTAL	100.0%	100.0%	100.0%
Average number of volunteers among valid responses	8	16	10
Median number of volunteers among valid responses	5	9	3

TABLE 13.2.1 (continued)

	Pantry Programs	Kitchen Programs	Shelter Programs
<i>Number of Volunteer Hours</i>			
None	10.6%	9.0%	27.2%
1-5	19.0%	11.7%	7.1%
6-10	15.5%	11.1%	9.4%
11-25	21.9%	17.3%	16.4%
26-50	15.3%	17.0%	14.0%
51-100	10.3%	14.4%	10.9%
More than 100	7.3%	19.6%	14.9%
TOTAL	100.0%	100.0%	100.0%
Average number of volunteer hours among valid responses (hours)	41	65	55
Median number of volunteer hours among valid responses (hours)	15	30	20
SAMPLE SIZE (N)	12,468	2,853	2,131

SOURCE: This table was constructed based on usable responses to Questions 15 and 16 of the agency survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

For number of paid staff, missing, don't know, and refusal responses combined are 9.9% for pantry programs, 18.1% for kitchen programs, and 14.3% for shelter programs.

For number of volunteers, missing, don't know, and refusal responses combined are 5.2% for pantry programs, 13.4% for kitchen programs, and 16.8% for shelter programs.

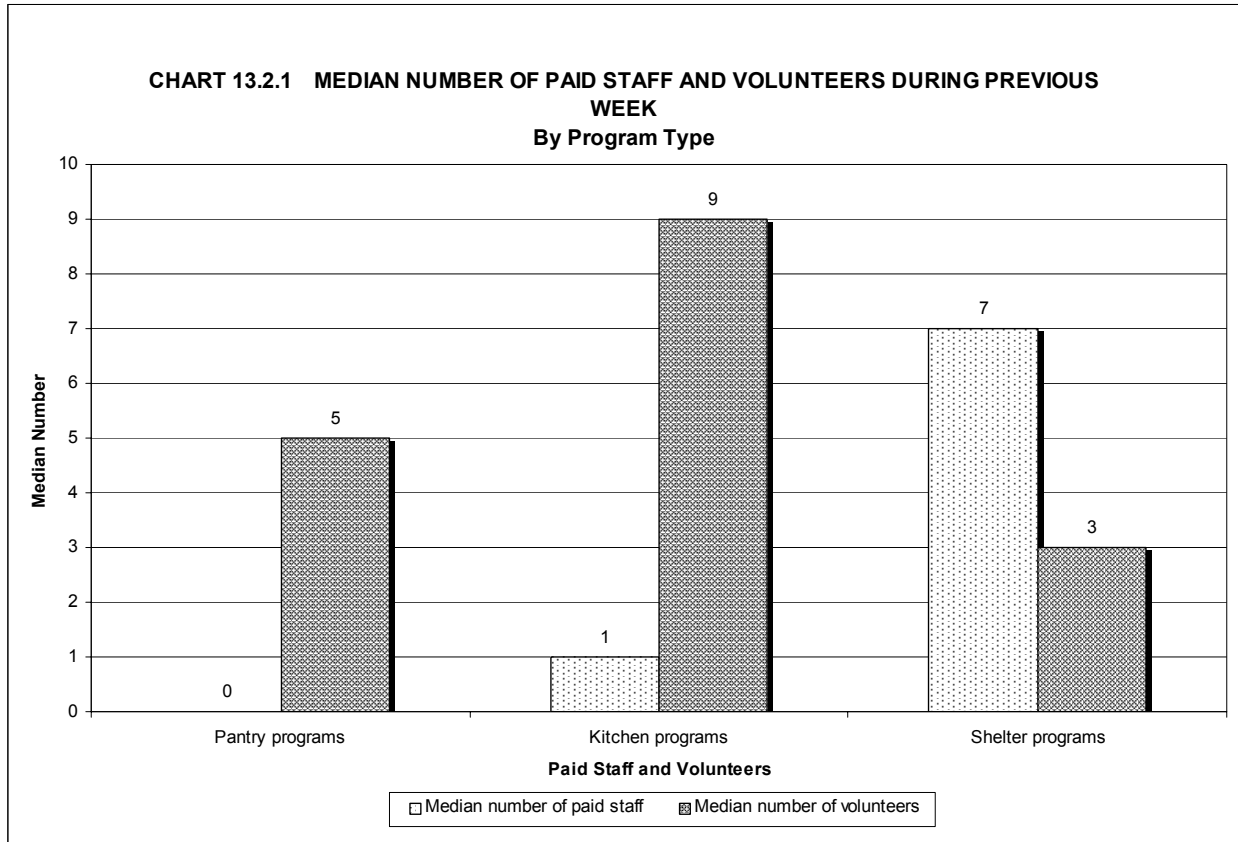
For number of volunteer hours, missing, don't know, and refusal responses combined are 17.2% for pantry programs, 23.4% for kitchen programs, and 24.6% for shelter programs.

As Table 13.2.1 shows, 66.6% of the pantries, 45.0% of the kitchens, and 11.6% of the shelters had no paid staff in their workforce during the week prior to this study. The median number of paid staff was zero for the pantries, one for the kitchens, and seven for the shelters.

More results include:

- The median number of volunteers in a week was five for the pantries, nine for the kitchens, and three for the shelters.
- The median number of volunteer hours during the previous week of this study was 15 for the pantries, 30 for the kitchens, and 20 for the shelters.

- 8.8% of the pantries, 7.6% of the kitchens, and 8.8% of the shelters had no volunteers in their workforce during the previous week of this study.



As shown in Table 13.2.1N, from a monetary standpoint, the contributions made by volunteers staff to the A2H system are very extensive.

TABLE 13.2.1N

ESTIMATED NUMBER OF VOLUNTEERS AND VOLUNTEER HOURS DURING PREVIOUS WEEK

	Pantry Programs	Kitchen Programs	Shelter Programs
Average Number of Volunteers Hours	41	65	55
Number of Programs	26,284	5,721	4,120
Total Number of Volunteer Hours During Previous Week	1,077,644	371,865	226,600
Total Dollar Value Of Volunteer Hours During Previous Week (\$7.18/hour) ^a	\$7,737,484	\$2,669,991	\$1,626,988

^aThe hourly wage used here (\$7.18) is the midpoint of the current minimum wage (\$5.15) and the average hourly earning from service occupations (\$9.21). The latter was obtained from U.S. Department of Labor Bureau of Labor Statistics: "National Compensation Survey: Occupational Wages in the United States, 1999." June 2001, Table 1, p. 30.

Key findings are:

- The value of volunteer time in pantry programs in a typical week is in excess of \$7.7 million.
- Comparable estimates for kitchen and shelter programs are \$2.7 million and \$1.6 million, respectively.

13.3 PRODUCTS PURCHASED FROM SOURCES OTHER THAN FOOD BANKS

Agencies were asked to indicate the categories of products that 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
Bread, cereal, rice, and pasta	30.8%	38.1%	47.2%
Fresh fruits and vegetables	19.1%	46.0%	56.5%
Canned or frozen fruits and vegetables	25.5%	33.5%	37.4%
Meat, poultry, fish, beans, eggs, and nuts	38.4%	56.0%	65.3%
Milk, yogurt, and cheese	20.9%	47.2%	63.1%
Fats, oils, condiments, and sweets	15.2%	39.1%	45.2%
Cleaning or personal hygiene products, diapers, and toilet paper	33.0%	41.4%	68.2%
Other ^b	8.3%	13.1%	8.7%
No outside purchases	30.3%	8.7%	5.3%
SAMPLE SIZE (N)	12,468	2,853	2,131

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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 7.5% for pantry programs, 14.7% for kitchen programs, and 12.6% for shelter programs.

^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, 30.3% of the pantries, 8.7% of the kitchens, and 5.3% of the shelters did not purchase products from sources other than their food banks. However, most

emergency food programs purchased products they needed from sources other than their food banks. More details follow:

- 30.8% of the pantries, 38.1% of the kitchens, and 47.2% of the shelters purchased bread, cereal, rice, and pasta.
- 19.1% of the pantries, 46.0% of the kitchens, and 56.5% of the shelters purchased fresh fruits and vegetables.
- 25.5% of the pantries, 33.5% of the kitchens, and 37.4% of the shelters purchased canned or frozen fruits and vegetables.
- 38.4% of the pantries, 56.0% of the kitchens, and 65.3% of the shelters purchased meat, poultry, fish, beans, eggs, and nuts.
- 20.9% of the pantries, 47.2% of the kitchens, and 63.1% of the shelters purchased milk, yogurt, and cheese.
- 15.2% of the pantries, 39.1% of the kitchens, and 45.2% of the shelters purchased fats, oils, condiments, and sweets.
- 33.0% of the pantries, 41.4% of the kitchens, and 68.2% of the shelters purchased cleaning or personal hygiene products, diapers, and toilet paper.

14. AGENCIES AND FOOD PROGRAMS: IMPORTANCE OF FOOD BANKS

The previous chapter noted that food banks are by far the single most largest source of food to A2H providers. This chapter examines the providers' relationship to the food banks in more detail. 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 and additional types of services the providers would like to obtain from the food banks.

14.1 PRODUCTS NEEDED FROM FOOD BANKS

Agencies were also 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
Bread, cereal, rice, and pasta	32.2%	22.5%	24.0%
Fresh fruits and vegetables	32.1%	41.8%	41.2%
Canned or frozen fruits and vegetables	28.3%	25.0%	21.5%
Meat, poultry, fish, beans, eggs, and nuts	53.6%	50.0%	51.1%
Milk, yogurt, and cheese	35.2%	37.3%	41.1%
Fats, oils, condiments, and sweets	17.8%	23.2%	21.1%
Cleaning or personal hygiene products, diapers, and toilet paper	51.4%	33.5%	54.1%
Other ^b	9.8%	10.8%	7.7%
SAMPLE SIZE (N)	12,468	2,853	2,131

SOURCE: This table was constructed based on usable responses to Question 26 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 A2H network. The sample sizes (N) also include missing data.

TABLE 14.1.1 (*continued*)

