



# Food Security For All:

*A Strategic Plan to End Hunger in Our City*

2008 Progress Report



San Francisco Food Security Task Force  
*(Originally submitted January 2007)*



# Message from the Chair

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As we move forward with our task of hunger prevention for the residents of our City, an economic recession and a climate of budget cutbacks threaten various food programs while demand is anticipated to increase. These essential nutrition programs support families and individuals who are at risk of hunger in San Francisco. Consequently, the San Francisco Food Security Task Force and the City faces new and ongoing challenges to improving food security.

The prices for wheat, dairy, meat, and produce are rapidly increasing causing more people to struggle to afford a nutritious diet without local assistance. The increasing price of energy puts a squeeze on low-income households, further eroding their food purchasing power. As more and more families depend on food banks to supplement their diets, scarce United States Department of Agriculture (USDA) commodities mean fewer food items in regular neighborhood pantries.

Last year the San Francisco Food Bank served 118,000 and distributed 27.4 million pounds of food, enough for 58,000 meals per day. This year the program is serving 124,000 people and are on track to distribute 31 million pounds of food, enough for 66,000 meals per day.

As a City, San Francisco has a higher proportion of older adults than all other California counties living on a fixed income who are vulnerable to rent increases and inflation, who now have less to spend for food. Included in this group is a large population of SSI recipients who are not eligible for food stamp benefits.

School meals and snacks are under pressure due to State budget cuts and reimbursement rates that are not enough to meet regionally high costs. While the Direct Certification program allows school children who receive CalWORKs and food stamp benefits to be automatically certified for free lunch, our challenge is to create an interface between the School District and Human Services systems that can be used to identify all eligible children throughout the school year.

While significant challenges lie ahead, the San Francisco Food Security Task Force is pleased to report some successes with the hunger issues that we are working on:

In 2006, the Food Stamp Program was awarded a \$1 Million grant by the USDA to be used to increase participation in food stamp benefits and to further our mission of finding ways to connect San Francisco residents with the Food Stamp Program and increasing access by making the application process as uncomplicated as possible.

The US House of Representatives passed Consolidated Appropriations Bill (CAB), to fund the Women, Infants and Children Supplemental Nutrition Program (WIC) at \$6.02 Billion- enough for states to service 8.55 million participants. In San Francisco, 1,370 participants avoided being dropped from the program.

Through the financial support from the Mayor's Office and the Department of Children, Youth and their Families, San Francisco Unified School District's Student Nutrition Services department rolled out salad bars in 25 schools. The salad bars have been a huge success, and have increased the availability and consumption of fresh produce among students participating in the

meal program.

The Department of Aging and Adult Services (DAAS) is piloting an emergency home-delivered meal system, and the Commodity Supplemental Food Program (CSFP) remains intact this year, in part due to successful advocacy by the San Francisco Food Security Task Force and other food advocates.

The 2007 Farm Bill Food Stamp Provisions provide for several regulation changes that we will be implementing this year including:

- ◇ Increasing the minimum benefit
- ◇ Increasing the minimum standard deduction
- ◇ Excluding combat pay as income
- ◇ Removing the cap on dependant care deduction
- ◇ Excluding certain retirement and educational accounts from resource limits

This year, the San Francisco Food Security Task Force is continuing to work on the recommendations in our strategic plan while advocating for legislative policies that strengthen the nutrition programs that protect our community against hunger.

*Leo O'Farrell*  
*San Francisco Food Stamp Program Director*  
*Chair, San Francisco Food Security Task Force*

# Executive Summary

This update summarizes the San Francisco Food Security Task Force’s progress in addressing the recommendations outlined in its strategic plan. For each major topic area, this update identifies:

1. Accomplishments
2. Work in progress
3. New directions
4. New challenges

*A more detailed summary for each Program may be found in the pages, which follow.*

## Update for Food Stamp Program (FSP)

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### Accomplishments

- ◇ Food Stamp Program awarded a \$1 Million USDA participation grant
- ◇ Food Stamp Program established the Food Assistance Service (Call) Center
- ◇ An ordinance amending the San Francisco Park Code now requires San Francisco Farmers’ Markets to accept food stamp benefits, WIC and Senior Farmers’ Market nutrition programs

### Work in Progress

- ◇ A food stamp web application is in development
- ◇ 18 remote food stamp application sites have been selected to provide assistance with the new website, when ready

### New Directions

- ◇ The next year will focus on the development and launching of the web application program and setting up the remote application sites

### New Challenges

- ◇ Increasing the language capacity (other than English) of the Food Stamp Program Call Center
- ◇ Cultivating employee morale following significant workflow changes

## Update for School Lunch and Breakfast Update

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### Accomplishments

The San Francisco Student Nutrition Services:

- ◇ Added salad bars to 25 schools in the district
- ◇ Increased participation in the School Meals Program
- ◇ Increased the number of students qualifying for reimbursable meals

## Work in Progress

The San Francisco Student Nutrition Services is working on:

- ◇ “Grab and Go” breakfast program in four schools
- ◇ Hot breakfast menu in 10 elementary schools this spring

## New Directions

- ◇ Implementing a new Point of Service system which will improve accountability

## New Challenges

The San Francisco Unified School District has:

- ◇ A \$40 million budget deficit for 2008-2009
- ◇ Rising food and transportation costs are placing additional pressure on tight budgets
- ◇ Aging kitchen equipment and inadequate distribution facilities need upgrades

## Update for Summer Food Service Program

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### Accomplishments

- ◇ A new site has been added in the Sunset District
- ◇ Ongoing media events were arranged to advertise the availability of Summer Lunch
- ◇ DCYF hosted the First Annual Summer Lunch Appreciation Reception
- ◇ DCYF surveyed site supervisors to elicit feedback regarding the meals

### Work in Progress

- ◇ Summer 2008 postcards announcing the program were sent out in March 2008
- ◇ Brochures were sent out in May 2008
- ◇ Door hangers will be distributed in areas close to Summer Lunch sites

### New Directions

- ◇ DCYF will be assessing the administrative structure of the program to increase efficiency in distributing the meals

## Update for Women, Infants and Children Supplemental Nutrition Program (WIC)

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### Accomplishments

- ◇ The new WIC Food Package will enhance the nutritional quality of foods available to WIC participants
- ◇ The House passed a Consolidated Appropriations Bill funding WIC with \$6.02 Billion

## Work in Progress

- ◇ The WIC community will gather input and support from potential WIC stakeholders on ways to maximize the benefits of the new WIC Food Package

## New Directions

- ◇ Direct the City's lobbyist to advocate for adequate federal funding
- ◇ Ensure that the program has adequate staffing to serve eligible populations
- ◇ Develop a policy statement strongly opposing pending cuts to federal nutrition programs

## New Challenges

- ◇ Advocate for federal WIC funding to keep up with food inflation
- ◇ Sustain quality nutrition services and provide WIC with the tools to fight the nation's epidemic of obesity and overweight

## Update for Programs for Older Adults

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### Accomplishments

- ◇ The Department of Aging and Adult Services is piloting an emergency home-delivered meal system for older and/or disabled adults
- ◇ The San Francisco Food Security Task Force workgroup is researching a pilot program to provide delivered groceries to homebound individuals
- ◇ Created a workgroup to address food stamp ineligibility for SSI/SSP recipients
- ◇ Advocacy efforts for the Commodity Supplemental Food Program (CSFP) were successful and the program will continue to service over 9,500 older adults

### Work in Progress

- ◇ The San Francisco Food Security Task Force will continue to work on all remaining strategic plan recommendations

### New Challenges

- ◇ The budget crunch at both the state and local levels will exacerbate the shortage of nutrition resources for older adults in San Francisco

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# San Francisco Food Security Task Force

## About Us

### Chair

- ◇ Leo O'Farrell, Food Stamp Program Manager, Human Services Agency, City and County of San Francisco (March 2008 - present)
- ◇ Former Chair: Anne Quaintance, MNA, Associate Director of Programs, San Francisco Food Bank (July 2006 - November 2007)
- ◇ Former Chair: Libby Albert, Child Nutrition Coordinator, Department of Children, Youth and Their Families (November 2005 - June 2006)

### Vice-Chair

- ◇ Libby Albert, Child Nutrition Coordinator, Department of Children, Youth and Their Families (July 2006 - present)
- ◇ Former Vice Chair: Gina Fromer, Executive Director, Bayview Hunters Point YMCA (November 2005 - July 2006)

### Other Voting Members

- ◇ Jacqueline Battle, Principal Recreation Supervisor, Citywide Recreation Programs, San Francisco Recreation and Park Department
- ◇ Angelina Cahalan, Justice Education, Volunteer/Intern, and Advocacy Program Manager, St. Anthony Foundation
- ◇ Gina Fromer, Executive Director, Bayview Hunters Point YMCA
- ◇ Bruce Ito, MBA, MA, Senior Community Development Specialist, Mayor's Office of Community Development
- ◇ Maria R. LeClair, MPA, RD, Director of Nutrition Services, City and County of San Francisco, Department of Public Health
- ◇ Marguerite Nowak, Advocacy and Education Manager, San Francisco Food Bank
- ◇ Ed Wilkins, Director, San Francisco Unified School District, Student Nutrition Services

### Non-Voting Members

- ◇ Dennis Stewart, Food Stamp Program Regional Director, USDA, Food and Nutrition Services
- ◇ Timothy Thole, Child Nutrition Programs Program Team, USDA, Food and Nutrition Services Western Regional

### Advocacy Working Group

Working Group Chair:

- ◇ Marguerite Nowak, Advocacy and Education Manager, San Francisco Food Bank

Subcommittee Members:

- ◇ Angelina Cahalan, Justice Education, Volunteer/Intern, and Advocacy Program Manager, St. Anthony Foundation
- ◇ Bruce Ito, MBA, MA, Senior Community Development Specialist, Mayor's Office of Community Development

# San Francisco Food Security Task Force

## About Us (continued)

### Advocacy Working Group (continued)

- ◇ Paula Jones, Director, San Francisco Food Systems

### Child Nutrition Working Group

Working Group Chairs:

- ◇ Libby Albert, Child Nutrition Coordinator, Department of Children, Youth and Their Families
- ◇ Maria R. LeClair, MPA, RD, Director of Nutrition Services, City and County of San Francisco, Department of Public Health

Subcommittee Members:

- ◇ Jacqueline Battle, Principal Recreation Supervisor, Citywide Recreation Programs, San Francisco Recreation and Park Department
- ◇ Gina Fromer, Executive Director, Bayview Hunters Point YMCA
- ◇ Paula Jones, Director, San Francisco Food Systems
- ◇ Loretta Lee, Assistant Director, Student Nutrition Services, San Francisco Unified School District
- ◇ Timothy Thole, Child Nutrition Programs Program Team, USDA, Food and Nutrition Services Western Regional
- ◇ Ed Wilkins, Director, San Francisco Unified School District, Student Nutrition Services

### Food Stamp Working Group

Subcommittee Chair:

- ◇ Leo O'Farrell, Food Stamp Program Manager, Human Services Agency, City and County of San Francisco

Subcommittee Members:

- ◇ Ylonda Calloway, Food Stamp Program Analyst, Human Services Agency, City and County of San Francisco
- ◇ Dennis Stewart, Food Stamp Program Regional Director, USDA, Food and Nutrition Services
- ◇ Tiana Wertheim, Food Stamp Analyst, Human Services Agency

### Older Adults Working Group

Subcommittee Chair:

- ◇ Meredith Terrell, Senior Program Manager, San Francisco Food Bank

Subcommittee Members:

- ◇ Diana Jensen, Planning Analyst, Human Services Agency

### Regularly Attending Non-Members

- ◇ Diana Jensen, Planning Analyst, Human Services Agency
- ◇ Paula Jones, Director, San Francisco Food Systems

## San Francisco Food Security Task Force About Us (continued)

### Regularly Attending Non-Members (continued)

- ◇ Loretta Lee, Assistant Director, Student Nutrition Services, San Francisco Unified School District
- ◇ Meredith Terrell, Senior Program Manager, San Francisco Food Bank
- ◇ Tiana Wertheim, Food Stamp Analyst, Human Services Agency

### Staff to the Food Security Task Force

- ◇ Christine Wong Mineta, MPH, Health Educator, Nutrition Services, City and County of San Francisco, Department of Public Health. In August 2008, Christine Wong Mineta began a tenure track position in the Health Education and Community Health Studies Department at City College of San Francisco.
- ◇ Janice Lee, Nutrition Services, City and County of San Francisco, Department of Public Health. Janice Lee was assigned as staff to the Food Security Task Force in August 2008.