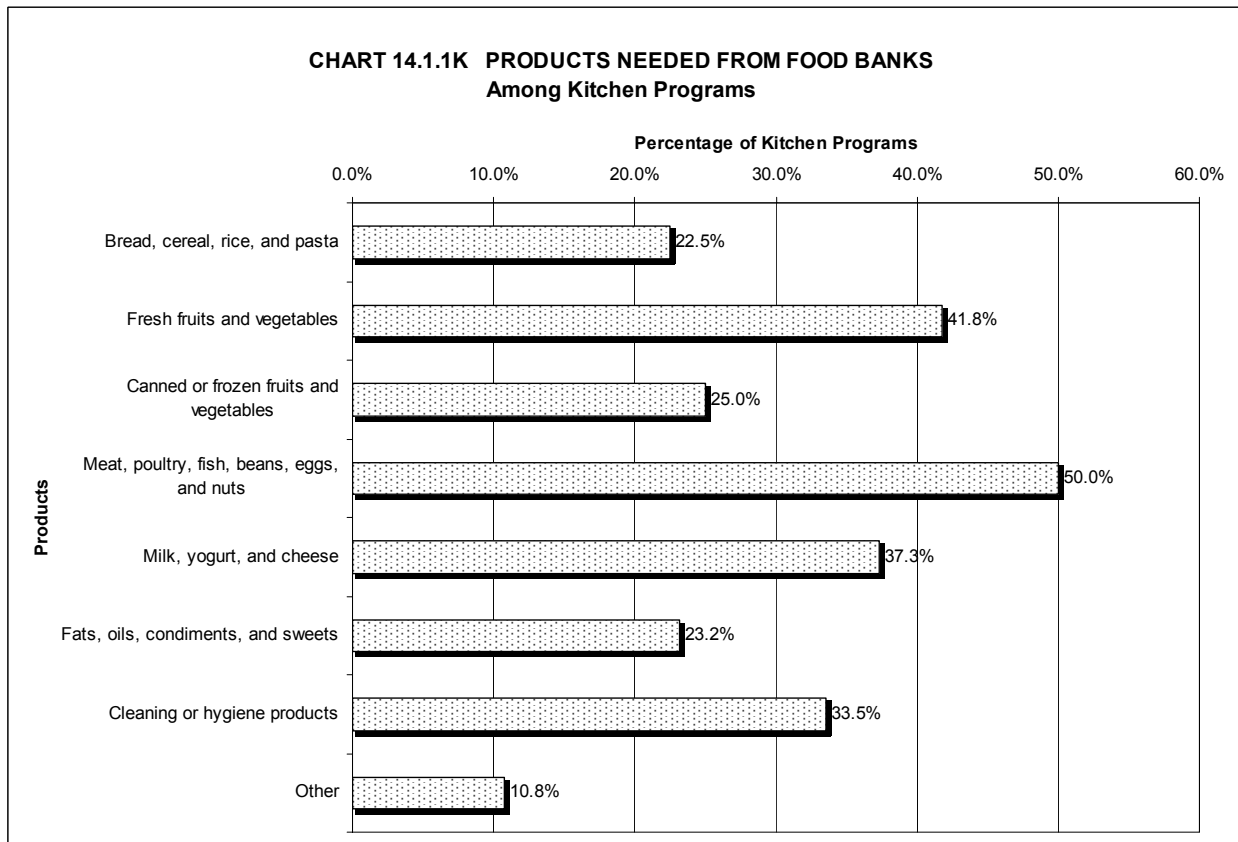
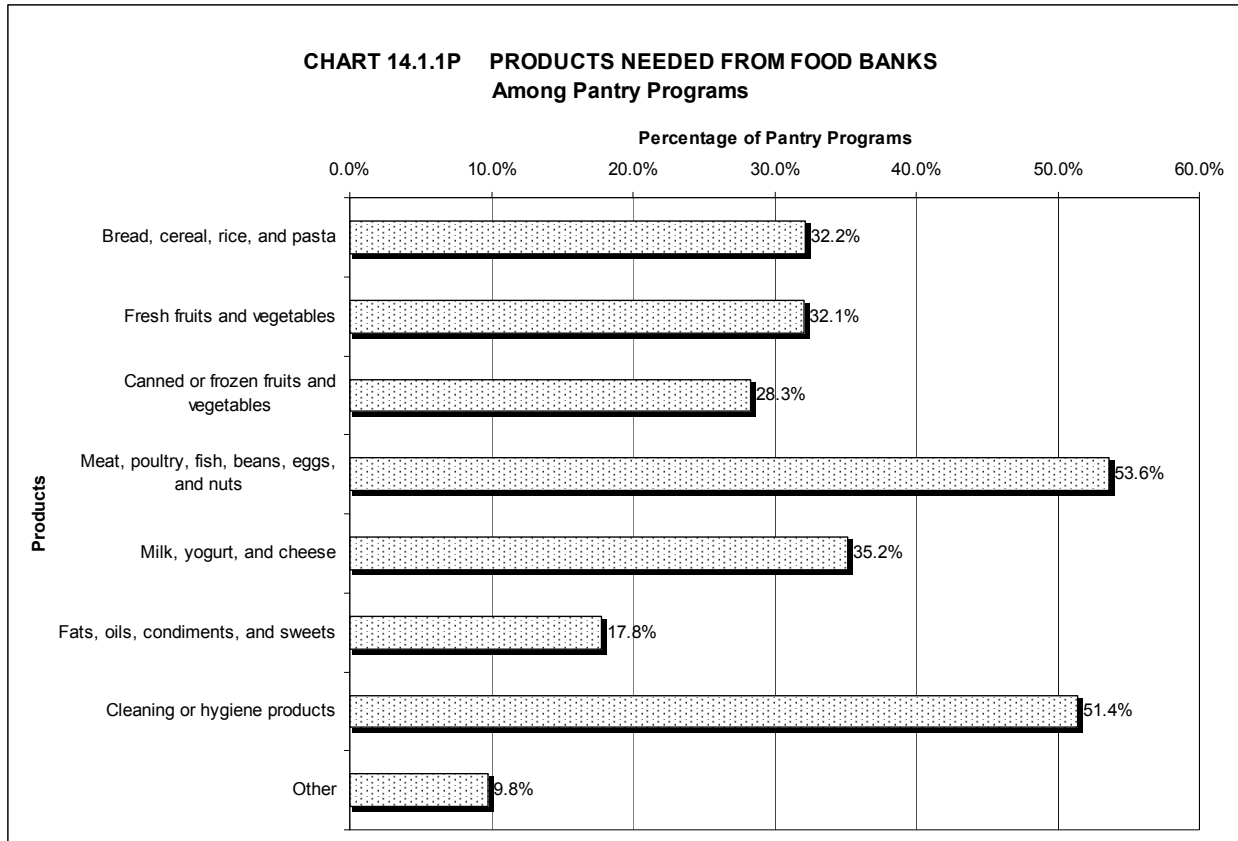
Missing, don't know, and refusal responses combined are 6.0% for pantry programs, 18.4% for kitchen programs, and 16.6% for shelter programs.

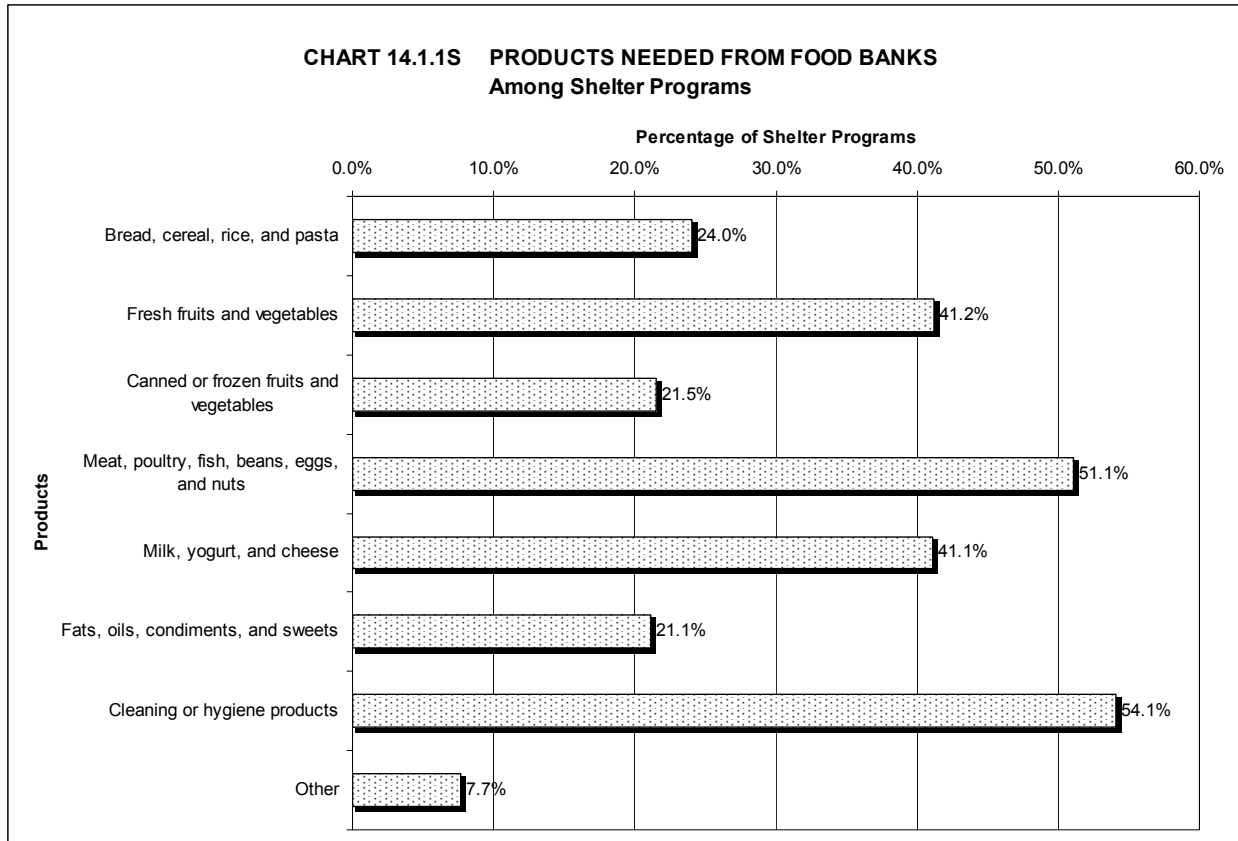
^aMultiple responses were accepted.

^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. Specifics are as follows:

- 32.2% of the pantries, 22.5% of the kitchens, and 24.0% of the shelters need more bread, cereal, rice, and pasta.
- 32.1% of the pantries, 41.8% of the kitchens, and 41.2% of the shelters need more fresh fruits and vegetables.
- 28.3% of the pantries, 25.0% of the kitchens, and 21.5% of the shelters need more canned or frozen fruits and vegetables.
- 53.6% of the pantries, 50.0% of the kitchens, and 51.1% of the shelters need more meat, poultry, fish, beans, eggs, and nuts.
- 35.2% of the pantries, 37.3% of the kitchens, and 41.1% of the shelters need more milk, yogurt, and cheese.
- 17.8% of the pantries, 23.2% of the kitchens, and 21.1% of the shelters need more fats, oils, condiments, and sweets.
- 51.4% of the pantries, 33.5% of the kitchens, and 54.1% 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 of an 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

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?	Pantry Programs	Kitchen Programs	Shelter Programs
No impact at all	1.6%	4.7%	4.3%
Minimal impact	7.9%	14.9%	17.7%
Significant impact	31.5%	36.4%	46.3%
Devastating impact	56.2%	40.9%	28.5%
Unsure	2.8%	3.1%	3.2%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	12,468	2,853	2,131

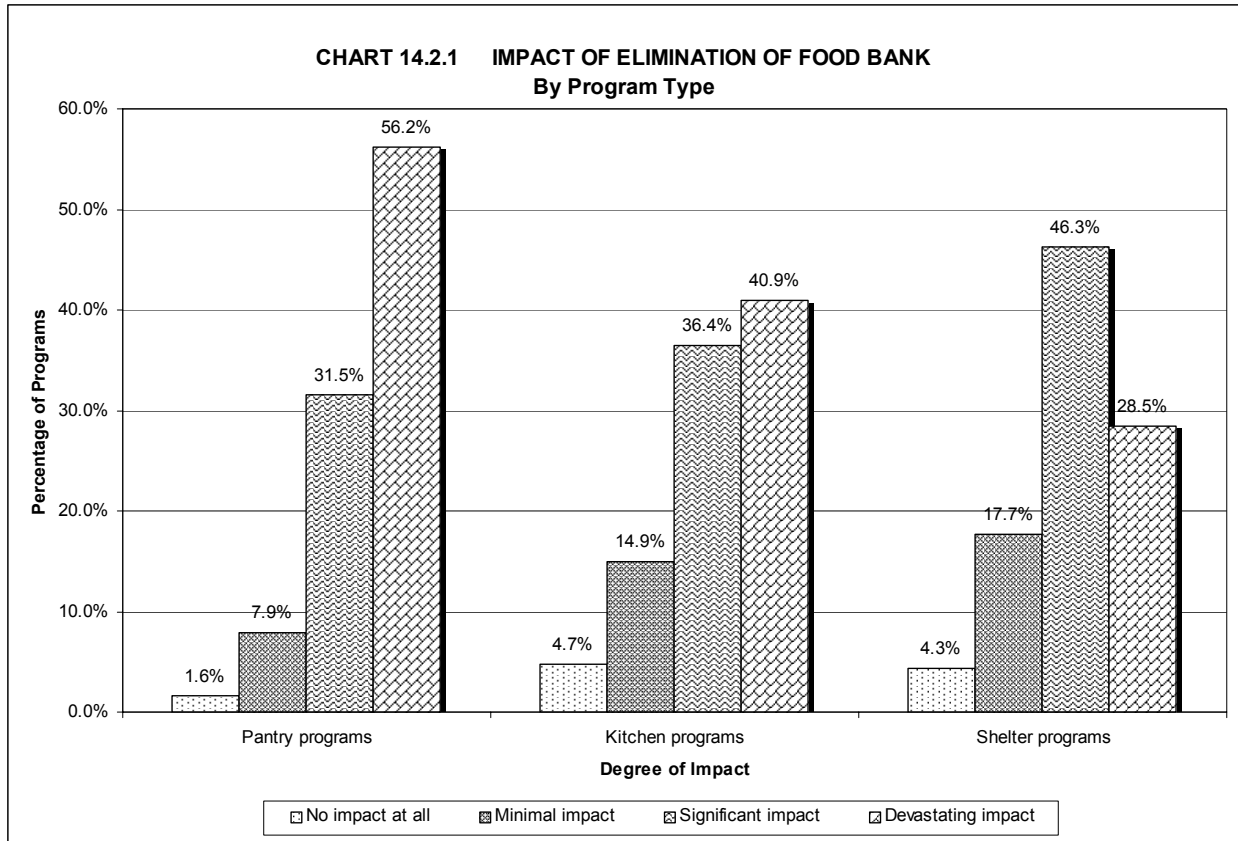
SOURCE: This table was constructed based on usable responses to Question 27 of the agency survey.

NOTE: 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 A2H network. The sample sizes (N) also include missing data.

Missing, don't know, and refusal responses combined are 4.6% for pantry programs, 13.1% for kitchen programs, and 12.8% for shelter programs.

87.7% of the pantries, 77.3% of the kitchens, and 74.8% 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:

- 56.2% of the pantries, 40.9% of the kitchens, and 28.5% of the shelters believed that the elimination of the food bank would have a devastating impact on their programs.
- Another 31.5% of the pantries, 36.4% of the kitchens, and 46.3% 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 additional 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	24.4%	31.1%	38.8%
Training in food handling	12.9%	29.3%	30.6%
Accessing local resources	35.0%	42.5%	39.5%
Advocacy training	17.1%	22.0%	23.4%
Other ^b	10.3%	14.7%	14.5%
SAMPLE SIZE (N)	12,468	2,853	2,131

SOURCE: This table was constructed based on usable responses to Question 28 of the agency survey.

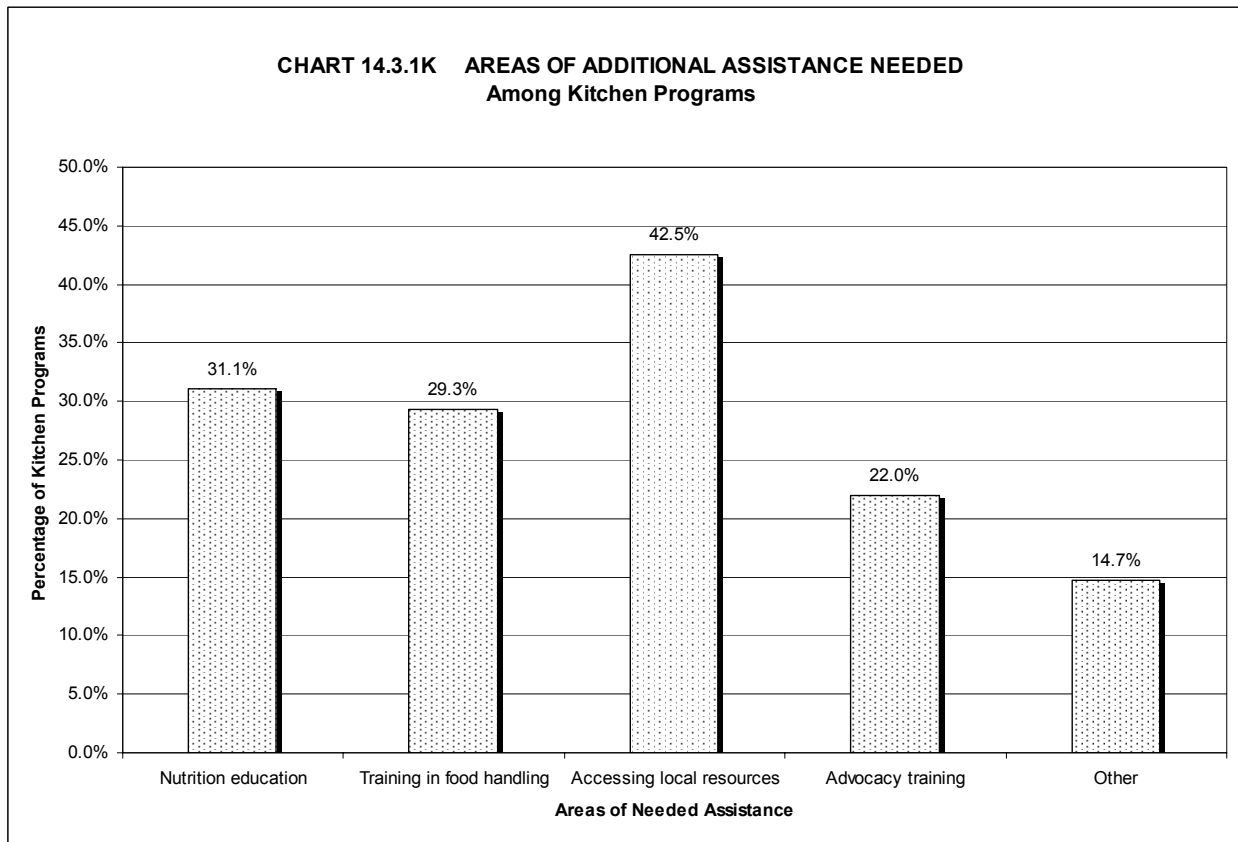
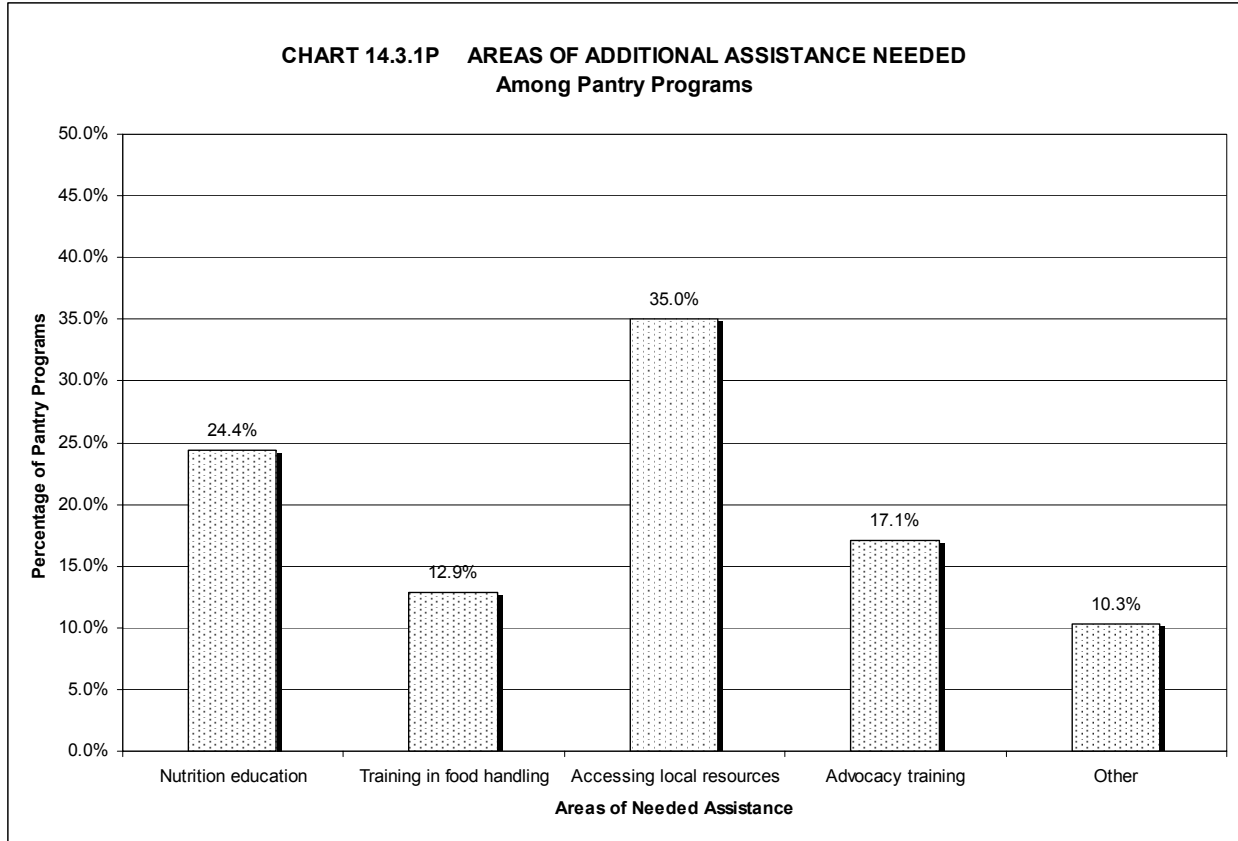
NOTE: All usable responses were weighted as described in Chapter 3 and in the Technical Appendix volume to represent all emergency food programs of the A2H network.

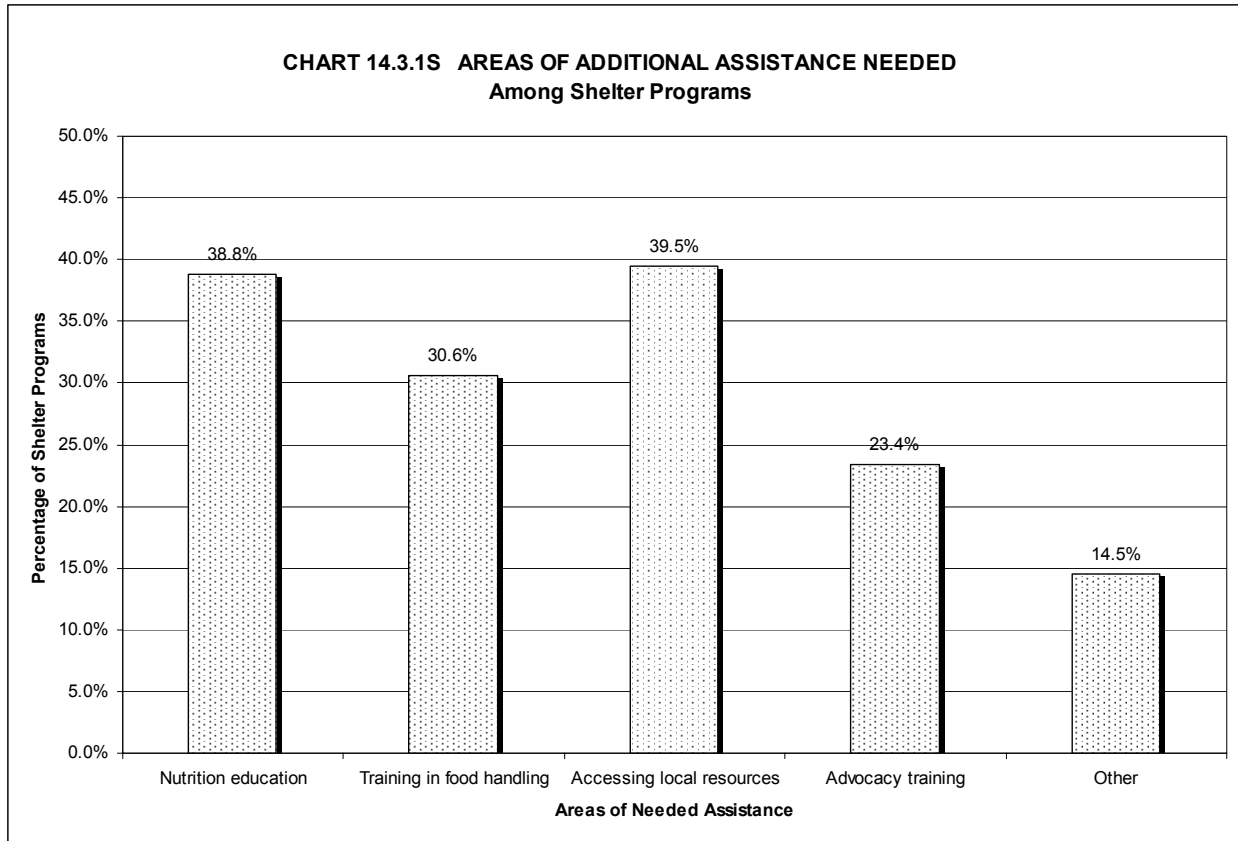
^aMultiple responses were accepted.