### Sponsor of the Food Security Task Force

- ◇ Supervisor Sophie Maxwell, San Francisco Board of Supervisors, District 10

### Past Members

- ◇ Daisy Anarchy, San Francisco Coalition on Homelessness
- ◇ Paula Hamilton, Principal Recreation Supervisor, Citywide Recreation Programs, San Francisco Recreation and Park Department
- ◇ Gail Priestley, Director of the Clothing and Furniture Program/Farm/Justice Education, St. Anthony Foundation
- ◇ Anne Quaintance, Senior Contracts Manager, Human Services Agency
- ◇ Darryl Smaw, Community Builder, Mayor's Office of Community Development

### In Appreciation of their Contributions to the Food Security Task Force

- ◇ Ylonda Calloway, Food Stamp Program Analyst, Human Services Agency, City and County of San Francisco
- ◇ Diana Jensen, Planning Analyst, Human Services Agency
- ◇ Paula Jones, Director, San Francisco Food Systems
- ◇ Linda Lau, Nutritionist, Department of Aging and Adult Services, Office on Aging
- ◇ Loretta Lee, Assistant Director, Student Nutrition Services, San Francisco Unified School District
- ◇ Meredith Terrell, Senior Program Manager, San Francisco Food Bank
- ◇ Tiana Wertheim, Food Stamp Analyst, Human Services Agency

### Other Important Contributors to our Planning Process

- ◇ Emily Rogers, Aide to Supervisor Sophie Maxwell, San Francisco Board of Supervisors

## Food Stamp Program 2008 Update

### Accomplishments

USDA Participation Grant- The Food Stamp Program (FSP) is pleased to report that in FY 2006-2007, we were awarded a \$1 Million USDA Participation Grant. The grant is helping the FSP fund new initiatives to simplify both the application process and the systems that we use to determine and maintain eligibility for food stamp benefits.

Call Center- Carrying- In October 2007 the FSP established the Food Assistance Service Center, which transitioned our work environment from a caseload-based process to a more efficient functional task-based process. Over 33,000 calls were taken from November 2007 to April 2008- 75% of the calls were answered in 30 seconds or less. Over 31,000 tasks were assigned and completed by staff in the same six months.

Call Center- Intake- Benefit Analysts screen callers for potential FSP eligibility, provide mail in applications, and answer general program information. We are seeing an increase in mail in applications. The main purpose of the Intake Call Center is to provide easy access for potential FSP customers and to generate new applications. Over 3,500 calls from potentially eligible FSP customers have been taken by intake staff.

Legislative Action- An ordinance introduced by Supervisors Mirkarimi and Jew was passed by the full board in February 2007 amending the San Francisco Park code to require Farmers' Market vendors in San Francisco to accept forms of payment provided by participants of federal, state or local food assistance programs that include food stamp benefits, WIC, and Senior Farmers Market nutrition programs.

### Work in Progress

Web Application- The FSP is working with a company called Nets 2 Ladders to customize an online web application. We are currently developing the specifications for the web application.

Remote Application Sites- 18 Community Based Organizations have submitted proposals and we are in the selection process. The remote application sites are to be launched along with the Web Application.

### New Directions

We will spend the next year focusing on the development of the web application and the launch of remote food stamp application sites. Both are essential to the outreach component of our strategic plan. Counties that have already implemented a web application system report that although they are not currently advertising their web application,

they are receiving a significant increase in applications.

## New Challenges

We are shifting our language resources in order to improve language coverage to non-English speaking food stamp customers. Maintaining worker morale and resolving labor issues is another priority since these initiatives are new and require major change from FSP workers. We are also moving from a paper case environment to an imaged document environment in 2008. This technology ultimately makes our program more efficient but presents a new learning curve for staff.

The 2007 Farm Bill Food Stamp Provisions renamed the Food Stamp Program the Supplemental Nutrition Assistance Program (SNAP) and provided for several regulation changes that we will be challenged to apply this year including:

- ◇ Increasing the minimum benefit
- ◇ Increasing the minimum standard deduction
- ◇ Excluding combat pay as income
- ◇ Removing the cap on dependant care deduction
- ◇ Excluding certain retirement and educational accounts from resource limits

## School Lunch and Breakfast 2008 Update

### Accomplishments

Salad Bars- In 2007-2008, with the financial support from the Mayor's Office and the Department of Children, Youth and their Families, SNS has added salad bars to 25 schools in the district. These salad bars are offered daily, and are part of the reimbursable meal. SNS is working with members of the SFUSD Student Nutrition and Physical Activity Committee and community groups to assess the salad bars in order to understand the impact and inform future operations.

Increased Participation- From 2005-2006 to 2006-2007, average daily attendance declined in SFUSD by almost 1,000 students. However, at the same time, in spite of this significant drop, SNS served slightly more meals on a daily basis indicating that an increasing percentage of students are participating in the meal program.

Increased Applications on File- The number of students qualifying for reimbursable meals increased from 49% in 2003-2004 to 55.1% in 2005-2006, while the number of students without a meal application on file dropped from 35.3% to 30.9% in the same time period. In 2007-2008, 53% of the students in San Francisco qualified for free and reduced price lunches and the number of students without applications on file reduced to 20%.

### Work in Progress

Breakfast Promotion- SNS is piloting several programs intended to better understand how to improve usage of the breakfast program. SNS has implemented a Grab 'n Go Breakfast at the following high schools: Balboa, Mission, and Galileo. These programs allow students to pick up a bagged breakfast and eat it on the way to class or during the first ten minutes of class. SNS is also piloting a hot breakfast menu in 10 elementary schools this spring. The pilot will assess whether the new menu increases participation in the program.

### New Directions

Implementing Point of Service- Recognizing the critical need for a POS system to improve program accountability, SFUSD has committed to purchasing a system next year and implementing the system over the next three years. With the new POS System, SNS will be able to transform the meal programs for middle and high schools by merging a la carte sales with the main line meal. This new initiative will offer expanded meal choices in the main line, and multiple points of service for all students.

## New Challenges

Budget- SFUSD is facing an approximately \$40 million budget deficit for 2008-2009 which makes subsidizing SNS virtually impossible. SNS ran a deficit of \$1.2 million in 2002-2003, gradually reducing that deficit to \$430,000 in 2004-2005. While progress was made during those years, skyrocketing food, supply, labor and fuel costs since have caused the program deficit to approximate \$1.5M. The program cost increases combined with minimal increases in reimbursement rates from the federal government results in an urgent need for SNS to balance its budget.

Rising Food and Transportation Costs- In 2007, overall food costs in the United States increased by 4.9%, and during the first quarter of 2008, food costs have risen 5.3%.<sup>3</sup> In the 2008-2009 school year, transportation costs for the contract delivery service will increase by 42%. Overall, expenses to SNS's budget are increasing at a much faster rate than revenue. Between 2005-2006 and 2006-2007, expenses increased by 6.94% while income only increased by 1.96%. Reimbursements from the USDA generally increase only 2-4% annually. Additionally, though the state reimbursement increased from \$.16 to \$.22 in 2007-2008, due to the state budget deficit, this may be reduced significantly in 2008-2009.

Aging Kitchen Equipment- Due to budget constraints, SNS has not been able to replace aging equipment as quickly as is needed. Aside from refrigeration added with the new salad bars, there has been no money spent on program infrastructures over the last two to three decades.

Inadequate Distribution Facilities- SNS does not have a modern distribution facility. A Middle School kitchen is used for daily production and distribution operations.

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<sup>3</sup> Bureau of Labor Statistics– Consumer Price Index Summary. March 2008. <http://www.bls.gov/news.release/cpi.nr0.htm> (date accessed 4/29/08).

## Summer Food Service Program 2008 Update

### Accomplishments

Many of the recommendations from the original report have been implemented including:

- ◇ A new site has been added in the Sunset District
- ◇ Work was done to increase capacity at sites including:
  - Sending out 80,000 multilingual flyers in 2006 and 2007 advertising the availability of summer lunch and listing all the sites with information about how to find out dates and times of operation.
  - The Mayor hosted a media event in 2006 to bring visibility to the program.
  - Sites displayed “Free Lunch/Comida Gratis” during the program in 2006 and 2007 announcing the program.
  - The Mayor’s column was dedicated to summer lunch in neighborhood newspapers during summer 2006.
  - Parents were able to call 311 or 211 or visit [www.sfkids.org](http://www.sfkids.org) or [www.summerlunch.org](http://www.summerlunch.org) to find information about meal locations and times.
  - Enrichment activities were added at several housing authority sites in 2007 to attract children into the program.
  - SF Food Systems provided funding to include local, sustainably- grown fruit during summer 2006.
- ◇ Summer Lunch Sites were appreciated and feedback was elicited.
  - In 2007, DCYF hosted the First Annual Summer Lunch Appreciation Reception to honor site supervisors and give awards to exemplary summer lunch sites.
  - A survey was sent to all site supervisors in 2007 to elicit feedback regarding the meals and the administration of the program and will be used to make improvements for 2008.

### Work in Progress

- ◇ Summer 2008 postcards announcing the program were sent out in March in addition to the brochure that is sent out in May.
- ◇ Door hangers will be distributed in areas close to a summer lunch site.

### New Directions

Before the summer 2009, DCYF will assess the administrative structure of the program to see if there are more efficient ways to distribute the meals during the summer.

## Child and Adult Care Food Program 2008 Update

CACFP may be reauthorized in 2009.

## Women, Infants and Children Supplemental Nutrition Program 2008 Update

### Accomplishments

New WIC Food Package– On December 6, 2007, USDA published Interim Rule that will transform the WIC food packages. The rule will significantly enhance the nutritional quality of foods available to WIC mothers, infants and young children, improve access to healthy foods in low-income communities, and thus improve health outcomes nationwide.

WIC advocates were able to celebrate victory for FY 2008- The President's FY 2008 Budget proposal threatened to target WIC harming the mothers and children WIC serves. The President's proposal was to freeze nutrition services (NSA) funding, cap Medicaid adjunctive eligibility, and lacked targeted MIS funding. After much advocacy, the House passed a Consolidated Appropriations Bill (CAB), funding WIC at \$6.02 Billion - enough for states to serve 8.55 million participants. This resulted in California WIC avoiding caseload or food package cuts. In San Francisco, 1,370 participants were at risk of being dropped from the program.

### Work in Progress

New WIC Food Package- By 2009, the foods WIC offers to participants will finally be aligned with the nutrition education messages they receive. This alignment presents an opportunity to support and promote positive choices and thus realize healthy outcomes. For the first time, WIC households will be able to purchase a variety of fruits and vegetables, whole grains and soy products. They also will give WIC's multicultural population more food choices, and lower overall fat and sugar content.