^bThis includes funding and addiction programs.

Some programs desired to receive further assistance from their food banks in one or more of the areas specified in Table 14.3.1. Details include:

- 24.4% of the pantries, 31.1% of the kitchens, and 38.8% of the shelters said that they needed additional assistance in nutrition education.
- 12.9% of the pantries, 29.3% of the kitchens, and 30.6% of the shelters said that they needed additional assistance in training in food handling.
- 35.0% of the pantries, 42.5% of the kitchens, and 39.5% of the shelters said that they needed additional assistance in accessing local resources.
- 17.1% of the pantries, 22.0% of the kitchens, and 23.4% of the shelters said that they needed additional assistance in advocacy training.





15. SELECTED CROSS-TABULAR ANALYSIS

15.1 INTRODUCTION

The analysis in this report is largely descriptive, presenting tabulations of key client and agency characteristics for the three types of programs that have been included in the study. In addition to supporting this descriptive work, the data assembled for this study provide extensive opportunities to gain additional insight into the relationships between key variables through cross-tabular analysis of the survey results. Such analysis can be conducted internally within each of two basic data sets (the client data and the agency data), and it can also be performed *across* the two types of data, using a merged client/agency file.

Time considerations precluded our undertaking extensive cross-tabular work in the initial round of analysis, since it was desired to make the basic descriptive tabulations available as quickly as possible. However, in order to illustrate some of the types of cross-tabular work that can be undertaken, this section presents the results of a limited number of lines of cross-tabular analysis. The specific cross-tabulations that have been conducted in this work were chosen by A2H staff, with input from the Technical Advisory Group for the project. Except where otherwise noted, the tabulations in this section are aggregated across the three types of agencies that were studied—pantries, emergency kitchens, and shelters. Percentage figures in the tables are based on weighted data, while the sample sizes indicated are the number of usable responses for related variables.²¹

²¹For details about the weights, see Chapter 3 of this report or the Technical Appendix volume under a separate cover.

15.2 OBSERVED LEVELS OF FOOD SECURITY FOR SELECTED SUBGROUPS OF EMERGENCY FOOD CLIENTS

The data presented in Chapter 6 showed that the emergency food clients in the A2H network experience relatively high levels of food insecurity and hunger. In order to gain additional insight into this and into exactly what groups are most vulnerable, it is useful to cross-tabulate levels of food security by various client characteristics. These data are presented in this subsection.

Food Security and Income. Table 15.2.1 examines the relationship between income and food security.

TABLE 15.2.1
INCOME IN 2000 AND FOOD SECURITY

	All Client Households	Income in 2000	
		0% to 130% of Federal Poverty Level	131% or Higher of Federal Poverty Level
Food secure	28.4%	24.7%	47.3%
Food insecure without hunger	34.4%	35.4%	29.4%
Food insecure with hunger	37.2%	39.9%	23.3%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,526	23,639	4,887

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 2) at the 1% level.

As shown in the table, within the overall group of A2H clients, lower-income households are much more vulnerable to food insecurity than are higher-income households.

- Among the households with incomes equal to or less than 130% of the federal poverty level in year 2000, only 24.7% are food secure, while 47.3% of the households with incomes more than 130% of the federal poverty level are food secure.

- On the other hand, as many as 39.9% of the client households with income equal to or less than 130% of the federal poverty level are food insecure with hunger. The comparable figure is 23.3% for the households with income more than 130% of the federal poverty level.

Food Security and Health. Table 15.2.2 presents similar information regarding health status.

TABLE 15.2.2
HEALTH AND FOOD SECURITY

	All Households	Households with or Without Members in Poor Health	
		With Members in Poor Health	Without Members in Poor Health
Food secure	29.5%	23.2%	32.2%
Food insecure without hunger	34.1%	34.4%	34.0%
Food insecure with hunger	36.4%	42.4%	33.8%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,376	9,400	21,976

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 2) at the 1% level.

The findings show that there seems to be a significant negative correlation between food security and health status:

- Among the client households with at least one member in poor health, 23.2% are food secure; 34.4% are food insecure without hunger; and 42.4% are food insecure with hunger.
- Among the client households with no one in poor health, 32.2% are food secure; 34.0% are food insecure without hunger; and 33.8% are food insecure with hunger.
- That is, a higher percentage of the households with members in poor health are food insecure compared to the households with no one in poor health.

Food Security and Food Stamp Receipt. Associations between food security and food stamp receipt are of interest for at least two reasons. On the one hand, it is important that the households who are least food secure have effective access to the major government nutrition assistance programs, such as food stamps. On the other hand, it is of interest to examine whether food stamp receipt appears to increase food security, recognizing, however, that causality may be difficult to establish in a cross-sectional study such as this one.

The relevant tabulations are shown in Table 15.2.3.

TABLE 15.2.3
FOOD STAMP RECEIPT AND FOOD SECURITY

	Food Stamp Receipt Status of Households			
	All Client Households	Receiving Food Stamps	Eligible, not Receiving ^a	Ineligible Because of Income, not Receiving ^a
Food secure	28.4%	24.23%	25.3%	53.6%
Food insecure without hunger	34.4%	34.8%	35.8%	27.1%
Food insecure with hunger	37.2%	41.0%	38.9%	19.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	29,342	9,767	16,100	3,475

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 4) at the 1% level.

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

Households who are receiving food stamps are about equally as likely to be experiencing food insecurity and hunger as households who appear to be eligible for food stamps but are not participating. On the other hand, households who are apparently ineligible for food stamps are substantially less likely to be food insecure. To at least some degree, these findings reflect the positive correlation between food security and income noted earlier in this subsection.

It is important to note that the fact that substantial numbers of client households are classified as hungry despite receiving food stamps does not by itself mean that the Food Stamp Program is not providing useful assistance. Indeed, many of these households might be much worse off without food stamps. However, the data do suggest that, for many households in the A2H network, the Food Stamp Program's benefits may not be sufficient to prevent hunger.

Specific findings in this analysis include:

- 24.2% of A2H client household who are receiving food stamps are food secure; and 41.0% are classified as experiencing hunger; similar figures apply to nonparticipants who are apparently eligible for food stamps.
- By contrast, 53.6% of A2H households who appear not to be eligible for food stamps are food secure; 27.1% are food insecure without hunger; and 19.3% are experiencing hunger.

Associations Between Food Security and Having Children. Food insecurity may cause particular hardships in households with children. In this subsection, we explore associations between food security and the presence of children younger than age 18.

More than a third of households with children under age 18 are food insecure with hunger, and another third are food insecure without hunger. These levels are somewhat higher than those for households without children under age 18 (Table 15.2.4). Similar findings emerge when only households with young children ages 0 to 5 are considered (Table 15.2.5).

TABLE 15.2.4

HAVING CHILDREN AND HOUSEHOLD FOOD SECURITY

	All Client Households	Households with or Without a Child Younger than Age 18	
		With Children Younger than Age 18	Without Children Younger than Age 18
Food secure	29.4%	24.3%	32.6%
Food insecure without hunger	33.9%	38.3%	31.1%
Food insecure with hunger	36.7%	37.4%	36.3%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	32,170	12,578	19,592

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 2) at the 1% level.

TABLE 15.2.5

HAVING YOUNG CHILDREN AND FOOD SECURITY

	All Client Households	Households with or Without Children Ages 0-5	
		With Children Ages 0-5	Without Children Ages 0-5
Food secure	29.4%	27.4%	29.7%
Food insecure without hunger	33.9%	34.6%	33.8%
Food insecure with hunger	36.7%	38.0%	36.5%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	32,170	5,441	26,729

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 2) at the 1% level.

Specific findings include:

- 37.4% of A2H client households with children under age 18 and 38.0% with children ages 0 to 5 are classified as experiencing hunger.
- 38.3% of A2H client households with children under age 18 and 34.6% of those with children ages 0 to 5 are experiencing food insecurity but no hunger.

Associations Between the Presence of Senior Household Members, the Presence of Children, and Food Security. In order to further explore the relationship between household composition and food security, Table 15.2.6 breaks down household composition in terms of both the presence of children younger than age 18 and the presence of senior members age 65 or older. There are four panels in the table, with the top panel showing the tabulations for the entire A2H client data and then the subsequent three panels disaggregating the analysis by type of A2H program.

TABLE 15.2.6
HAVING SENIORS OR CHILDREN AND FOOD SECURITY

	Households with Seniors and/or Children					
	All Households	Households with Seniors and Children	Households with Seniors, no Children	Households with Children, no Seniors	Other One-Person Households	Other Two or More People Households
For All Three Programs						
Food secure	29.4%	34.5%	47.8%	23.4%	24.4%	27.1%
Food insecure without hunger	33.9%	37.1%	33.8%	38.4%	28.0%	33.5%
Food insecure with hunger	36.7%	28.4%	18.4%	38.2%	47.6%	39.4%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – ALL	32,170	884	5,691	11,694	9,665	4,236
For Pantry Programs						
Food secure	28.6%	31.7%	46.9%	23.2%	19.9%	27.6%
Food insecure without hunger	35.0%	38.8%	34.4%	38.7%	28.6%	34.4%
Food insecure with hunger	36.4%	29.5%	18.7%	38.1%	51.5%	38.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – PANTRIES	24,019	826	4,516	10,359	4,967	3,351

Table 15.2.6 (continued)

	Households with Seniors and/or Children					
	All Households	Households with Seniors and Children	Households with Seniors, no Children	Households with Children, no Seniors	Other One-Person Households	Other Two or More People Households
For Kitchen Programs						
Food secure	31.3	85.1%	55.0%	23.6%	28.6%	22.8%
Food insecure without hunger	31.8	5.6%	27.7%	39.7%	30.1%	33.8%
Food insecure with hunger	36.9	9.3%	17.3%	36.7%	41.3%	43.4%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – KITCHENS	5,307	52	1,026	755	2,729	745
For Shelter Programs						
Food secure	36.4%	*	57.2%	33.5%	37.0%	30.7%
Food insecure without hunger	21.4%	*	36.2%	19.0%	21.9%	17.4%
Food insecure with hunger	42.2%	*	6.6%	47.5%	41.1%	51.9%
TOTAL	100.0%	*	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N) – SHELTERS	2,844	6	149	580	1,969	140

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 8) at the 1% level.

*Sample size too small for reliable estimates.

In general, households with elderly members are much less likely to experience food insecurity or hunger than are households with children. Also, for the overall sample, rates of hunger tend to be highest among single-person households with neither elderly nor child members. Specific findings include:

- For the overall sample, 18.4% of households that include seniors but no children are estimated to be experiencing hunger, compared to 47.6% of single-person households with neither children nor seniors.
- For pantry and kitchen programs, the highest rates of hunger are for one-person households with neither children nor elderly members; these rates are 51.5% and 41.3%, respectively.
- For shelters, the highest rate, 47.5%, is for households with children but no seniors.

Citizenship Status and Food Security. In light of recent policy discussions as to whether people who are not U.S. citizens should be able to receive benefits from the Food Stamp Program, it is also of interest to examine associations between citizenship status and food security among A2H client households. Table 15.2.7 presents the relevant data.

TABLE 15.2.7

CITIZENSHIP STATUS AND HOUSEHOLD FOOD SECURITY

	All Client Households	Citizenship Status of Clients at Program Sites	
		Households Represented by Citizen Clients ^a	Households Represented by Noncitizen Clients
Food secure	29.4%	29.7%	24.5%
Food insecure without hunger	33.9%	33.8%	36.9%
Food insecure with hunger	36.7%	36.5%	39.6%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,976	29,983	1,993

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 2) at the 1% level.

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

As shown in the table, rates of food insecurity and of hunger are somewhat greater among households represented by noncitizens than among those represented by citizens. In particular,

- 39.6% of the noncitizen households are classified as experiencing hunger, compared to 36.5% of the citizen households.
- The comparable rates for food insecure without hunger are 36.9% and 33.8%, respectively.

Table 15.2.8 combines elements of the two previous tables, contrasting food security rates for households that have and do not have young children within noncitizen households.