The California WIC community will gather input and support from all potential WIC stakeholders, on ways to maximize the benefits of these historical changes for the families WIC serves- and for their communities. If planned carefully and leveraged by strategic partnerships, the implementation of the new WIC food changes could result in dramatic health improvements in communities most impacted by the obesity epidemic.

### New Directions

In California, the implementation of the new food package has given the WIC Program opportunity to implement WICConnect, a new WIC-wide internal campaign designed to support our collective efforts to implement the food package changes in a strategic and coordinated way with our partners. WICConnect will assist us to:

1. Give coordinated and consistent messages

2. Leverage WIC partners' efforts
3. Amplify current nutrition messages

## New Challenges

WIC for a Healthier, Stronger America- Protect the Backbone of Public Health Nutrition!- WIC is not an entitlement program, and the President's FY 2009 Budget proposal threatens to harm the mothers, and young children WIC serves. The President's proposal to cap nutrition services (NSA) funding, to cap Medicaid adjunctive eligibility, the failure to adequately anticipate participation growth, the lack of targeted MIS funding, and the non-existent contingency fund result in un-served and under-served mothers and children.

WIC is Critical for Families in Need- The WIC Program has improved children's health, growth and development, and prevented health problems for 33 years. WIC children enter school ready to learn, showing better cognitive performance. As the nation's premier public health nutrition program, WIC is a cost-effective, sound investment-ensuring the health of our children. WIC serves 8.5 million mothers, infants and children, nearly half of all America's infants and one-quarter of its children 1-5 years of age. In San Francisco, each month WIC serves: 1,400 women, 3,550 infants and 7,800 children and 2,800 post-partum women.

Families Turn to WIC in Economic Crisis- Economic crisis compounds WIC families' vulnerability. Assuring that they receive WIC food packages and the nutrition services that accompany them ensure that WIC mothers and young children stay healthy.

The economic crisis this nation is facing also affects the cost of the WIC food package. USDA estimates that FY 2008 WIC food cost inflation at 7.91%. Therefore, it is of outmost importance that federal WIC funding keeps up with food inflation, sustain quality nutrition services, and provide WIC with the tools to help fight the nation's epidemic of obesity and overweight.

## Programs for Older Adults 2008 Update

### Accomplishments

In support of Policy Recommendation #4, Department of Aging and Adult Services' (DAAS) FY 2007-2008 RFP for congregate meals programs included the option for congregate meal programs to participate in a pilot initiative that would reduce federal restrictions in order to allow sites to take advantage of Food Bank food. Unfortunately, there were no interested organizations. DAAS is also piloting an emergency home-delivered meal system to ensure seniors and adults with disabilities who need home-delivered meals immediately receive them within one to two days. This represents a small step forward with respect to Policy Recommendation #2.

The Older Adults Working Group has chosen to focus its efforts primarily on Policy Recommendation #6, researching and supporting the creation of a program providing delivered groceries to homebound older adults who can cook but have limited mobility. The working group facilitated a planning process with City department representatives and community partners including: San Francisco Food Bank, DAAS' Office on the Aging; DAAS' In-Home Support Services program, San Francisco Human Services Agency, Meals on Wheels, Bernal Heights Neighborhood Center; Self Help for the Elderly; and the Institute on Aging. The group hopes to have a pilot program started no later than September 2008.

Members from the Advocacy and Older Adults Working Groups have collaborated to begin research on Legislative Recommendation #1, which addresses food stamp benefit ineligibility for SSI/SSP recipients. Preliminary discussions have included the California Association of Food Banks; California Food Policy Advocates; the San Francisco Human Services Agency; St. Anthony Foundation, and the San Francisco Food Bank. This group will determine whether this policy is beneficial for San Franciscans and secondarily for Californians. Progress on a subsequent automatic food stamp enrollment program for SSI recipients (Legislative Recommendation #2) is on hold pending the findings of the overall policy research on the issue.

The Commodity Supplemental Food Program (CSFP) was eliminated from the President's budget in 2007, 2008, and 2009 budgets. The San Francisco Food Security Task Force engaged in advocacy efforts to lobby congress to keep the program intact (Legislative Recommendation #3). We are proud to report that advocacy efforts were successful, and in both years Congress has continued to support the program. We will work to make sure Congress does the same in 2009. CSFP continues to serve over 9,500 needy older adults in San Francisco each month.

### Work in Progress

The Task Force will continue to work on all of the Older Adults recommendations.

### New Challenges

The budget crunch at both the local and state level will exacerbate the shortage of nutrition resources for older adults in San Francisco. Service providers are facing increased fuel and food costs. Higher costs are forcing providers to cut services or fund-raise for more money to maintain the same service level. Additionally, budget cuts from federal, state and local level mean less resources and services will be available for low-income consumers in the coming year.

San Francisco Food Security Task Force  
2008 Updates on Other Nutrition Programs

# Free and Reduced Meal Application Return and Direct Certification for the National School Lunch Program and School Breakfast Program\*

## The Challenge

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San Francisco Unified School District (SFUSD), Student Nutrition Services Department (SNS) provides meals to students through the National School Lunch Program and the School Breakfast Program. Students from low-income households can access meals for free while other students pay a nominal charge for the meals. SFUSD has worked diligently over the past several years to improve the nutritional quality of the meals and to eliminate foods high in fat and sugar, both from the meal program and from school sites.

The budget picture for the coming years is grim and planned future improvements including providing salad bars in all schools, offering more meal choices to students, implementing point of sale equipment at all schools and incorporating more varieties of fresh, local, sustainably-grown fruits and vegetables into the meal program might be out of reach. SNS has been asked to make drastic cutbacks to their program as SFUSD faces a monumental budget shortfall. Although cuts are probably inevitable it is also important to make sure that money is not being left on the table. This report outlines ways in which SFUSD can work towards capturing every dollar for which they are entitled.

Revenue comes from the federal and state reimbursements, and fees paid by students who do not qualify for free meals. Eligibility for free meals is determined through an application process that takes place at the beginning of the school year (although applications are accepted throughout the year). Additionally, students from families that receive public benefits such as Food Stamps (FS), CalWorks or TANF (Temporary Aid for Needy Families) do not need to fill out an application and are directly certified for school meals. Direct certification is processed through data sharing between SFUSD and the City and County of San Francisco Human Services Agency.

In order for SNS to maximize reimbursements for eligible students there are two important approaches that should be pursued:

- ◇ Streamline the direct certification process and;
- ◇ Meal application return by families not qualified through direct certification needs to be a priority at all school sites.

## Streamlining Direct Certification Process

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Although there is great willingness by SFUSD staff and the City and County of San Francisco,

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\* Added in 2008 Update.

Human Services Agency to cooperate and share data so that the highest possible number of students can be certified for free meals through direct certification, there are barriers to effectively sharing the data. Currently, HSA shares the list of households with children enrolled in the Food Stamp Program, TANF and CalWorks with SFUSD and they run the reports to identify children enrolled in SFUSD schools. These children are then directly certified for free meals and a letter is sent home notifying the family. There are problems with the system that cause some eligible children to not appear on the list. The data from HSA is usually from June or July data may not include families new to Food Stamp Program or TANF. Additionally, there is not a single identifier that can be cross-referenced. SFUSD uses an identifying number given to each student when they enroll (called an HO number) and HSA uses Social Security numbers to identify household members. Currently, the data matching is accomplished by using name and birth date. There could be minor variations in the names such as a student being enrolled in school under a nickname versus a legal name being used for the food stamp application. When this happens, a manual reading of the list is necessary to make final matches, a time-consuming exercise. Here are some strategies used by some states that might be useful in San Francisco:

- ◇ Indiana uses a phonetic system (SOUNDEX) to identify children by name so that they can be matched even when there are minor spelling variations.
- ◇ Massachusetts sends letter to FS/TANF children who are not matched to student records. These letters may be used in lieu of an NSLP application.
- ◇ Georgia and Oregon provide school districts with data files of unmatched FS/TANF children, which school districts can match by computer or manual methods (note: in San Francisco the original data file is provided by HSA to SFUSD for matching, so the recommendation would be for SFUSD to provide unmatched students to HSA to run through their database).
- ◇ Arizona, Georgia, Indiana and Washington provide school districts with access to online queries of FS/TANF data, to look up individual students who may be eligible for direct certification (e.g., based on sibling direct certification status or status from a previous year).

It is also noteworthy that when one child in a household has been directly certified, all the children in the household are also eligible for free meals. This is important because the data matching is currently being done by student's name and birth date. By adding the student's address to the query SNS could easily determine if there are other eligible children in the household and then directly certify them as well. During the 2007-2008 school year 4,000 children disappeared from the directly certified list and it is possible that this happened because in 2006-2007 the students' addresses were included in the data query and then during the 2007-2008 SY the address was dropped making it impossible for SNS to directly certify other children in a household.

In most states, direct certification matching takes place once per year before the start of the school year, using FS/TANF data from June or July. In SY 2004-2005 several states provided school districts the option of obtaining monthly state-level match results thereby proving direct certification for late enrollees and identifying students recently enrolled in FS/TANF. In San Francisco, data matching is typically done once per year but information from the USDA

reveals that enrollment in Food Stamps peaks in January. It may be worthwhile to conduct the data matching at least two times per year, once in September and again in January.

California recently rolled out a statewide data matching system available to school districts. There are advantages to using the statewide system including less work for the district and city employees but also disadvantages such as accuracy depends on the timeliness of student records, and there is no fallback method to certify unmatched FS/TANF children. Matching at the district level is based on the most current student enrollment (i.e. includes students recently enrolled in the district) and also can include a manual match for children with minor spelling variations.

### Meal Application Return

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It is critical that all families, particularly families with children who have not been directly certified, fill out a meal application regardless of whether or not their children will qualify for free meals (or whether their children will eat school meals). Many families do not fill out the free meal application because they don't think they will qualify, their children will not eat school meals or they are afraid to give out their personal information. As a result, many low-income students show up each day at school without money to pay for lunch or breakfast and with no meal application on file. During the SY 2007-2008 just over 75% of students were either included on the direct certification list or had an application on file, leaving about 25% of the students with no application on file. SFUSD does not allow these children to go hungry and provides them with a meal and absorbs the cost, resulting in cash shortages and increasing deficit spending in the department. It is important for families of students who will not qualify for free meals to fill out the top of the application with the student's name, school and birth date and then write 'not interested' on the application. This allows SNS to know that the family is not interested in meals and does not have to follow-up for a returned meal application. It is also essential that all families fill out an application to eliminate the stigma felt by some low-income students when they turn in the application.

In addition to providing money to improve school meals, returning more meal applications has a ripple effect in other areas. Federal, state and other grants for schools are based on the percentage of low-income students, as measured by the percentage qualifying for free/reduced price meals. Other federal food programs such as the Summer Food Service Program (SSFP) and the Child and Adult Care Food Program (CACFP) also use this percentage to qualify meal sites. Afterschool snacks are available at schools and community sites near schools, with more than fifty percent of students eligible for school meals. Certifying more schools with fifty percent qualifying students means more children are fed through these other programs. The percentage of students qualifying for free/reduced price meals is also used to rank schools with similar levels of low-income students. When the percentage of students qualifying for meals is artificially low an unfair comparison is made to schools with students from higher-income families.