TABLE 15.2.8

HAVING YOUNG CHILDREN AND FOOD SECURITY AMONG HOUSEHOLDS WITH AT LEAST ONE MEMBER BEING NONCITIZEN

	All Client Households Having at Least One Noncitizen Member	Noncitizen Households with or Without a Child Ages 0-5	
		With Children Age 0-5	Without Children Ages 0-5
Food secure	24.5%	24.4%	24.6%
Food insecure without hunger	36.9%	30.3%	38.8%
Food insecure with hunger	39.6%	45.3%	36.6%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	1,993	726	1,267

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Not statistically significant based on chi-square test (d.f. = 2) at the 1% level; $p = 0.212$.

Overall, no clear picture emerges from this cross-tabulation. Noncitizen households with and without young children are almost equally likely to be food secure. On the other hand, the households with young children are much more likely to be estimated to be experiencing hunger.

- Among households with at least one noncitizen member, 45.3% of households with children ages 0 to 5 are classified as food insecure with hunger, compared to 36.6% of the households without young children.
- However, almost equal percentages of households, 24.4% for the households with young children and 24.6% for the households without young children, were classified as food secure.

15.3 ASSOCIATIONS BETWEEN INCOME AND OTHER KEY VARIABLES AMONG A2H CLIENTS

Income plays a central role in determining the opportunities and constraints faced by households below or near the poverty line. Thus it is of considerable interest to examine how household income levels are related to other aspects of the lives of households in the A2H client population. We do this below, based on annual income for the year 2000 as reported by respondents (see Table 15.3.1).

Income and Housing Status. As might be expected, clients who reported that they were homeless had significantly lower incomes than other households in the population.

TABLE 15.3.1
HOUSING STATUS AND INCOME IN 2000

Income in 2000 as Percentage of Federal Poverty Level	All Clients	Housing Status	
		Clients with a Place to Live	Clients Without a Place to Live
0% (no income)	5.1%	3.4%	19.7%
1-50%	25.0%	24.4%	31.3%
51-75%	20.9%	21.5%	15.3%
76-100%	19.4%	20.3%	10.9%
101-130%	13.3%	13.9%	7.7%
SUBTOTAL	83.7%	83.5%	84.9%
131-150%	4.9%	5.2%	2.0%
151-185%	5.1%	5.2%	3.6%
186% or Higher	6.4%	6.0%	9.5%
SUBTOTAL	16.3%	16.5%	15.1%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,623	24,641	3,982

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 7) at the 1% level.

Key findings include:

- 19.7% of the clients who are homeless had no income in 2000, compared to only 3.4% of the clients who have a place to live.
- Among the clients who have a place to live, 83.5% had an income 130% or lower of the federal poverty level, while 16.5% had an income above 130% of the federal poverty level in the year 2000.
- Among the clients who are homeless, 84.9% had an income 130% or lower of the federal poverty level, while 15.1% had an income above 130% of the federal poverty level in the year 2000.

Among clients with a place to live, there is a positive association between income and home ownership (Table 15.3.2).

TABLE 15.3.2

HOME OWNERSHIP AND INCOME IN 2000

Income in 2000 as Percentage of Federal Poverty Level	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)	3.4%	1.5%	3.3%	13.1%	6.8%
1-50%	24.4%	15.0%	26.3%	38.9%	31.5%
51-75%	21.6%	19.9%	22.9%	11.0%	22.3%
76-100%	20.1%	20.3%	20.9%	10.4%	12.4%
101-130%	14.0%	16.5%	13.3%	13.2%	11.2%
SUBTOTAL	83.6%	73.2%	86.7%	86.6%	84.2%
131-150%	5.2%	7.8%	4.4%	4.1%	5.8%
151-185%	5.1%	7.0%	4.6%	4.1%	6.1%
186% or higher	6.1%	12.0%	4.3%	5.2%	3.9%
SUBTOTAL	16.4%	26.8%	13.3%	13.4%	15.8%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	24,463	6,295	16,349	1,209	610

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 21) at the 1% level.

Among the findings illustrated by the table are:

- 1.5% of the clients who own a place to live, 3.3% of the clients who rent, and 13.1% of the clients who live with someone else for free had no income in 2000.
- 73.2% of the clients who own a place to live, 86.7% of the clients who rent, and 86.6% 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, 26.8% of the clients who own a place to live, 13.3% of the clients who rent, and 13.4% of the clients who live with someone else for free had an income over 130% of the federal poverty level.

Income and Education Status. Education status is also highly correlated with income (Table 15.3.3).

TABLE 15.3.3
EDUCATION AND INCOME IN 2000

Income in 2000 as Percentage of Federal Poverty Level	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)	5.1%	5.2%	5.6%	3.1%	4.3%	4.0%
1-50%	24.9%	28.6%	24.2%	16.6%	24.1%	12.8%
51-75%	21.1%	24.6%	19.5%	15.0%	20.5%	14.9%
76-100%	19.4%	20.3%	19.4%	16.0%	16.5%	24.7%
101-130%	13.1%	12.2%	12.8%	27.5%	13.4%	11.3%
SUBTOTAL	83.6%	90.9%	81.4%	78.2%	78.8%	67.7%
131-150%	4.8%	3.1%	5.5%	6.5%	4.8%	11.1%
151-185%	5.1%	3.1%	6.5%	5.6%	5.5%	7.5%
186% or higher	6.4%	2.9%	6.7%	9.7%	10.9%	13.6%
SUBTOTAL	16.4%	9.1%	18.6%	21.8%	21.2%	32.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,392	11,066	10,575	1,084	4,261	1,386

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 28) at the 1% level.

Findings presented in Table 15.3.3 include:

- 90.9% of the clients who had not completed high school and 81.4% of the clients who completed up to high school had either no income or an income less than 130% of the federal poverty level. On the other hand, only 67.7% of the clients who completed college had either no income or an income less than 130% of the federal poverty level in 2000.
- The percentage of the clients who had an income more than 130% of the federal poverty level in 2000 is only 9.1% among the clients who had not completed high school. It is as high as 32.3% among the clients who had completed college.

Income and Food Security Status. Households who were food insecure with hunger tended to have lower incomes than ones that were food secure (Table 15.3.4). For instance, among households that were food insecure with hunger, 36.2% had either no income or an income below 50% of poverty, compared to only 24.3% of food secure households.

TABLE 15.3.4
FOOD SECURITY STATUS AND INCOME IN YEAR 2000

Income in 2000 as Percentage of Federal Poverty Level	All Client Households	Food Security Status at Client Households		
		Food Secure	Food Insecure Without Hunger	Food Insecure with Hunger
0% (no income)	4.9%	4.3%	4.3%	5.9%
1-50%	25.1%	19.1%	25.5%	29.3%
51-75%	20.9%	15.2%	21.6%	24.7%
76-100%	19.4%	19.6%	19.4%	19.2%
101-130%	13.4%	14.5%	15.3%	10.7%
SUBTOTAL	83.7%	72.8%	86.1%	89.7%
131-150%	4.9%	7.3%	4.6%	3.3%
151-185%	5.0%	7.3%	5.1%	3.3%
186% or higher	6.4%	12.6%	4.3%	3.7%
SUBTOTAL	16.3%	27.2%	13.9%	10.3%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,526	8,135	9,145	11,246

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 14) at the 1% level.

Other findings include:

- 89.7% of the client households characterized as food insecure with hunger, 86.1% of those characterized as food insecure without hunger, and 72.8% of those characterized as food secure had income less than or equal to 130% of the federal poverty level in 2000.
- 10.3% of the client households characterized as food insecure with hunger, 13.9% of those characterized as food insecure without hunger, and 27.2% of those characterized as food secure had income more than 130% of the federal poverty level in 2000.

Income and Household Structure. As shown in Table 15.3.5, there are considerable differences in income between households with different household structures.

TABLE 15.3.5
HAVING SENIORS OR CHILDREN AND INCOME IN 2000

	Households with Seniors and/or Children					
	All Households	Households with Seniors and Children	Households with Seniors and no Children	Households with Children and no Seniors	One-Person Households with Neither Children nor Seniors	Two or More People Households with Neither Children nor Seniors
0% (no income)	5.1%	1.8%	2.3%	2.6%	10.8%	3.9%
1-50%	25.1%	32.8%	11.0%	35.9%	21.3%	22.8%
51-75%	20.9%	33.1%	15.2%	22.8%	20.1%	23.1%
76-100%	19.4%	13.1%	27.1%	14.2%	20.8%	20.7%
101-130%	13.3%	8.6%	23.0%	13.3%	7.6%	12.3%
SUBTOTAL ^a	83.7%	89.3%	78.6%	88.7%	80.6%	82.8%
131-150%	4.9%	2.8%	8.6%	3.2%	5.0%	4.0%
151-185%	5.1%	5.6%	5.3%	4.8%	5.7%	3.7%
186% or higher	6.4%	2.3%	7.5%	3.2%	8.7%	9.5%
SUBTOTAL	16.3%	10.7%	21.4%	11.3%	19.4%	17.2%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,738	730	5,004	10,308	8,951	3,745

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 28) at the 1% level.

Key findings include:

- Households with children and no seniors are considerably more likely to be at or below 50% of the poverty level. 38.5% of households with children are in this category, compared to 30.2% of all households in the population.
- Among A2H clients, households with seniors and no children tend to have relatively higher incomes, although 55.6% are below the poverty level.

Income and Medicaid Receipt. Households who receive Medicaid benefits are much more likely to be below the poverty level than households not receiving Medicaid (Table 15.3.6).

TABLE 15.3.6
MEDICAID AND INCOME IN 2000

Income in 2000 as Percentage of Federal Poverty Level	All Clients	Whether the Client Households Receive Medicaid Benefits	
		Yes	No
0% (no income)	5.1%	2.7%	7.2%
1-50%	25.2%	28.6%	22.2%
51-75%	20.8%	27.3%	15.3%
76-100%	19.6%	22.9%	16.9%
101-130%	13.2%	10.6%	15.5%
SUBTOTAL	83.9%	92.1%	77.1%
131-150%	4.7%	2.4%	6.7%
151-185%	5.1%	3.4%	6.6%
186% or higher	6.2%	2.1%	9.7%
SUBTOTAL	16.1%	7.9%	22.9%
TOTAL	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	27,704	12,506	15,198

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 7) at the 1% level.

Findings presented in Table 15.3.6 include:

- Among the client households receiving Medicaid benefits, 92.1% had income at or below 130% of the federal poverty level in 2000. In comparison, only 77.1% of the clients not receiving Medicaid benefits had income at or below 130% of the federal poverty level.
- Similarly, while only 7.9% of the clients receiving Medicaid benefits had income above 130% of the federal poverty level in 2000, 22.9% of the clients not receiving Medicaid benefits had income above 130% of the federal poverty level.

15.4 ASSOCIATIONS BETWEEN METROPOLITAN STATUS AND OTHER KEY VARIABLES

Households who live in rural as compared to metropolitan areas may differ in the opportunities available for them to ensure adequate nutritional status for their members. For instance, rural households may face considerable transportation barriers in shopping for food. On the other hand, they may have greater access to home-grown food or to food grown on nearby farms. Here, we examine how metropolitan status is associated with other variables of interest for the A2H client sample.

Metropolitan Status and Food Security. Table 15.4.1 tabulates answers to three child-related food security questions by metropolitan status. For all three questions, the answer placed first in the table is the one that indicates a relatively lower status on the food security scale.

Overall, there is a consistent tendency in this population for children in nonmetropolitan areas to be moderately more food secure than households in either of the two metropolitan categories.

TABLE 15.4.1

URBAN/METROPOLITAN STATUS AND CHILD FOOD SECURITY QUESTIONS

	All Client Households with One or More Children Younger than Age 18	Urban/Metropolitan Status		
		Center City	Metro, not Center City	Nonmetro
Child did not eat enough because not enough money ^a				
Often true	5.0%	5.2%	5.4%	3.5%
Sometimes true	21.4%	20.8%	22.8%	19.5%
Never true	73.6%	74.0%	71.8%	77.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	11,341	5,140	3,870	2,331
Child skipped meals because there was not enough money ^b				
Yes	12.5%	13.5%	12.8%	8.6%
No	87.5%	86.5%	87.2%	91.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	11,322	5,140	3,862	2,320
Child went hungry because there was not enough money ^b				
Yes	15.0%	15.6%	16.0%	10.9%
No	85.0%	84.4%	84.0%	89.1%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	11,272	5,123	3,837	2,312

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

^aStatistically significant based on chi-square test (d.f. = 4) at the 1% level.

^bStatistically significant based on chi-square test (d.f. = 2) at the 1% level.

Findings presented in Table 15.4.1 include:

- 26.0% of the households served in center city areas, 28.2% of the households served in suburban areas (metropolitan areas outside center cities), and 23.0% 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.

- 13.5% of the households served in center city areas, 12.8% of the households served in suburban areas (metropolitan areas outside center cities), and 8.6% of the households 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.
- 15.6% of the households served in center city areas, 16.0% of the households served in suburban areas (metropolitan areas outside center cities), and 10.9% 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.

The above results are supported in Table 15.4.2 by an analysis of the numbers of affirmative answers given in the three questions.

TABLE 15.4.2

URBAN/METROPOLITAN STATUS AND RESPONSES TO THREE CHILD FOOD SECURITY QUESTIONS

	All Client Households with One or More Children Younger than Age 18	Urban/Metropolitan Status		
		Center City	Metro, not Center City	Nonmetro
No affirmative answers	71.2%	70.9%	69.4%	76.3%
One affirmative answer	13.2%	13.2%	13.4%	12.9%
Two affirmative answers	7.0%	5.8%	9.4%	4.6%
Three affirmative answers	8.6%	10.1%	7.8%	6.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	11,153	5,072	3,792	2,289

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 6) at the 1% level.

Findings presented in Table 15.4.2 include:

- Among the client households served at the programs at center cities, 10.1% provided affirmative answers to all three questions regarding food security status of the children in the household. The corresponding figures for the ones served at

suburban areas (metropolitan areas outside center cities) and those served at nonmetropolitan areas are 7.8% and 6.2%, respectively.

Metropolitan Status and the Presence of Elderly Members in the Household.

Relative to metropolitan sites, there is a higher percentage of elderly people among clients served at nonmetropolitan program sites. This is true both for clients actually at the sites and for their broader households (Table 15.4.3).

TABLE 15.4.3

URBAN/METROPOLITAN STATUS AND ELDERLY CLIENTS

	All Clients	Urban/Metropolitan Status		
		Center City	Metro, not Center City	Nonmetro
Clients at Program Sites				
Elderly Clients	19.5%	18.0%	19.6%	25.0%
Nonelderly clients	80.5%	82.0%	80.4%	75.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,260	15,571	9,434	6,255
Client Households				
Elderly person in household	22.9%	21.6%	22.9%	27.6%
No elderly person in household	77.1%	78.4%	77.1%	72.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,643	15,747	9,573	6,323

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 2) at the 1% level.

Findings presented in Table 15.4.3 include:

- 18.0% of the clients at the programs located at center cities are seniors age 65 or older; 19.6% of the clients at the programs located at suburban areas (i.e., metropolitan areas outside center cities) are seniors; and 25.0% at the programs located at nonmetropolitan areas are seniors.
- As for the client *households* with at least one senior member (including household members not present at the A2H sites), 21.6% of the client households served at the programs located at center cities have one or more senior members; 22.9% of

the client households served at the programs located at suburban areas have one or more senior members; and 27.6% of the client households served at the programs located at nonmetropolitan areas have at least one senior member.

Metropolitan Status and Food Stamp Receipt. Interestingly, nonmetropolitan households are more likely than their metropolitan counterparts to receive food stamps (Table 15.4.4).

TABLE 15.4.4

URBAN/METROPOLITAN STATUS AND FOOD STAMP RECEIPT/ELIGIBILITY STATUS BASED ON PREVIOUS MONTH'S INCOME

	All Clients	Urban/Metropolitan Status		
		Center City	Metro, not Center City	Nonmetro
Receiving food stamps	33.2%	36.2%	26.6%	37.0%
Probably eligible but not receiving ^a	54.6%	53.6%	57.7%	51.2%
Probably not eligible because of income ^a	12.2%	10.2%	15.7%	11.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,555	14,292	8,502	5,756

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 4) at the 1% level.

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

Findings presented in Table 15.4.4 include:

- 36.2% of the clients served at the programs located at center cities, 26.6% of the clients served at the programs located at suburban areas (metropolitan areas outside center cities), and 37.0% of the clients served at the programs located at nonmetropolitan areas are currently receiving food stamps.
- 53.6% of the clients served at the programs located at center cities, 57.7% of the clients served at the programs located at suburban areas (metropolitan areas outside center cities), and 51.2% of the clients served at the programs located at nonmetropolitan areas appear to be eligible based on their previous month's income but are not currently receiving food stamps.

- 10.2% of the clients served at the programs located at center cities, 15.7% of the clients served at the programs located at suburban areas (metropolitan areas outside center cities), and 11.8% of the clients served at the programs located at nonmetropolitan areas appear to be income-ineligible for food stamps.

15.5 ASSOCIATIONS BETWEEN CHOICES HOUSEHOLDS FACE AND SELECTED OUTCOME VARIABLES

The survey asked households if, during the previous year, they had had to make choices between buying food and spending money on other necessities, such as medical care or rent. The responses to this question provide another indicator of the constraints that households face, and it is therefore of interest to examine how these responses are correlated with selected measures of household well-being.

Household Trade-offs and Food Security. Facing direct trade-offs among necessities is a strong indicator of food insecurity (Table 15.5.1).

As shown in Table 15.5.1, no matter what indicator of trade-offs is involved, households who are food insecure with hunger are much more likely to indicate that they face the trade-off than are the food secure households. Specific results include:

- 10.1% of the households categorized as food secure, 29.3% of the households categorized as food insecure without hunger, and 46.2% of the households categorized as food insecure with hunger had to choose between food and medical care during the past year.
- 16.1% of the households categorized as food secure, 44.2% of the households categorized as food insecure without hunger, and 64.4% of the households categorized as food insecure with hunger had to choose between food and utilities (or heating fuel) during the past year.
- 10.9% of the households categorized as food secure, 33.9% of the households categorized as food insecure without hunger, and 57.1% of the households categorized as food insecure with hunger had to choose between food and rent (or mortgage) during the past year.

TABLE 15.5.1

FOOD SECURITY STATUS AND HOUSEHOLD TRADE-OFFS

	All Client Households	Food Security Status of Client Households		
		Food Secure	Food Insecure Without Hunger	Food Insecure with Hunger
Choose between food and medical care				
Yes	29.8%	10.1%	29.3%	46.2%
No	70.2%	89.9%	70.7%	53.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,659	9,268	10,152	12,239
Choose between food and utilities or heating fuel				
Yes	43.2%	16.1%	44.2%	64.4%
No	56.8%	83.9%	55.8%	35.6%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,643	9,249	10,166	12,228
Choose between food and rent or mortgage				
Yes	35.5%	10.9%	33.9%	57.1%
No	64.5%	89.1%	66.1%	42.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,606	9,248	10,352	12,206

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 2) at the 1% level.

Household Trade-offs and Household Structure. There is also considerable association between household structure and perceiving direct trade-offs between necessities (Table 15.5.2).

TABLE 15.5.2
 HAVING SENIORS OR CHILDREN AND HOUSEHOLD TRADE-OFFS

	Households with Seniors and/or Children					
	All Households	Households with Seniors and Children	Households with Seniors and no Children	Households with Children and no Seniors	One-Person Households with Neither Children nor Seniors	Two or More People Households with Neither Children nor Seniors
Choose between food and medical care ^a						
Yes	29.7%	37.6%	25.0%	31.1%	28.9%	33.4%
No	70.3%	62.4%	75.0%	68.9%	71.1%	66.6%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,771	873	5,616	11,579	9,541	4,162
Choose between food and utilities or heating fuel ^b						
Yes	43.1%	48.0%	30.0%	55.1%	34.9%	46.6%
No	56.9%	52.0%	70.0%	44.9%	65.1%	53.4%
TOTAL	100.0%	100.0%	100.0%	100.09%	100.0%	100.0%
SAMPLE SIZE (N)	31,749	875	5,611	11,582	9,525	4,156
Choose between food and rent or mortgage ^c						
Yes	35.5%	28.4%	17.0%	44.6%	34.8%	41.6%
No	64.5%	71.6%	83.0%	55.4%	65.2%	58.4%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	31,715	871	5,599	11,581	9,507	4,157

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

Statistically significant based on chi-square test (d.f. = 4) at the 1% level.

Many of the results shown in Table 15.5.2 mimic correlations seen earlier between income and household structure. In general, households with children are more likely than others to report having to make a trade-off between food and other necessities.

- 37.6% of households with both seniors and children and 31.1% of households with children and no seniors reported making trade-offs between food and medical care, compared to 29.7% for the whole population.
- The comparable percentages for trade-offs between food and utilities were 48.0% and 55.1% for the two household categories with children, compared to 43.1% for the whole population.
- For the trade-off between food and rent (or mortgage payments), 44.6% of households with children but no seniors had to face the trade-off, compared to only 17.0% of households with seniors but no children.

15.6 FACTORS ASSOCIATED WITH NOT RECEIVING FOOD STAMPS

Given the importance of understanding why some households who need food stamp assistance fail to get it, another of the sets of illustrative cross-tabulation tables examines the relationship between household structure and factors associated with not receiving food stamps (Tables 15.6.1 and 15.6.2).

As shown in Table 15.6.1, households with children are more likely than other groups to indicate that they were not getting food stamps because they think they are ineligible.

In particular:

- 58.0% of households with children mentioned one or more reasons related to eligibility, compared to 44.5% of households with seniors.
- Households with elderly members or elderly clients were more likely than others to mention factors associated with program operations.

TABLE 15.6.1

REASONS FOR RESPONDENTS OR THEIR HOUSEHOLDS CURRENTLY NOT RECEIVING FOOD STAMPS

<i>Reasons for respondents or their households NOT currently receiving food stamps among the ones who have applied for food stamps^a</i>	Elderly Clients at Program Sites	Households with Elderly Members	Households with Children	Households with Very Young Children
Factors Associated with Eligibility				
Ineligible income level				
All	39.3%	40.2%	50.5%	48.4%
Income 130% of federal poverty level or lower	29.0%	27.7%	39.3%	36.6%
Income higher than 130% of federal poverty level	7.2%	9.2%	5.8%	5.1%
Unknown	3.1%	3.2%	5.4%	6.8%
Change of household makeup	2.4%	2.7%	3.5%	3.6%
Time limit receiving for the help ran out	1.7%	3.5%	3.9%	5.2%
Citizenship status	0.3%	0.3%	2.2%	3.0%
SUBTOTAL ^b	42.7%	44.5%	58.0%	58.2%
Factors Associated with Program Operation				
Too much hassle	22.7%	20.9%	15.4%	12.8%
Hard to get to food stamp office	6.3%	5.6%	3.9%	3.3%
SUBTOTAL	27.1%	24.6%	17.4%	15.0%
Factors Associated with Need				
No need for benefits	7.7%	9.1%	5.1%	4.0%
Others need benefits more	2.2%	3.5%	1.8%	1.1%
Need is only temporary	2.4%	3.3%	5.5%	3.4%
SUBTOTAL	10.6%	11.5%	9.5%	7.1%
Other Factors				
Other reasons	18.7%	18.9%	18.5%	20.7%
SAMPLE SIZE (N) – Respondents who have applied for but are not currently receiving Food Stamps	2,031	2,570	4,846	2,000

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

^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.