A lot of work has been done by Student Nutrition Services and the SFUSD Student Nutrition and Physical Activity Committee to help with the return of meal applications and increase participation in school meals:

- ◇ The meal application form was improved and outreach materials were developed and distributed widely.
- ◇ Volunteers were recruited at individual school sites to help with the effort.

Lessons have been learned including:

- ◇ Families are willing to fill out the meal application when they are asked and given the information about why it is important.
- ◇ Principals and teachers are critical in the effort.
- ◇ Staff at school sites are burdened with heavy workloads and copious amounts of paperwork thus ensuring the return of meal applications is not always a priority.
- ◇ Some schools identify a staff member to oversee the process while other schools do not follow up with families.

We need to build on the work that has been done and enlist help from other departments within SFUSD, parent groups, community based organizations and City departments to make meal application return a major priority. Increased return of meal applications will ensure that improvements can be made to school meals, more students will be eligible for school meals, summer lunch, afterschool snacks and meals in child care programs.

## Goals

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- ◇ Increase the number of children directly certified for school meals by streamlining the process.
- ◇ Increase the return of school meal applications to 85% within 3 years.
- ◇ Increase the number of school sites with more than 50% eligibility by 10% over the next 3 years.

## Recommendations

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- ◇ Better coordination between HSA and SFUSD to qualify as many students as possible through direct certification.
- ◇ Investigate having the State do a ‘first run’ of the data and then locally run unmatched students.
- ◇ Require that students enrolling in school use their legal name (name on their birth certificate) so that names will match on the FS/TANF list, which already requires the use of the legal name.
- ◇ Make sure that unmatched children living in a household with a directly certified student are also directly certified. This can be accomplished by using address as part of the data query.
- ◇ Consider more frequent data matches to capture students in families that have a change in economic status at some point in the school year and students moving into the district mid-year-especially in January when food stamp applications peak.

- ◇ Streamline the direct certification process by allowing SFUSD to share the file of students with Human Services Agency so that the highest number of students possible can be qualified through this process, eliminating bureaucracy and paperwork for families.
- ◇ Continue to raise consciousness with families regarding the importance of returning meal applications through an awareness campaign (materials sent home, posters at the school site, announcements at back to school nights, parent meetings, public service announcements, press coverage)
- ◇ Find a champion at each school site to work on meal application return (consider offering a stipend\*)
- ◇ Provide incentives for classrooms with the highest percentage of applications returned at each school site.
- ◇ Direct Principals to make meal application return a priority. Enlist support from teachers and other school staff (e.g. teachers should get a list of students with no application on file and ask parents during parent/teacher conference to fill out an application).
- ◇ Enlist the help of site-based after school programs and other community based organizations.
- ◇ Fund the Point of Sale equipment. This will eliminate cash handling and administrative costs.

\* Cost of stipends

64 Elementary schools at \$100 each=	\$6,400
47 Middle and High schools at \$200 each=	\$9,400
Incentives for schools (\$75 each)	<u>\$8,325</u>

Total	\$24,125
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If the cash shortage is reduced by 10%, through more meal applications being returned, the savings will be approximately \$23,000 per year.

## Bibliography

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Center for Budget and Policy Priorities, Zoë Neuberger Implementing Direct Certification: States and School Districts Can Help Low-Income Children Get the Free School Meals for Which They Are Eligible

# Afterschool Snack\*

## The Challenge

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In San Francisco it is estimated that of the 56,000 children between the ages of 6-13 years about 26,000 participate in some sort of regular, organized after school program. Many children leave their homes early in the morning to get to school and don't arrive home until the evening. By the time these children arrive at their after school programs, lunch is a distant memory and their bodies need food between lunch and dinner to keep their energy up for homework and activities. San Francisco has a variety of programs for these children including school-based and community-based programs as well as an assortment of drop-in programs.

As children spend more of their time away from home, foods eaten in school and afterschool programs (both formally offered through snacks by the programs and informally through food purchased or brought from home by the children) have become a significant source of food and nutrition. By participating in a USDA snack program, afterschool programs receive healthy snacks or reimbursement for healthy food purchases. By providing healthy snacks, afterschool programs can help combat hunger and attract more kids through the door. By participating in a USDA snack programs afterschool programs are eligible to receive reimbursement (which can help their bottom line). Snacks must adhere to nutrition standards and are, therefore, more likely to offer healthy snacks (as compared to what children will purchase with their own money or what programs will purchase on their own). Although there are four ways to access USDA afterschool snack programs in San Francisco, three of the four programs are underutilized and not reaching as many children as they could be. In California, the Department of Education is the statewide sponsor of the programs.

## About the USDA Snack Programs

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### **Child and Adult Care Food Program**

Afterschool programs that are licensed by the State of California are eligible to participate in the Child and Adult Care Food Program. Participating programs can receive reimbursement for snacks and in some cases meals served to enrolled children. Sign up is directly with the California Department of Education (CDE). Programs purchase and prepare their own snacks and then send monthly claims to CDE. Snacks are served to enrolled children and programs are not required to be open to the public. Afterschool programs must provide educational or enrichment activities to participate in the CACFP. There are three levels of reimbursement depending on family income and applications must be sent to families and verified for the program to receive reimbursement. Although the CACFP is an entitlement program (program funding expands to meet need) currently in San Francisco there are no afterschool programs participating in the CACFP.

#### *Positive aspects of this program:*

- ◇ Option to include meals
- ◇ More flexibility in menu planning
- ◇ Direct payments for food to programs

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\* Added in 2008 Update.

*Negative aspects of this program:*

- ◇ More complicated paperwork and record-keeping requirements
- ◇ More complicated reimbursement structure
- ◇ Annual training and application process
- ◇ Reviews by CDE (fiscal liability)
- ◇ Must develop menus and purchase food and stay within the USDA nutrition guidelines for food and portion sizes

**At-Risk Snack Program**

In 1998 a provision was added to the Child and Adult Care Food Program (CACFP) during the Child Nutrition Act Reauthorization to streamline requirements for afterschool programs located in low-income neighborhoods wishing to provide snacks. Paperwork requirements are significantly less for this program than for the CACFP. Community based organizations located on or near an elementary school with more than 50% of the enrolled children qualifying for free or reduced-price meals are eligible to receive reimbursement for snacks eliminating the requirement for families to fill out applications. Programs do not need to be licensed to serve snacks to children. The programs are required to offer educational or enrichment activities. Snacks are served to children enrolled in the programs and are not required to be open to the public. Although this is an entitlement program, meaning the funding will be expanded to meet increasing need, only 3 programs are taking advantage of this program in San Francisco. In order to participate community based organization sign up directly with CDE, purchase and prepare their own snacks, keep daily records, and then send monthly claims directly to CDE.

*Positive aspects of this program:*

- ◇ More flexibility in menu planning
- ◇ Direct payments for food to programs
- ◇ Streamlined paperwork and reporting requirements (as compared to CACFP)
- ◇ Snacks available during school breaks and holidays

*Negative aspects of the program:*

- ◇ Annual training and application process
- ◇ More complicated paperwork and record-keeping requirements (as compared to NSLP and CCNSP)
- ◇ Reviews by CDE (fiscal liability)
- ◇ Must develop menus and purchase food and stay within the USDA nutrition guidelines for food and portion sizes
- ◇ Sites are eligible only when school is in session, school breaks and summer vacation are not covered

**Afterschool Snack through NSLP**

The National School Lunch Program offers cash reimbursement to help school districts serve snacks to children in afterschool activities aimed at promoting the health and well being of children and youth in our communities. Programs must be located on school campuses with at least 50% of the students qualifying for free or reduced-price meals and provide children with regularly scheduled activities in an organized, structured and supervised environment; include educational or enrichment activities (e.g., mentoring or tutoring programs). Snacks are served

to children enrolled in the program and they are not required to be open to the public. This is by far the most well-utilized of the all the USDA snack programs with San Francisco Unified School District (SFUSD) Student Nutrition Services (SNS) delivering snacks daily to 78 school sites serving an average of 7,100 students per day. In order to participate in this program, sites must receive funding through School Health Programs Department's ExCel programming and maintain and submit daily paperwork to SNS.

*Positive aspects of this program:*

- ◇ A large number of students are being served by this program
- ◇ Snacks are delivered daily to programs-no menu planning or food pick up
- ◇ Centralized administration by SFUSD which means less paperwork and fiscal liability for sites

*Negative aspects of the program:*

- ◇ Due to limited funds, the snacks offered through this program are generally crackers and juice
- ◇ SFUSD only provides snacks on school days

**Community Child Nutrition Snack Pilot (CCNSP)**

Legislation in 2004 authorized this program for non-school based programs to receive snacks served year round in an afterschool setting. The program operates under the regulations of the Summer Food Service Program and enables any program participating in summer lunch to continue offering snacks when school is in session. There is not a requirement to offer educational or enrichment activities with this program but sites must be open to any child 18 years or younger. Community based organizations must be near an elementary school with more than 50% of the students qualifying for free or reduced-price meals. Department of Children, Youth and Their Families (DCYF) sponsors this program in partnership with the San Francisco Food Bank (SFFB) who provides weekly food boxes for the sites. They are able to keep the cost of the snacks down and offer a greater variety of foods because they are using mostly donated products in the food boxes (they are also purchasing items such as milk and cheese). To sign up for this program a community-based organization must sign up for the Summer Lunch Program (applications are taken in April of each year).

It is also worth mentioning that during the reauthorization of the 2004 Child Nutrition Act a supper pilot was started in 7 states making programs eligible to receive reimbursements for suppers served in afterschool programs.

*Positive aspects of this program:*

- ◇ SFFB is able to offer more variety including fresh produce because they are able to access and incorporate donated foods
- ◇ Centralized administration by DCYF which means less paperwork and fiscal liability for sites
- ◇ Snacks available during school breaks and holidays

*Negative aspects of this program:*

- ◇ Administrative reimbursement does not cover the administrative and monitoring

requirements year making it difficult to add new programs except during summer when sponsors are receiving a higher rate of reimbursement for lunches

- ◇ Programs must pick up food boxes weekly

**What about the sites not located on or near a school campus with less than 50% of the students eligible for free or reduced-price meals? How do they serve snacks?**

Unfortunately, these programs are not eligible to participate in USDA nutrition programs. Programs either provide snacks using their own funding, children bring snacks from home or purchase them on the way to the program or in many cases snacks are not provided at all. Unfortunately, many low-income children are not being served. Due to the assignment method used by SFUSD, a school may be located in an area with a significant number of low-income children but not actually serve children from the community meaning community based organizations cannot sign up for a USDA snack program.

### Overall Program Goals

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- ◇ Increase participation in afterschool snack programs by 5% per year for 3 years
- ◇ Improve the quality and variety of the snacks

### Program Objectives

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- ◇ Expand programs enrolled in the CACFP, CCNSP and At-Risk Snack Program
- ◇ Advocate for federal policies that will expand eligibility for snack program sites

### Recommendations

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1. Increase reimbursement rates for food and administration
2. Reduce threshold for area eligibility from 50% to 40%
3. Streamline and reduce monitoring requirements
4. Explore the option of the San Francisco Food Bank becoming a sponsor of the program to eliminate an expensive layer of administration
5. Work with CDE to conduct outreach activities to encourage more participation in the CACFP and the At-Risk Snack Program
6. Extend the supper pilot to include California

# Farm Bill\*

## The Challenge

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While the 2007 Farm Bill legislates agriculture subsidies, crop insurance, and even renewable energy, it also sets funding and policy for the nutrition programs. The Food Stamp Program, The Emergency Food Assistance Program (TEFAP), the Commodity Supplemental Food Program (CSFP), the Fresh Fruit and Vegetable Program and Senior Farmer's Market are key nutrition programs that help the hungry in San Francisco.