Similar patterns hold for the analysis of reasons for never applying among clients who said they had never applied (Table 15.6.2):

TABLE 15.6.2
REASONS WHY CLIENTS NEVER APPLIED FOR FOOD STAMPS

<i>Reasons why respondents or their households never applied for food stamps^a</i>	Elderly Clients at Program Sites	Households with Elderly Members	Households with Children	Households with Very Young Children
Factors Associated with Eligibility				
Don't think eligible because of income or assets				
All	34.8%	36.3%	37.8%	35.2%
Income 130% of federal poverty level or lower	22.4%	22.6%	25.0%	23.1%
Income higher than 130% of federal poverty level	8.5%	8.6%	7.3%	5.5%
Unknown	4.0%	5.1%	5.5%	6.6%
Don't think eligible because of citizenship status	0.7%	0.9%	8.4%	12.7%
Eligible for only a low benefit amount	2.9%	2.7%	2.8%	2.2%
SUBTOTAL ^b	37.9%	39.3%	47.2%	48.2%
Factors Associated with Program Operation				
Don't know where to go or who to contact to apply	4.0%	3.8%	4.7%	6.8%
Hard to get to the food stamp office	21.5%	20.1%	12.8%	15.6%
Application process is too long and complicated	5.5%	5.1%	4.7%	5.0%
Questions are too personal	1.6%	1.5%	3.0%	3.7%
Food stamp office staff are disrespectful	2.9%	2.6%	1.9%	1.6%
Food stamp office is unpleasant or in unsafe area	5.3%	5.1%	7.5%	6.8%
SUBTOTAL	35.8%	33.8%	30.0%	33.7%
Factors Associated with Need				
No need for benefit	0.9%	0.9%	2.8%	3.3%
Others need benefits more	0.4%	0.4%	3.5%	2.6%
Need is only temporary	0.4%	0.4%	1.7%	0.8%
SUBTOTAL	1.6%	1.5%	5.8%	6.3%

Table 15.6.2 (continued)

<i>Reasons why respondents or their households never applied for food stamps^a</i>	Elderly Clients at Program Sites	Households with Elderly Members	Households with Children	Households with Very Young Children
Factors Associated with Social Stigma				
Feel embarrassed applying for benefits	2.7%	2.8%	1.9%	1.8%
Family or friends do not approve of my receiving benefits	0.4%	0.5%	0.7%	1.1%
Dislike relying on the government for assistance	2.3%	2.4%	4.5%	3.0%
Feel embarrassed using benefits	2.1%	1.9%	3.2%	2.4%
SUBTOTAL	5.7%	5.9%	8.2%	7.7%
Other Factors				
Planning to apply, but not yet	2.8%	3.6%	4.5%	3.9%
Other	12.2%	11.5%	9.1%	9.3%
SAMPLE SIZE (N) – Respondents or their households who never applied for food stamps	3,654	4024	3256	1340

Note: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

^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 food stamp eligibility criteria.

- 47.2% of households with children mentioned an eligibility-related reason for not applying, as compared to 39.3% of households with elderly members.
- 33.8% of households with elderly members as compared to 30.0% of households with children indicated a reason associated with program operations.

15.7 ASSOCIATIONS BETWEEN FOOD STAMP RECEIPT AND RESPONSES TO INDIVIDUAL QUESTIONS ABOUT FOOD SECURITY

There are a number of reasons why food stamp receipt and food security might be associated. On the one hand, food stamp receipt may increase food security, other things equal. On the other hand, food insecurity may influence households to apply for food stamps. Other types of associations caused by both food stamp participation and food security being determined by other factors are also possible.

Table 15.7.1 examines the associations between responses to the food security questions in the client survey and their food stamp participation.

TABLE 15.7.1
FOOD STAMP RECEIPT AND RESPONSES TO SIX HOUSEHOLD FOOD SECURITY QUESTIONS

	Food Stamp Receipt Status of Households			
	All Client Households	Receiving Food Stamps	Apparently Eligible, not Receiving	Apparently Ineligible Because of Income, not Receiving ^a
Food didn't last; no money to buy more^b				
Often true	32.4%	35.8%	33.8%	17.5%
Sometimes true	45.6%	47.7%	45.8%	38.3%
Never true	22.0%	16.5%	21.4%	44.2%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,941	9,659	15,848	3,434
Couldn't afford to eat balanced meals^b				
Often true	22.8%	22.9%	24.9%	13.0%
Sometimes true	43.0%	45.2%	43.9%	33.0%
Never true	34.2%	31.9%	31.2%	54.0%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,892	9,642	15,820	3,430

Table 15.7.1 (continued)

	Food Stamp Receipt Status of Households			
	All Client Households	Receiving Food Stamps	Apparently Eligible, not Receiving	Apparently Ineligible Because of Income, not Receiving ^a
Cut size/skip meals because not enough food ^c				
Almost every month	23.2%	24.8%	24.8%	12.4%
Some months but not every month	20.5%	23.7%	20.6%	11.7%
Only one or two months	6.6%	6.2%	7.0%	6.1%
Never	49.7%	45.3%	47.7%	69.9%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	28,622	9,512	15,678	3,432
Ever ate less than should because no money ^d				
Yes	51.4%	55.6%	54.0%	28.6%
No	48.6%	44.4%	46.0%	71.4%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	29,020	9,683	15,885	3,452
Ever hungry but didn't eat because no money ^d				
Yes	34.7%	36.5%	37.5%	17.3%
No	65.3%	63.5%	62.5%	82.7%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	29,077	9,674	15,945	3,458
Ever not eat for whole day because no money ^d				
Yes	22.6%	23.3%	25.2%	9.2%
No	77.4%	76.7%	74.8%	90.8%
TOTAL	100.0%	100.0%	100.0%	100.0%
SAMPLE SIZE (N)	29,126	9,694	15,976	3,456

NOTE: Item nonresponses to all variables involved were excluded in calculating percentages and sample sizes.

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

^bStatistically significant based on chi-square test (d.f. = 4) at the 1% level.

^cStatistically significant based on chi-square test (d.f. = 6) at the 1% level.

^dStatistically significant based on chi-square test (d.f. = 2) at the 1% level.

Overall, households receiving food stamps and households that appear to be eligible but are not receiving food stamps have similar response patterns. Further, both of these groups are substantially more likely to provide responses that indicate food insecurity than the set of households who appear to be ineligible for food stamps.

- 35.8% of food stamp recipients and 33.8% of apparently eligible nonparticipants said that it was “often true” that food didn’t last and there was no money to buy more; the comparable percentage for apparently ineligible A2H clients was much lower, 17.5%.
- 55.6% of food stamp recipients and 54.0% of apparently eligible nonparticipants said they eat less than they should because they lack money to buy food; the comparable figure for the apparently ineligible respondents was 28.6%.
- Similar patterns are observed for the responses to the other questions.

16. COMPARISON OF SELECTED VARIABLES ACROSS THREE A2H STUDIES

In this chapter, we present a limited number of comparisons of selected variables collected across each of the three national studies sponsored by A2H: 1993, 1997 and the current study, 2001.

Data from 1993, 1997, and 2001 are not directly comparable because of differences in certain factors including food bank coverage, survey questionnaire wording, survey response rates, sampling methods, application of sampling weights, and general variable definitions. Nevertheless, as long as these limitations are kept in mind, it is of general interest to examine the trends over time for selected key variables as a preliminary step toward investigating potential system changes in the A2H national network. Following is a comparison of a limited number of variables at the three points in time.

16.1 COMPARISON OF SELECTED CLIENT CHARACTERISTICS

Table 16.1.1 presents selected characteristics of clients served by the A2H national network for the 1993, 1997, and 2001 A2H national research studies: the percentages of clients who are currently employed, clients who are currently receiving food stamps, and clients without a place to live.

The percentage of food pantry clients currently working is higher in 2001 than in previous years. Approximately a quarter of the pantry clients interviewed at the A2H-affiliated emergency food programs were employed in 2001. This is four percentage points higher than in 1997 and almost seven percentage points higher than in 1993. A similar trend with higher percentage point changes was found among the kitchen clients. There was little change in the percentage employed among shelter clients.

TABLE 16.1.1

SELECTED CLIENT CHARACTERISTICS IN NATIONAL DATA: 1993, 1997, AND 2001

	1993	1997	2001
Percent of Clients Interviewed Employed ^a			
Pantries	17.9%	20.7%	24.7%
Kitchens	16.6%	18.9%	27.7%
Shelters	22.2%	23.0%	22.0%
Percent Receiving Food Stamps			
Pantries	48.3%	41.7%	31.0%
Kitchens	37.9%	36.3%	23.6%
Shelters	49.2%	42.4%	25.6%
Percent Homeless			
Pantries	4.8%	4.1%	2.8%
Kitchens	27.9%	26.4%	26.3%
Shelters	77.2%	75.8%	75.7%

NOTE: Data for 1993 and 1997 are taken from two previous Second Harvest reports. Data for 2001 are taken from tables presented in earlier chapters of this report.

^aBased on clients directly interviewed. Does not include other members of the household.

Estimates of food stamp participation among A2H clients are lower in both 1997 and 2001, relative to the previous period. Among the pantry clients, 31% are currently receiving food stamps, compared to 42% in 1997 and 48% in 1993. This trend is consistent across client groups served by three different program types and mirrors national trends.²²

The trends in the percentage of clients without a place to live vary by the program type. Small percentages (less than 5%) of pantry clients were found to be homeless in all three studies. This relatively small number is not surprising, since pantry clients typically need a place to store and prepare food. The percentage of homeless kitchen clients was relatively stable at all three

²²Zedlewski, Sheila R., and Sarah Brauner. *Are the Steep Declines in Food Stamp Participation Linked to Falling Welfare Caseloads?* New Federalism: National Survey of America's Families, Series B, No. B-3. Washington, DC: Urban Institute, November 1999.

points in time at 26 to 28%. Likewise, the percentage of homeless shelter clients has been at 76 to 77% at all three points in time.

16.2 COMPARISON OF SELECTED PROGRAM CHARACTERISTICS

Table 16.2.1 presents selected characteristics of the emergency food programs in the A2H national network. To examine possible trends in those variables, we present results from the 1993, 1997, and 2001 A2H national research studies together in the table.

The percentage of the programs run by faith-based or religion-affiliated organizations appears to have increased since 1993. The change is most notable among the shelter programs. Compared to 1993, when only 28% of the shelters were run by faith-based agencies, as many as 43% were run by faith-based agencies in 2001, showing a 15 percentage point increase. Although not as dramatic, there has been an approximately four percentage point increase in the percentage of pantry programs operated by faith-based agencies between 1997 and 2001. The percentage of kitchen programs in this category has been stable, at 71%.

As for the percentage of the programs that have been in operation for 10 or more years, the pantries and the kitchens show consistent upward trends from 1993 to 2001. About 65% of shelters have been in operation for 10 or more years, compared to 43% in 1993 and 36% in 1997. These figures indicate a relatively stable network of emergency food programs in A2H.

The next two variables concern the sources of food the programs distribute. The percentage of purchased food has mostly been stable for the pantries and the kitchens. The percentage varied between 11 and 13% for pantries and between 24 and 26% for kitchens. This percentage for shelters, however, shows a 10 percentage point increase, moving from 36% in 1997 to 47% in 2001.

TABLE 16.2.1
SELECTED AGENCY CHARACTERISTICS IN 1993, 1997, AND 2001

	1993	1997	2001
Percent Faith-Based			
Pantries	71.1%	72.0%	75.7%
Kitchens	70.8%	70.9%	71.4%
Shelters	28.0%	29.5%	43.0%
Percent More than 10 Years Old			
Pantries	41.5%	44.0%	48.5%
Kitchens	34.7%	40.4%	52.2%
Shelters	42.8%	35.7%	64.7%
Percent of Food Received from Agency Purchases			
Pantries	13.3%	13.1%	10.5%
Kitchens	25.6%	23.7%	24.0%
Shelters	36.4%	37.2%	47.2%
Percent of Food Received from Food Bank			
Pantries	60.6%	61.4%	58.5%
Kitchens	40.9%	45.4%	43.1%
Shelters	37.6%	38.3%	35.8%
Percent Seeing Threats to Existence			
Pantries	20.9%	18.0%	19.8%
Kitchens	25.2%	17.9%	21.7%
Shelters	18.5%	17.4%	25.3%

NOTE: Data for 1993 and 1997 are taken from two previous Second Harvest reports. Data for 2001 are taken from tables presented in earlier chapters of this report.

The percentage of the food received from the affiliated food banks was also fairly stable over the three time periods for all three program types. The average percentage of food falling in this category ranged from 59 to 61% for pantries, from 41 to 45% for kitchens, and from 36 to 38% for shelters.

Finally, the percentage of the programs facing threats to their existence or continued operation shows a mixed trend over the three points in time. In 1993, 21% of the pantries, 25% of the kitchens, and 19% of the shelters said that they faced problems that were serious enough to threaten their continued operation. These percentages declined slightly for the pantries and the

kitchens and more substantially for the shelters in 1997. Then, in 2001, they moved up by two to eight percentage points for all three program types.

APPENDIX A

**DETAILS OF CALCULATION OF THE NUMBER OF PEOPLE SERVED IN
SUBGROUPS OF A2H CLIENTS**

Much of the body of this report examines the percentage distribution of A2H clients by various characteristics and categories. In certain instances, however, *absolute numbers* of clients are also reported.²³ For easy reference, all absolute number tables mirror their corresponding percentage tables in their numbering with an added suffix “N” (for example, Table 5.3.2N corresponds to all or a part of Table 5.3.2).

Estimates of absolute numbers of clients were calculated by applying percentage distributions to a table containing counts of total households and persons, disaggregated by A2H 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 is the estimated total number of A2H adult clients, based on the calculations 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 A2H 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 one 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 food stamps.

The second row of the pantry total column, 21.3 million, is the total number of individuals served by A2H programs. The details of its derivation are discussed in Chapter 4 of

²³Numbers presented in Table A.1 and tables with a suffix “N” are based on the estimated numbers of different clients or households served in any given year.

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 (59.4%) and that of children (40.6%).

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	7,300,000	NA	NA
Number of All Members of Client Households	12,700,000	8,600,000	21,300,000
Number of Client Households	n.a.	n.a.	7,300,000
Kitchen Clients			
Number of Clients at Program Sites	1,100,000	200,000	1,300,000
Number of All Members of Client Households	1,500,000	600,000	2,100,000
Number of Client Households	n.a.	n.a.	1,100,000
Shelter Clients			
Number of Clients at Program Sites	620,000	70,000	690,000
Number of All Members of Client Households	770,000	160,000	930,000
Number of Client Households	n.a.	n.a.	620,000

NOTE: Number of pantry programs: 26,284
 Number of kitchen programs: 5,721
 Number of shelter programs: 4,120

NA = not available
 n.a. = not applicable

As for kitchens and shelters, the client base was defined to be the individuals who were present at program sites. The estimated total number of clients is 1.3 million for the kitchens, and 0.7 million for the shelters. These estimates also include children who come to kitchens and shelters accompanied by adults. As discussed in Chapter 4, it is estimated that there are, on average, 2 children per 10 adults at kitchen programs and 1.2 children per 10 adults at shelter programs. The breakdowns of adults and children in the first row for the kitchens and shelters were based on those estimates.

The totals in the second row for the kitchen and the shelter columns were obtained by multiplying the total in the first row by the average household sizes (1.9 for kitchen clients and 1.5 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.

APPENDIX B

FOOD STAMP PROGRAM INCOME ELIGIBILITY STANDARDS

**FOOD STAMP PROGRAM INCOME ELIGIBILITY STANDARDS
OCTOBER 1, 2000 TO SEPTEMBER 30, 2001**

Source: <http://www.fns.usda.gov/fsp/MENU/APPS/ELIGIBILITY/income/INCOMECHART.HTM> SEPTEMBER 30, 2001

These tables give the Food Stamp Program Monthly Income Eligibility Standards for Fiscal Year 2001.

**NET MONTHLY INCOME ELIGIBILITY STANDARDS
(100 PERCENT OF FEDERAL POVERTY LEVEL)**

Household Size	48 States ^a	Alaska	Hawaii
1	\$696	\$870	\$800
2	\$938	\$1,172	\$1,078
3	\$1,180	\$1,475	\$1,356
4	\$1,421	\$1,777	\$1,635
5	\$1,663	\$2,080	\$1,913
6	\$1,905	\$2,382	\$2,191
7	\$2,146	\$2,685	\$2,470
8	\$2,388	\$2,987	\$2,748
Each Additional Member	+\$242	+\$303	+\$279

^aIncludes District of Columbia, Guam, and the Virgin Islands.

**GROSS MONTHLY INCOME ELIGIBILITY STANDARDS
(130 PERCENT OF POVERTY LEVEL)**

Household Size	48 States ^a	Alaska	Hawaii
1	\$905	\$1,130	\$1,039
2	\$1,219	\$1,524	\$1,401
3	\$1,533	\$1,917	\$1,763
4	\$1,848	\$2,310	\$2,125
5	\$2,162	\$2,703	\$2,487
6	\$2,476	\$3,097	\$2,849
7	\$2,790	\$3,490	\$3,210
8	\$3,104	\$3,883	\$3,572
Each Additional Member	+\$315	+\$394	+\$362

^aIncludes District of Columbia, Guam, and the Virgin Islands.

GROSS INCOME WHERE ELDERLY OR DISABLED ARE A SEPARATE HOUSEHOLD

(165 PERCENT OF POVERTY LEVEL)

Household Size	48 States ^a	Alaska	Hawaii
1	\$1,149	\$1,435	\$1,319
2	\$1,547	\$1,934	\$1,778
3	\$1,946	\$2,433	\$2,238
4	\$2,345	\$2,932	\$2,697
5	\$2,744	\$3,431	\$3,156
6	\$3,142	\$3,930	\$3,615
7	\$3,541	\$4,429	\$4,075
8	\$3,940	\$4,928	\$4,534
Each Additional Member	+\$399	+\$500	+\$460

^aIncludes District of Columbia, Guam, and the Virgin Islands.

APPENDIX C
FOOD STAMP ELIGIBILITY CRITERIA

FOOD STAMP ELIGIBILITY CRITERIASource: <http://www.fns.usda.gov/fsp/MENU/APPS/ELIGIBILITY/ELIG.HTM>

As of October 2000 to September 30, 2001, the following food stamp eligibility rules applied to households in the 48 contiguous states and the District of Columbia.

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. However, certain resources are *not* counted, such as a home and lot, the resources of people who receive Supplemental Security Income (SSI), and the resources of people who receive Temporary Assistance for Needy Families (TANF) (formerly AFDC).

Licensed vehicles are *not* counted if they are:

- Used over 50 percent of the time for income-producing purposes
- Annually producing income consistent with their fair market value
- Needed for long-distance travel for work (other than daily commute)
- Used as the home
- Needed to transport a physically disabled household member
- Needed to carry most of the household's fuel or water

For the following licensed vehicles, the fair market value over \$4,650 is counted:

- One per household
- Plus vehicles used for work, training, or education to prepare for work, or to seek work in accordance with the food stamp employment and training requirements

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 means a household's total, nonexcluded income, before any deductions have been made. Net income means gross income minus allowable deductions.

Households, except those noted, that have income over the amounts listed below cannot receive food stamps.

C. DEDUCTIONS (RULES ON ALLOWABLE DEDUCTIONS FROM INCOME)

Gross income means a household's total, nonexcluded income, before any deductions have been made. Net income means gross income minus allowable deductions.²⁴

- A 20 percent deduction from earned income
- A standard deduction of \$134 for all households
- A dependent care deduction when needed for work, training, or education—but not more than \$200 for each child under age 2 and not more than \$175 for each other dependent
- Medical expenses for elderly or disabled members that are more than \$35 for the month if they are not paid by insurance or someone else
- Legally owed child support payments
- Excess shelter costs that are more than half of 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 \$300 unless one person in the household is elderly or disabled.

D. WORK AND ALIENS (RULES ON WORK, AND LEGAL IMMIGRANTS)

²⁴As of October 2000, effective through September 2001.

1. Citizenship/Alien

U.S. citizens and many noncitizens may be eligible for the program. For example:

- Refugees, asylees, Cubans, Haitians, Amerasians, and persons whose deportation has been withheld may be eligible for 7 years after they enter the United States or are granted status.
- Persons legally admitted for permanent residence may be eligible if they have 40 qualifying quarters of social security work coverage or if they have a U.S. military connection.
- Refugees, asylees, Cubans, Haitians, Amerasians, persons whose deportation has been withheld, parolees, persons legally admitted for permanent residence and battered aliens may be eligible if they were legally living in the United States on August 22, 1996 and they were age 65 on that date or are now receiving disability payments or are under age 18.
- Native Americans who cross the Canadian or Mexican borders.
- Certain Hmong and Highland Laotians and their spouses and children.

Even if some members of the household are not eligible, those who are may be able to get food stamps.

A number of states have their own programs to provide benefits to immigrants who do not meet the regular Food Stamp Program eligibility requirements.

2. Work

With some exceptions, able-bodied adults between ages 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 food stamp office. Failure to comply with these requirements can result in disqualification from the program. In addition, able-bodied adults between ages 18 and 50 who do not have any dependent children can get food stamps only for 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 can be waived in some locations.

APPENDIX D

**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, 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. What is the ZIP code where you live? 82. Are you a registered voter?	
5.3.1	2. Sex 3. Age 5. Citizen	
5.3.2	2. Sex 3. Age 5. Citizen	
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?	
5.7.1	6. Employment	

Table	Client Question	Agency Question
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 Welfare to Work or the food stamp employment training program?	
5.8.1	Federal Poverty Level Table	
5.8.2	29. What was your total income last month before taxes? 29a. What was your household's total income for last month?	
5.8.3.1	29. What was your total income last month before taxes? 29b. 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....? 29. What was your total income last month before taxes?	
5.8.4.1	29. What was your total income last month before taxes? 30. 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?	
5.9.1	16. Please tell me the kind of place where you now live. 17. Do you own, rent, live free with someone else? 18. Were you late paying your last month's rent or mortgage? 81. Does your household receive Section 8 or Public Housing Assistance?	
5.9.2	19. Do you have access to a place to prepare a meal, a working telephone, and a car that runs?	
5.10.1	Locations where client households are served.	

Table	Client Question	Agency Question
6.1.1	<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> <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>	
6.1.2	<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> <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>	
6.2.1	<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>	

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>	
6.4.1	<p>3. Age</p> <p>6b. How many of the other people in your household are children less than 18 years old?</p> <p>48. Is there at least one child under 18 in household?</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>	
6.5.1	<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>	
7.1.1	<p>31. Have you ever applied for Food Stamps?</p> <p>32. Are you receiving Food Stamps now?</p> <p>33. How long have you been receiving Food Stamps?</p> <p>34. In the past 12 months, have your Food Stamp benefits increased, decreased, remained the same?</p> <p>35. How many weeks do your Food Stamps usually last?</p> <p>36. Did you receive Food Stamps in the past 12 months?</p>	

Table	Client Question	Agency Question
7.2.1	38. Why haven't you applied for the Food Stamp program?	
7.3.1	37. Why don't you receive Food Stamps now?	
7.4.1	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? 41. In which, if any, of the following programs do you currently participate?	
7.5.1	26. Did you receive general assistance, welfare, or TANF at any time in the <u>past two years</u> ? 27. Was that assistance ever stopped during the past two years? 28. Why was your assistance stopped?	
7.6.1	40. 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?	
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?	
9.3.1	55. If this agency weren't here to help you with food, what would you do?	
10.1.1		Agency data

Table	Client Question	Agency Question
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?
10.5.1		4. For each selected program, please indicate which of the following services, if any, are currently being provided.
10.5.2		4. For each selected program, please indicate which of the following services, if any, are currently being provided.
10.5.3		29. Does your agency operate any of the following types of facilities?
10.6.1		30. Type of agency.
10.7.1		19. Do the selected programs currently serve any of the following groups?
10.8.1		7. Compared to 3 years ago, that is 1998, is this program providing food to more, fewer, same number of clients? 7a. Is the information provided in Q7 based on agency records, research studies, your best estimate?
10.9.1		20. Does the client mix change significantly by season for the selected programs? 21. 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? 6a. How much does a typical bag or box usually weigh?

Table	Client Question	Agency Question
11.2.1		6c. 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?
12.1.1		17. Is the continued operation of the selected programs threatened by one or more serious problems? 18. For which of the following reasons is the continued operation of the selected programs threatened?
12.2.1		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?
12.3.1		9. During the past year, did the selected programs turn away any clients for <u>any</u> reason? 10. For which of the following reasons did each selected program turn clients away? 11. During the past year, approximately how many clients did each selected program turn away? 12. Is the information provided in Q11 from agency records, research studies, your best estimate?
12.3.2		10a. What were each selected program's two most frequent reasons for turning away clients?
12.4.1		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.
13.1.1		8. For each selected program, approximately what percent of the distributed food comes from each of the following sources?

Table	Client Question	Agency Question
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>
13.3.1		<p>25. 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>26. 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>27. 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>28. Does your program need additional assistance in any of the following areas?</p>