The House of Representatives and the Senate both passed versions of the Farm Bill; however the President is threatening to veto the bill; however it is believed that Congress will override the veto. The San Francisco Food Security Task Force advocated for a strong nutrition title and the bill will:

- ◇ Increase the minimum benefit of food stamps from \$10 to approximately \$14 a month
- ◇ Slowly raise asset limits for working families by indexing the current \$2,000 level for most households and \$3,000 for seniors to an inflation index
- ◇ Exclude retirement and education savings accounts from counting against asset limits
- ◇ Reduce barriers to people applying for the program
- ◇ Increase funding for TEFAP and index to inflation
- ◇ Reauthorize and invest in CSFP, Senior Farmers Markets, Community Nutrition Projects, and fresh produce programs

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\* Added in 2008 Update.

San Francisco Food Security Task Force  
Attachments

# San Francisco Food Security Task Force Board of Supervisors Action Items

	Program	Financial Impact	Action Items
Low-Income Individuals & Families	<b>Food Stamp Program (FSP)</b>	\$1 million was secured to fund the additional food stamp access points	Support the Human Services Agency's staffing, funding and support requests
	USDA & CDSS <sup>1</sup> oversee the program  Human Services Agency - Department of Human Services administers FSP	If 100% of eligible people participated, an additional 35,412 people would receive \$42.5 million in benefits per year; for every food stamp dollar spent in the community, \$1.84 in economic activity is generated	Support state legislative efforts to reduce barriers and remove restrictions for applicants.  Oppose federal restrictions and funding reductions

**2008 Update**

- ◇ Call Center was set-up in October 2007
- ◇ HSA is setting up 10 community application sites
- ◇ Online Food Stamp application is under development

U.S. Department of Agriculture 2007 Farm Bill	Ensures federal food assistance programs are meeting the needs of people at risk of hunger	Oppose federal funding caps, cuts and limitations on federal nutrition programs, including Food Stamps, WIC, School Meals, CSFP and the commodity programs  Advocate for an increase in The Emergency Food Assistance Program foods in the 2007 USDA Farm Bill
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**2008 Update**

The Farm Bill passed in June 2008. (See page 39 for specifics).

<sup>1</sup> United States Department of Agriculture and California Department of Social Services

## San Francisco Food Security Task Force Board of Supervisors Action Items (continued)

Program	Financial Impact	Action Items
<p>Older Adults</p> <p><b>Supplemental Security Income (SSI)</b></p> <p>The Social Security Administration administers and oversees SSI.</p>	<p>27,621 low-income SSI recipients over 65 years could receive up to \$155 of food stamp benefits every month, generating more than \$7.8 million in economic activity per month</p>	<p>Support outreach efforts to eligible older adults to apply for the \$55 monthly food stipend from SSI</p> <p>Request the State to support a pilot in San Francisco that would allow eligible SSI recipients to receive food stamps</p>
<div style="border: 1px solid black; padding: 10px; background-color: #f0f0f0;"> <p><b>2008 Update</b></p> <p>Research is currently being done to determine the feasibility of allowing SSI recipients to receive Food Stamps.</p> </div>		
<p><b>Commodity Supplemental Food Program (CSFP)</b></p> <p>USDA &amp; CDE<sup>2</sup> oversee the program</p> <p>San Francisco Food Bank administers CSFP</p>	<p>Clients receive almost \$58 worth of nutritionally-balanced USDA commodities</p>	<p>Oppose federal funding cuts and lobby to maintain the program</p> <p>Support San Francisco Food Bank's request for increased federal funding</p>
<p><b>Senior Congregate and Home-Delivered Meals</b></p> <p>Partially funded by Department of Aging and Adult Services (DAAS), Older Americans Act Title IIIC and USDA</p>	<p>Last year 1,873 people were denied a congregate meal and 269 people were on the waiting list for a home-delivered meal</p> <p>Congregate feeding programs served 783,722 meals last year and home-delivered meal programs served 913,300 meals last year</p>	<p>Support DAAS with appropriate funding to ensure there are no waiting lists and annually review this allocation</p> <p>Support the creation of a home-delivered grocery program for seniors with limited mobility but able to prepare meals</p> <p>Lobby for increased funding to maintain and expand programs</p>

<sup>2</sup> California Department of Education

## San Francisco Food Security Task Force Board of Supervisors Action Items (continued)

Program	Financial Impact	Action Items	
Older Adults	<p><b>Senior Congregate and Home-Delivered Meals (Continued)</b></p> <div style="border: 1px solid black; padding: 10px; margin: 10px 0;"> <p style="text-align: center;"><b>2008 Update</b></p> <p>Research and pilot development on a home-delivered grocery program is underway.</p> <p>Last year 1,943 people were denied a congregate meals and 1,618 people were on the waiting list for a home-delivered meal (currently waiting list is 128). Congregate programs served 799,688 meals and home delivered meal programs served 939,848 meals last year.</p> <p>In 2008, DAAS launched emergency access to home-delivered meals for individuals in crisis.</p> </div>		
<p>Child and Adult Care Food Program (CACFP)</p> <p>USDA &amp; CDE oversee CACFP</p> <p>Local Adult Care Centers administer the program</p> <p><i>Also see listing under children</i></p>	<p>The adult component serves low-income older adults and adults with disabilities.</p> <p>CACFP provided 307,812 meals in 2002-2003 and 423,973 meals in 2003-2004</p>	<p><i>See CACFP listing under children</i></p>	
Women & Children	<p><b>Women, Infants, and Children Supplemental Nutrition Program (WIC)</b></p> <p>USDA and California WIC Branch oversee WIC Local Agencies</p> <p>San Francisco Department of Public Health administers WIC</p>	<p>Capping funding for services and nutrition education will reduce breastfeeding, childhood obesity prevention, and nutrition education services</p> <p>Increase in key health factors such as iron deficiency anemia in children, and increase in the number of low birth weight infants that the WIC Program has helped to reduce</p>	<p>Direct the City's lobbyist in Washington DC to advocate for adequate WIC funding at the federal level</p> <p>Direct the City's lobbyist in Sacramento to advocate for state funds to make WIC whole if the 20% State match requirement occurs</p> <p>Advocate at the federal level for parity for high cost of living areas (this would be during the next WIC Reauthorization)</p>

## San Francisco Food Security Task Force Board of Supervisors Action Items (continued)

Program	Financial Impact	Action Items	
Women & Children	Women, Infants, and Children Supplemental Nutrition Program (WIC) (Continued)	<p>Ensure that the WIC Program has adequate staffing to serve eligible populations; in order to ensure and maintain quality WIC nutrition education and services for a high-risk population</p> <p>Develop a policy statement strongly opposing pending cuts to federal nutrition and safety net programs operating in California, including WIC, Food Stamps, Food Stamp Nutrition Education, Head Start, and school meal programs including CACFP</p>	
<div style="border: 1px solid black; padding: 10px; background-color: #f0f0f0;"> <p style="text-align: center;"><b>2008 Update</b></p> <p>WIC was funded at 6.02 billion in 2008, while this amount is an increase, it is not enough to serve every person in need.</p> </div>			
Children	<p><b>Child and Adult Care Food Program (CACFP)</b></p> <p>USDA &amp; CDE oversee CACFP</p> <p>Children's Council &amp; Wu Yee Children's Services administer CACFP</p>	<p>Requires additional \$100,000 per year to maintain the current level of service</p> <p>Currently 4,900 meals are served per day in daycare homes, 15,293 in centers, and 1,034 per day in adult day care<sup>3</sup></p>	<p>Support funding and legislative requests for CACFP</p> <p>Lobby the state or federal governments for higher administrative reimbursements</p> <p>Reduce paperwork and restrictive reporting requirements</p>

<sup>3</sup> California Department of Education

## San Francisco Food Security Task Force Board of Supervisors Action Items (continued)

	Program	Financial Impact	Action Items
Children	<p><b>National School Lunch Program (NSLP) &amp; School Breakfast Program (SBP)</b></p> <p>USDA &amp; CDE oversee the program</p> <p>SFUSD- Student Nutrition Services (SNS) administer NSLP &amp; SBP</p>	<p>Requires a long-term and sustained commitment of funding from local sources</p> <p>Recognizes that federal and state funding are not adequate to operate the programs in San Francisco</p>	<p>Hold a public hearing in City Hall to determine the best way for the City to support this critical program.</p> <p>Support legislation to increase reimbursements.</p>

**2008 Update**

In June 2007, a hearing on POS was held at the joint BOE and BOE meeting.

Although POS and improvements to school meals have been recognized, SNS is facing significant budget cuts and the FSTF will oppose these cuts and support funding for POS.

	<p><b>Summer Food Service Program (SFSP)</b></p> <p>USDA &amp; CDE oversee the program</p> <p>SFUSD- Student Nutrition Services (SNS) and the Department of Children, Youth &amp; Their Families administers SFSP</p>	<p>\$30,000 is needed for a media and outreach campaign to increase participation. Every year the Children's Fund invests \$40,000 in Summer Lunch</p> <p>Healthy lunches for 10,526 children a day (<i>a 5% increase every year for three years</i>)</p>	<p>Support Department of Children, Youth &amp; Their Families and the San Francisco Food Bank in the City's Summer Lunch outreach campaign</p>
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**2008 Update**

Participation increased in 2006, unfortunately due to some delivery issues participation decreased in 2007 to 8,677.

# San Francisco Food Security Task Force Government-Funded Nutrition Program Reference Guide

Nutrition Program	Population Served	Current Participation Rate	Food Security Task Force Goal
<p><b>Child and Adult Care Food Program (CACFP)</b></p> <p>USDA &amp; CDE<sup>1</sup> oversee CACFP</p> <p>Children’s Council &amp; Wu Yee Children’s Services administer the child portion of CACFP and local senior centers administer the adult care portion</p>	<p>Children in day care at family child care providers and child care centers</p> <p>Low-income older adults and adults with disabilities at non-residential adult care centers.</p>	<p>Currently 4,900 meals are served per day in daycare homes, 15,293 in centers, and 1,034 per day in adult day care<sup>2</sup></p> <p>CACFP provided low-income older adults and adults with disabilities with 377,600 meals in 2006-2007.</p>	<p>Retain CBO sponsors of CACFP and increase participation by 10% (500) within three years</p> <p>Reduce paperwork and reporting requirements</p>
<p><b>Commodity Supplemental Food Program (CSFP)</b></p> <p>USDA &amp; CDE oversee CSFP</p> <p>San Francisco Food Bank administers CSFP</p>	<p>Senior citizens with incomes at or below 130% of the poverty line (<i>\$13,520 for an individual</i>)</p>	<p>CSFP is serving 101% of caseload, 9,715 seniors (<i>in 2006 the federal government approved cuts to the program and SF’s caseload dropped from 11,000 to 9,619</i>)<sup>3</sup></p>	<p>Stop further cuts to the program and prevent elimination</p>
<p><b>Congregate Meals for Seniors</b></p> <p>Partially funded by Department of Aging and Adult Services (DAAS)</p>	<p>Low-income older adults at senior centers</p>	<p>14,994 meals are served per week</p>	<p>Support DAAS in adequately funding senior meal programs</p>
<p><b>Food Stamp Program (FSP)</b></p> <p>USDA &amp; CDSS<sup>4</sup> oversee FSP</p> <p>Human Services Agency - Department of Human Services administers FSP</p>	<p>Individuals and families with an income at or below 130% of the federal poverty level (<i>\$22,880 for a family of three</i>)</p>	<p>41% (24,608) of eligible individuals are receiving food stamps<sup>5</sup></p> <p>In 2005 San Francisco was ranked 37<sup>th</sup> for participation as compared to other California Counties<sup>6</sup></p>	<p>Increase participation by 10% (7,191 people) over three years</p>

<sup>1</sup> United States Department of Agriculture and California Department of Education

<sup>2</sup> Data obtained from California Department of Education

<sup>3</sup> Data obtained from the San Francisco Food Bank

<sup>4</sup> California Department of Social Services

<sup>5</sup> 2005 Estimates of Non-participants by County, California Food Policy Advocates

<sup>6</sup> Country Food Stamp Performance, California Food Policy Advocates, Spring 2006

## San Francisco Food Security Task Force Government-Funded Nutrition Program Reference Guide (continued)

Nutrition Program	Population Served	Current Participation Rate	Food Security Task Force Goal
<p><b>Home-Delivered Meals for Seniors</b></p> <p>Partially funded by Department of Aging and Adult Services (DAAS)</p>	<p>Homebound older adults receive one to two prepared meals every day</p>	<p>19,978 meals are provided seven days a week</p>	<p>Support and adequately fund senior meal programs</p> <p>Offer Food Stamp EBT cards as a payment option for participants</p>
<p><b>National School Lunch Program (NSLP)</b></p> <p>USDA &amp; CDE oversee the program</p> <p>SFUSD- Student Nutrition Services administers NSLP</p>	<p>Students from families with an income at or below 185% of the federal poverty level (<i>Income below \$32,560 for a family of 3</i>)</p>	<p>61.8% (29,208) of eligible students receive a school lunch<sup>7</sup></p>	<p>Increase participation in the program.</p>
<p><b>School Breakfast Program (SBP)</b></p> <p>USDA &amp; CDE oversee the program</p> <p>SFUSD- Student Nutrition Services administers SBP</p>	<p>Students from families with an income at or below 185% of the federal poverty level (<i>\$32,560 for a family of three</i>)</p>	<p>14.8% (29,208) of eligible students receive a school breakfast<sup>8</sup></p>	<p>Increase participation in the program or discontinue the program at underutilized sites.</p>
<p><b>Program of All Inclusive Care for the Elderly (PACE)</b></p> <p>U.S. Department of Health &amp; Human Services</p> <p>On Lok Senior Health Services administers PACE</p>	<p>Low-income seniors that participate in Medicaid</p>	<p>PACE provides funding for 9,678 home-delivered meals every week</p>	<p>Maintain current caseload and funding levels</p>

<sup>7</sup> Data obtained from Student Nutrition Services, San Francisco Unified School District

<sup>8</sup> Data obtained from Student Nutrition Services, San Francisco Unified School District

## San Francisco Food Security Task Force Government-Funded Nutrition Program Reference Guide (continued)

Nutrition Program	Population Served	Current Participation Rate	Food Security Task Force Goal
<p><b>Summer Food Services Program (SFSP)</b></p> <p>USDA &amp; CDE oversee the program</p> <p>SFUSD- Student Nutrition Services and Department of Children, Youth &amp; Their Families administer SFSP</p>	<p>Any child 18 and under</p>	<p>29.3% (9,092) of the 30,985 students eligible for school lunch during the school year receive a summer lunch</p>	<p>Increase participation by 5% per year for three years</p>
<p><b>The Emergency Assistance Food Program (TEFAP)</b></p> <p>Partially funded by Department of Aging and Adult Services (DAAS)</p>	<p>Low-income families and individuals, with incomes at or below 150% of the federal poverty level receive this food through the San Francisco Food Bank's pantry network and congregate meal sites (<i>\$26,400 for a family of three</i>)</p>	<p>On average 12,210 households receive TEFAP per month through the San Francisco Food Bank's pantry network (<i>In the last four years commodities from USDA for the TEFAP program have dropped 48%, from 3.5 million pounds of food to 1.68 million pounds, previously the Food Bank provided this food on a weekly basis.</i>)</p>	<p>Expand volume and variety of available commodities</p>
<p><b>Women, Infants and Children Supplemental Nutrition Program (WIC)</b></p> <p>USDA &amp; California WIC branch oversee WIC</p> <p>San Francisco Department of Public Health administers WIC</p>	<p>Pregnant and post-partum women and children up to age five, from families with an income at or below 185% of the federal poverty level (<i>\$32,560 for a family of three</i>)</p>	<p>WIC is at 100% participation rate and serves 15,500 women, infants and children<sup>9</sup></p>	<p>Continue to maintain 100% of allocated caseload per month</p> <p>Stop further cuts and increase funding for the program's nutrition costs</p>

<sup>9</sup> Data obtained from the San Francisco Department of Public Health, WIC Program

San Francisco Food Security Task Force  
 California Department of Education Nutrition Programs for  
 Afterschool Programs

	CACFP	At Risk Snack	Community Child Nutrition Snack Pilot (SFSP)	Afterschool Snack as Part of National School Lunch/ Breakfast
What are the eligibility requirements?	<ul style="list-style-type: none"> <li>◇ Licensed child care center or</li> <li>◇ Day care homes sign up with a sponsoring organization (Children’s Council of SF and Wu Yee in SF)</li> </ul>	<ul style="list-style-type: none"> <li>◇ Program located near a school with 50% qualified for free or reduced lunch</li> <li>◇ Sign up directly through California Department of Education</li> <li>◇ Site need not be a licensed child care center but must have IRS certification as tax exempt or must have 25% or more of kids in attendance in subsidized care</li> <li>◇ Must have an educational or enrichment component</li> </ul>	<ul style="list-style-type: none"> <li>◇ Program located near a school with 50% or more qualified for free or reduced lunch</li> <li>◇ Sign up through sponsoring organization (Department of Children, Youth and Their Families in SF)</li> </ul>	<ul style="list-style-type: none"> <li>◇ Must be part of SFUSD sponsored afterschool program through School Health Programs Department</li> </ul>
Do sites need to be open to the community or can they operate as closed sites?	May be closed: sites serve snacks to enrolled children only	May be closed: sites serve snacks to enrolled children only	Must be open to the community	May be closed: sites serve snacks to enrolled children only
How many and which meals can a provider be reimbursed?	2 meals and a snack per day	Snack afterschool only	<ul style="list-style-type: none"> <li>◇ Afterschool snack</li> <li>◇ Snack and Lunch during the summer</li> </ul>	Snack afterschool only
Do children need to fill out eligibility applications?	Yes- children are eligible for free/reduced or base rate reimbursement depending on family income	No	No	No
What are the reimbursement rates?	<p><i>3-tiers based on family income</i></p> <p><b>CENTERS</b></p> <p><b>Free:</b></p> <p>Breakfast: \$1.35</p> <p>Lunch or Supper: \$2.47</p> <p>Snack: \$ .68</p>	Snack: \$ .68	No reimbursement directly to sites-snacks and meals are provided by DCYF and then DCYF is reimbursed by CDE for meals claimed by sites	No reimbursement directly to sites-snacks and meals are provided by SFUSD and then SFUSD is reimbursed by CDE for meals claimed by sites

San Francisco Food Security Task Force  
 California Department of Education Nutrition Programs for  
 Afterschool Programs (continued)

	CACFP	At Risk Snack	Community Child Nutrition Snack Pilot (SFSP)	Afterschool Snack as Part of National School Lunch/ Breakfast
What are the reimbursement rates? (Continued)	<p><b>Reduced:</b>            Breakfast: \$1.05            Lunch or Supper: \$2.07            Snack: \$ .34</p> <p><b>Base:</b>            Breakfast: \$ .24            Lunch or Supper: \$ .23            Snack: \$ .06</p> <p><b>DAY CARE HOMES</b></p> <p><b>Tier I:</b>            Breakfast: \$1.11            Lunch or Supper: \$2.06            Snack: \$ .61</p> <p><b>Tier II:</b>            Breakfast: \$ .41            Lunch or Supper: \$1.24            Snack: \$ .17</p> <p><i>*Centers also get an additional \$.1675 for Lunch and Supper for cash in lieu of commodities and \$.1563 for each breakfast and lunch from the state</i></p>		◇	◇
Is there a separate reimbursement for administration?	No	No	Yes, but not for sites-only for sponsors of the program	No
Who provides the food?	Sites buy and prepare their own food or some sites use a caterer	Sites buy and prepare their own food or some sites use a caterer	San Francisco Food Bank- sites go once per week to pick up food	San Francisco Unified School District delivers snacks daily
What is the paperwork requirement?*	◇ Production records ◇ Menus ◇ Food receipts ◇ Daily count of participants ◇ Sign in/out sheets	◇ Menus ◇ Daily count of participants ◇ Food receipts ◇ Sign in/out sheets	◇ Menus ◇ Daily count of participants ◇ Food receipts ◇ Sign in/out sheets	◇ Menus ◇ Daily count of participants ◇ Delivery receipts ◇ Sign in/out sheets

\*For a complete list of paperwork requirements, please call the California Department of Education 800-952-5609

San Francisco Food Security Task Force  
 California Department of Education Nutrition Programs for  
 Afterschool Programs (continued)

	CACFP	At Risk Snack	Community Child Nutrition Snack Pilot (SFSP)	Afterschool Snack as Part of National School Lunch/ Breakfast
<b>Who monitors sites?</b>	CDE and USDA	CDE and USDA	DCYF, CDE and USDA	SFUSD, CDE and USDA
<b>Who do I call to sign up?</b>	John Copely CDE (800) 952-5609	John Copely CDE (800) 952-5609	Libby Albert Child Nutrition Coordinator Department of Children, Youth and Their Families (415) 557-6852	Excel Coordinator SFUSD School Health Programs Department (415) 242-2615

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This chart was developed by the Department of Children, Youth and Their Families.

San Francisco Food Security Task Force  
Original Program Entries from 2007 Strategic Plan

# Food Stamp Program (FSP)

## The Challenge

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Although the federal Food Stamp Program (FSP) provides benefits to more than 32,000 San Francisco residents, we estimate that only 45% of eligible individuals are enrolled in the program. An estimated 39,547 low-income San Franciscans are missing out on approximately \$46 million in federal food stamp benefits each year.

In addition to the direct benefit of the FSP, United States Department of Agriculture (USDA) estimates that each food stamp dollar spent stimulates \$1.84 in local economic activity. San Francisco's low food stamp participation translates to an estimated loss of \$84 million in local economic activity.

## About the Program

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The Food Stamp Program was developed by the federal government to eliminate hunger in the United States. It helps low-income children and adults improve their health by providing greater access to a nutritious diet.

Eligibility for the program is based on household income. Most people enrolled in CalWORKs or any of the County Adult Assistance Programs (CAAP) are automatically eligible. In California, all legal immigrants are eligible for food stamp benefits.

Food stamp benefits are distributed on Electronic Benefit Transfer (EBT) cards, which can be used to purchase any food item at participating grocery stores. Elderly, disabled, and homeless customers may even purchase prepared foods at certain locations by participating in San Francisco's Food Stamps Restaurant Meals Program. Food stamps may also be used at local farmer's markets, offering customers an opportunity to buy affordable and healthful food. With the exception of benefits for a small population of legal immigrants, food stamp benefits are 100% federally funded.

## Overall Program Goals

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- ◇ Streamline the process of accessing food stamps benefits so that tens of thousands of potentially eligible individuals and families can participate
- ◇ Increase our City's FSP participation rate by 10% over the next three years

## Program Objectives

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- ◇ Increase the number of working families who access food stamp benefits

- ◇ Increase the number of the elderly or disabled who access food stamp benefits
- ◇ Increase access to food stamp benefits for people without homes
- ◇ Increase food stamp customers' ability to maintain participation in the FSP
- ◇ Increase opportunities to become aware of the FSP
- ◇ Decrease the fear and stigma associated with accessing and participating in the FSP
- ◇ Provide food stamp customers with a FSP experience that is positive, accommodating, and dignified

## Recommendations

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### 1. Establish Remote Enrollment and Recertification Sites

San Francisco's primary access point for the FSP is the DHS office at 1235 Mission Street. This location is a daunting site for many potential applicants. Limited transportation and geography may also make them inaccessible, especially for Asian households who live in Chinatown, the Sunset, and the Richmond, and Latino/Hispanic households who live in Excelsior/Visitation Valley.

The limitations of the 1235 Mission Street location are compounded by a cumbersome, frustrating application process. Applicants may be asked to return multiple times for various appointments or to present documentation needed to move forward in the process. Understandably, some become discouraged and fail to keep appointments and produce documentation. Others fail to follow through when they learn that they are only eligible for a small monthly benefit. In these situations, potentially eligible people go without food stamps.

To overcome these barriers, we recommend setting up remote sites in easily accessible and non-threatening locations. At these sites, food stamp customers will work with knowledgeable staff to apply for or recertify their benefits. Easy-to-use technology and language appropriate service and documents can facilitate the application process.

### 2. Build Community Partnerships

San Francisco Department of Human Services (DHS) seeks to collaborate with community-based and faith-based organizations, as well as other sectors of City government, to establish FSP access points across the City. Because they have regular contact with people who are potentially eligible for food stamps, these community- and faith-based organizations are uniquely poised to reach our target population.

We recommend that DHS provide mini-grants to help organizations develop remote application kiosks. Technology for these kiosks can include: computers, faxes, copiers, voice and data lines and web cams for interactive interviews at remote sites.

DHS will also provide FSP information, training, and development for partner organizations' staff, as well as support with the application of technology. We recommend funding as an incentive for community- and faith-based organizations to help customers complete applications and provide other services related to food stamp benefits.

### 3. Create a Telephone Bank

We recommend expanding and improving DHS' telephone bank to provide better customer service for approved cases and screen callers for potential FSP eligibility. Operators will provide program information, direct callers to appropriate staff or services, and schedule appointments for customers to meet with an eligibility worker either in person or via a Remote Enrollment and Recertification Site.

### 4. Create a Screening Tool and Web Application

We recommend developing a web-based FSP screening tool and web-based application. These tools access from any Internet-accessible location, at any time and any place. Both tools should be available in English, Spanish, Chinese, Russian and Vietnamese and in magnified format for the visually impaired.

A simple, interactive screening tool will allow potential FSP customers to assess the likelihood of their eligibility in a matter of minutes. If likely eligible, the participant will be directed to a page where they can immediately complete a FSP application. This application is submitted via the Internet to the FSP. A tracking number is assigned and each applicant is asked about the best times and methods of follow-up (telephone, email, phone, face-to-face).

### 5. Allow Re-certification by Mail

In order to maintain their benefits, most FSP customers must present quarterly reports and become recertified every 12 months. Elderly customers must be recertified every 24 months. To simplify the process of maintaining food stamp benefits, we recommend a recertification process that can be completed and submitted by mail with a follow-up phone interview. While federal regulations require an interview, a face-to-face interview can be waived for a variety of hardship reasons.

### 6. Develop a Marketing Campaign

Best practices from other states and other programs suggest that outreach will inform potential FSP customers of available services and minimize their level of distrust in government agencies (especially among immigrant populations). We recommend media and other marketing campaigns to target San Francisco residents who are unaware of their potential eligibility. This campaign will also focus on people who have not accessed the program due to fear or stigma, as well as those who lack time or transportation to apply.

DHS will conduct an ongoing evaluation of these strategies by utilizing both quantitative and qualitative methods. In quarterly reports, we will identify progress towards meeting targeted increases in the numbers of potentially eligible people who access the FSP.

### 7. Improve Food Security for People without Homes

There are different communities of people without homes spread throughout San Francisco. We recommend that community-based organizations in close proximity to these different communities be engaged as partners so that potential FSP customers do not have to leave their neighborhoods in order to apply for food stamp benefits.

In addition to training community-based organizations' staff to complete food stamp applications, we recommend providing ongoing technical and financial support for this partnership. In addition, people without homes who are known and trusted by their communities should be hired as outreach workers and peer nutrition educators.

To improve food preparation options for people who were formerly without homes and now live in supportive housing units, subsidized housing, and SROs, we recommend providing a personal microwave and refrigerator. These items will ensure unlimited access to food preparation and secure food storage facilities.

8. Support Legislative Actions to Improve the Food Stamp Program

A number of state-level changes would significantly improve the FSP in San Francisco. We recommend support of the following efforts:

- ◇ AB 433 (Beall) which will make Medi-CAL recipients “categorically eligible” for food stamps and remove redundancies between the two applications.
- ◇ AB 2844 (Laird) reduction in reporting frequency for Food Stamp Program and CalWORKS recipients.
- ◇ AB 2726 (Leno) obtain funding to implement Mark Leno’s Healthy Purchase Pilot to provide incentives for local grocers in low-income communities to carry more fruits and vegetables and offer bonus value for produce purchases by Food Stamp Program participants.
- ◇ Removal of remaining restrictions that prevent people with drug-related felonies from receiving food stamps.
- ◇ Eliminate the State Fingerprint Imaging System (SFIS), which requires that all adult household members be finger-imaged. This requirement is a barrier to potentially eligible people. Working customers have to miss work to be finger-imaged. Finger imaging is even required of some household members who are ineligible to receive benefits due to their citizenship status.

# School Lunch and Breakfast

## The Challenge

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The National School Lunch Program (NSLP) and School Breakfast Program (SBP) are USDA funded programs that provide partial reimbursement for meals served to students from low-income households. The state of California provides an additional small reimbursement. Student Nutrition Services (SNS), a department of the San Francisco Unified School District (SFUSD) operates the school lunch and breakfast programs. SNS is expected to operate the programs with only federal and state funding. Due to a historic and structural lack of funding to the program from federal, state and local sources, SNS faces numerous financial and logistical challenges which make program operation, oversight, expansion and innovation extremely difficult. Some of the most pressing concerns for these programs include a large budget deficit in SFUSD, insufficient amount of management staff at SNS, lack of a Point of Sale (POS) system, aging kitchen equipment, rising costs of food and transportation, inadequate distribution facility, missing meal applications, and lack of cooperation at school sites.

SNS operates the largest public feeding program in San Francisco. Supporting this department's ability to serve high quality meals to San Francisco's most vulnerable children is critical to the food security of San Francisco. Although these programs are federally sponsored, federal and state reimbursements are not adequate to operate the programs in San Francisco. An ongoing commitment of local funds will be required to continue to operate and expand these programs, as well as to maximize San Francisco's usage of federal and state funds.

## About the Program

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In 2007-2008, out of 55,091 students in SFUSD, 53% are qualified for free or reduced price lunches. However this number is likely larger since over 20% of the students did not return their meal application forms.<sup>1</sup> Without applications on file for these students, SNS can not claim federal reimbursements for free or reduced lunches, and must cover the meal costs by either collecting cash payments for these meals, or absorbing these costs into the meal program. Since SFUSD has an unwritten policy of never denying a child a meal, many students without applications on file eat for free, costing the program in excess of \$700K annually. On a daily basis, approximately 21,500 students eat lunch and 5,000 eat breakfast. The students participating in the program are overwhelmingly from low-income households- in 2006-2007, 84% of the students eating lunch and 92% of the students eating breakfast qualify for free or reduced priced meals. SNS has continued to improve participation in the program.

San Francisco faces a number of barriers to continued improvement in meal quality and student participation:

Low Reimbursement Rates- National School Lunch Program and School Breakfast Program are USDA nutrition programs administered by the California Department of Education. The reimbursement rates for the meals and the income eligibility guidelines for participation are based on national guidelines that do not take into account the high cost of living in San Fran-

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<sup>1</sup> All data pertaining to SFUSD's meal program was obtained from SFUSD Student Nutrition Services Department.

cisco.

Missing Meal Applications- Getting families to return their applications for free meals is an ongoing challenge. Many students who come through the lunch line would qualify for a free meal, but SNS is not able to claim reimbursement for the meal due to the lack of enrollment in the program. Instead, SNS must absorb the cost of these meals. The USDA allows direct certification of students into the NSLP from families that qualify for other public programs including the Food Stamp Program, TANF and CalWorks. However, inconsistencies in the data have caused numerous students to be excluded from the direct certification list, thereby requiring the families to fill out meal applications. *(See page 30 for a detailed 2008 update on this issue.)*

Cost of Living- Due to the high cost-of-living in San Francisco and the School District's commitment to fair labor practices, cafeteria workers are paid wages higher than their counterparts in other districts. Starting salary for an entry-level cafeteria job in public schools range from California's minimum hourly wage of \$8.00 to starting wages of \$16.28 in San Francisco.

Additionally, students whose families fall below a federal income scale based on family size and household income qualify for a free meal. For example, a child from a family of three with a household income below \$22,321 would qualify for a free meal. A child coming from a family of three that earns between \$22,321 and \$31,765 would qualify for a reduced-price meal. However, a household income above \$31,765 would require the child to pay \$1.00 for breakfast, and \$2.00 for lunch. Given San Francisco's high cost-of-living, many families who do not qualify for free or reduced-price meals still struggle to pay the bills, buy food, and keep a roof

#### Student Nutrition Goals- Agreed on by the Food Security Task Force and Student Nutrition Services

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- ◇ Expand local funding for the program.

#### Recommendations to the Board of Supervisors

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1. Hold a hearing on school meals in order to understand how the City can increase local funding to this program.
2. Enforce the ordinance to ban food vendor trucks from operating within 1,500 feet<sup>2</sup> of the perimeter of schools between 7am - 5pm.
3. Encourage the School Board and SFUSD to make student nutrition a top priority and urge the district to hold school sites accountable for supporting the school meals programs.
4. Direct the City lobbyist to work on behalf of Nutrition Services to seek legislative relief regarding reimbursement rates and income thresholds for school meals in high-cost areas. Join national efforts to push for universal feeding and doubling of reimbursement rates during Child Nutrition Reauthorization.

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<sup>2</sup> Same distance from schools that tobacco advertising is limited. American Cancer Society.

# Summer Food Service Program (SFSP)

## The Challenge

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Although thousands of children depend on nutritious free and reduced-price meals and snacks during the school year, just a fraction of those children receive free meals provided by the Summer Food Service Program (SFSP). In San Francisco, Approximately 21,000 students receive a free lunch from SFUSD Student Nutrition Services, but only 9,000 receive free meals during the summer.

In a USDA survey of families whose children receive school meals but do not participate in SFSP, more than half of the parents surveyed were not aware of SFSP sites in their area. USDA's analysis also showed that these same households were more likely than others to be classified as moderately or severely hungry.

In recent years, San Francisco has made significant progress in reaching children through SFSP. Given the number of eligible children who don't receive free meals during the summer, much work remains.

## About the Program

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The Summer Food Service Program was created to prevent hunger among children during long school vacations. When school is out, many children who rely on free or reduced-price meals at school no longer have the nutritional building blocks they need to learn and grow. SFSP fills this gap by providing reimbursement to schools and summer programs that serve meals during the summer.

In California, SFSP is administered by the California Department of Education (CDE). Locally, the San Francisco Department of Children, Youth and Their Families (DCYF) provides sponsorship and oversight for a network of school- and neighborhood-based meal providers.

## Overall Program Goals

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- ◇ Increase participation in summer lunch by 5% per year for three years.

## Program Objectives

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- ◇ Create new sites in underserved neighborhoods, including the Excelsior, Richmond and Sunset Districts
- ◇ Increase capacity at existing SFSP sites

## Recommendations

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### Outreach Recommendations:

1. Create 'branding' for summer lunch so that parents start to connect flyers/banners/media with summer lunch sites.
2. Consider a bus shelter campaign.
3. Include information about summer lunch in water bill.
4. Include the Mayor in a media event announcing summer lunch.
5. Ask Supervisors to send email to constituents with information about sites in their districts.
6. Market the program to younger siblings of participants.
7. Where it is practical, have sites hang a large banner that says "Tasty and free lunches for kids available here" in English, Cantonese and Spanish.
8. Increase outreach to families by:
  - ◇ Sending multilingual flyers home with all school children, public housing, public libraries, churches, food pantries, food stamp recipients and recreation centers advertising the location of all summer lunch sites
  - ◇ Putting announcements in school newsletters, parent list serves and neighborhood newspapers
  - ◇ Publishing entire list of sites in the SF Examiner
  - ◇ Having monitors leaflet neighborhoods surrounding summer lunch sites
  - ◇ Attend principals meeting to raise awareness about summer lunch
  - ◇ Ask for principals' support in encouraging kids to stay for lunch
  - ◇ Ask them to have teachers walk the students to the cafeteria at dismissal time and encourage them to stay for lunch
9. Make multiple pushes with outreach throughout the summer.
10. Publicize the summer lunch sites to summer school students at the end of SFUSD.
11. Seek funding to support outreach and promotion, such as:
  - ◇ Find a pro-bono designer to create a brand for SFSP
  - ◇ Request funding from SBC

### Programmatic Recommendations

1. Work with the schools to pilot making summer lunch part of the educational day. Currently, lunch is served immediately after school is dismissed and many students leave without eating lunch.
2. Use monitors as a resource for summer lunch sites. Have monitors bring activities for sites. Consider partnering with grad students from local universities.
3. Work with San Francisco Food Systems on strategies to diversify fruit and vegetable choices in the summer lunch program.
4. Investigate implementing "Offer vs. Serve" in summer lunch.
5. Show appreciation for sites so that they feel they are helping with the larger issue of increasing food security.
6. Don't take a punitive approach when dealing with site personnel.
7. Identify the meal preferences of the participants in the neighborhood and offer meals to accommodate ethnic needs, where needed.

# Child and Adult Care Food Program (CACFP)

## The Challenge

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Through the Child and Adult Care Food Program (CACFP), children in San Francisco receive 5,000 nutritious, home-cooked meals each day from their home-based child care providers. Because of increasing administrative costs, San Francisco's two CACFP sponsors are struggling to continue this critical program.

Since 1995, USDA has added more oversight requirements for CACFP sponsors and more paperwork for family child care providers. Its administrative reimbursement to San Francisco's two sponsors, Children's Council of San Francisco and Wu Yee Children's Services, has not kept pace with these increased administrative demands. This concern is not unique to San Francisco; in the last five years, California has lost more than 50% of its CACFP sponsors due to soaring administrative costs.

As with many federal programs, this problem is compounded by the high cost-of-living in the City; sponsors here must stretch their administrative dollars to cover higher salaries, and the program does not provide higher reimbursement for areas with higher costs-of-living.

Last year, a coalition of City Departments provided \$75,000 in one-time funding to San Francisco's two sponsors. This funding covered the sponsors' operating deficits so that participating children could continue to receive meals. This was only a temporary fix, however. Ongoing local public/private funds must be identified to ensure the sustainability of this program.

## About the Program

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CACFP is a federal nutrition program similar to the National School Lunch and Breakfast Programs. The program, which is administered by the California Department of Education, provides nutritious meals to children and functionally impaired adults who are enrolled in child or adult daycare centers and family child care homes.

While licensed child care centers may sign up directly with the California Department of Education, family child care providers work with a sponsoring organization to offer the program to children in their care. Frequently, sponsoring organizations also serve as Resource and Referral Agencies by offering subsidized child care and referral services for the county.

Family child care providers participate in CACFP in exchange for a modest reimbursement based on the number of children and the number of meals they receive. The many benefits of the program include:

- ◇ 5,000 nutritious, home-cooked meals are served to children each day in San Francisco. Without the program's modest reimbursement, parents would pay higher child care fees to cover the cost of the food and/or child care providers would provide less expensive,

less nutritious food.

- ◇ Family child care providers attend one to two nutrition education workshops per year where they obtain important information about child nutrition, physical activity, food safety, menu ideas, nutrition and gardening activities, childhood obesity and much more.
- ◇ Sponsoring organizations visit each child care home three to four times per year to ensure compliance with program regulations. During these visits, the CACFP serves as a vehicle for referring child care providers to workshops, counseling, and other resources.

## Overall Program Goals

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- ◇ Retain community-based sponsors of the Child and Adult Care Food Program
- ◇ Increase participation by 10% over three years

## Program Objectives

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- ◇ Increase the number of family child care providers, exempt child care providers and child care centers participating in the CACFP
- ◇ Identify additional public/private funds to ensure the sustainability of this program

## Recommendations

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### Legislative recommendations:

1. Study the adequacy of the administrative reimbursement and lobby Congress and/or the state legislators to raise reimbursement rates for high cost-of-living areas such as San Francisco.
2. Work with California Food Policy Advocates on legislation to increase reimbursement to child care providers for including more fresh produce in their meals. This would provide more funding to existing child care providers and attract new providers to the program.
3. Support legislation to automate eligibility for CACFP. This effort would reduce paperwork and simplify enrollment for low-income families.
4. Identify local funds to support program administration.
5. Work with state legislators to create additional program enhancements at the state level.
6. Engage with Governor's Office around CACFP and obesity prevention.

### Programmatic recommendations:

1. Investigate expansion funds available through the California Department of Education for increasing participation in the program.
2. Encourage sponsors to continue to automate their menu correction procedures through systems such as the Minute Menu System, allowing staff to spend more time on recruitment and enforcement of integrity regulations.

3. Studying the feasibility of more creative meal monitoring methods, especially for child care providers with no previous problems.
4. Increase family child care and child care center recruitment strategies including:
  - ◇ Sponsors attend child care licensing meetings and child care provider association meetings to promote participation in CACFP
  - ◇ Create radio PSAs to promote the CACFP
  - ◇ Create attractive marketing materials to promote the benefits of the program to parents and child care providers
5. Consider consolidating the two CACFP sponsors in San Francisco to eliminate the need for two administrative structures to sustain the program.
6. Increase family child care providers' access to technology as a way to increase communication between providers and sponsors.
7. Create a public awareness campaign to raise awareness about CACFP.

Policy recommendations:

1. Seek a policy change at the state level to allow for volunteers and interns to conduct monitor appointments.
2. Work with the California Department of Education, USDA and local child care providers to ensure timely implementation of anticipated USDA recommendations on streamlining CACFP.

# Women, Infants and Children Supplemental Nutrition Program (WIC)

## The Challenge

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Unlike school meals or the Food Stamp Program, the Women, Infants, and Children (WIC) Supplemental Nutrition Program is not a federal entitlement program. San Francisco's WIC program must maximize participation within its allocated food and nutrition services grant, which is appropriated by Congress each year. Despite WIC's proven track record as the nation's premier public health-based nutrition program, the Bush administration recently proposed inadequate WIC funding, a 25% cap on nutrition services and administration (NSA) funds, and a 20% state match requirement for NSA funds, beginning in 2008.

In San Francisco, even the current level of WIC funding does not provide for adequate staffing. Because the program does not provide higher administrative reimbursement for high cost-of-living areas, the program's staff-to-participant ratio in San Francisco is double the recommended level.

In 2008, Congress rejected Bush's plan and approved higher funding for WIC. However, the Bush Administration has indicated that it will propose WIC cuts in future budget cycles. A 25% cap on NSA or any further reduction of funds would severely cripple program services for the 16,000 women, infants, and children WIC serves.

## About the Program

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WIC is the Special Supplemental Nutrition Program for Women, Infants, and Children, a 100% federally funded program. WIC provides nutritious food, individual counseling, nutrition education, breastfeeding education and support, and referrals to medical and social services to at-risk, low-to-moderate income women and children up to the age of five.

In San Francisco, the WIC Program serves 15,500 participants per month. Each month, participants receive food coupons worth between \$55 and \$150, depending on their category and age. This translates to approximately \$11 million each year in federal food purchasing dollars for San Francisco residents.

The majority of participants are Latino (42%), followed by Asian (39%), African American (14%), and Caucasian (5%). While half of WIC participants are enrolled in MediCal, only 20% are participating in CalWORKs and the Food Stamp Program. The San Francisco WIC Program is the largest provider of nutrition and breastfeeding support services to infants and toddlers, annually providing nutritious food and parental guidance to over 12,500 children from birth to age five. San Francisco WIC serves 5,000 pregnant and postpartum women.

Research has shown that the WIC Program has positive impact on improving the health of program participants. These outcomes include:

- ◇ Reduced numbers of low- and very low-birth weights in infants
- ◇ Decreased incidence of iron deficiency anemia in children
- ◇ Improved growth of nutritionally at-risk infants and children
- ◇ Improved dietary intake of pregnant and postpartum women

Studies have also shown that WIC is one of the most successful and cost-effective federal nutrition programs. In 1992, the U.S. General Accounting Office (GAO) found that WIC saved \$3.13 in health care dollars for every \$1.00 spent on the program. Most of the savings, or approximately \$2.89, was saved in the first year of life.

For detailed information about WIC, including income eligibility guidelines, the foods currently provided, and how to find nearby WIC sites, please visit the California Department of Health Services WIC website at [www.wicworks.ca.gov](http://www.wicworks.ca.gov).

### Overall Program Goals

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- ◇ Maintain 100% of the San Francisco WIC Program's allocated caseload each month.
- ◇ Identify additional public/private funds to ensure the sustainability of this program.

### Recommendations

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#### Legislative recommendations:

1. Direct the City's lobbyist in Washington, DC to advocate for adequate federal funding at the Federal level in the coming years.
2. Direct the City's lobbyist in Sacramento to advocate for state funds to make WIC whole (state funding for targeted and evidence-based nutrition services in California) if the 20% State match requirement occurs.
3. Advocate at the Federal level for parity for high cost-of-living areas (this would be during the next WIC Reauthorization, in four years).

#### Programmatic recommendations:

1. Ensure WIC Program has adequate staffing to serve eligible populations; in order to insure and maintain quality WIC nutrition education and services for a high-risk population.

#### Policy recommendations:

1. Develop a policy statement strongly opposing pending cuts to federal nutrition and safety net programs operating in California, including WIC, Food Stamp Program, Food Stamp Nutrition Education, Head Start, and school meal programs including the Child and Adult Care Food Program.

# Programs for Older Adults

## The Challenge

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According to the 2000 U.S. Census, 33,384 San Francisco residents who are 60 years of age or older live with the threat of hunger.<sup>4</sup>

Low-income older adults in San Francisco seek food assistance from a network of federal, state and local programs. Some receive help from a variety of sources, including the Commodity Supplemental Food Program (CSFP), pantry programs, congregate meals, home-delivered meals and soup kitchens.

In addition, many older adults look to food programs for permanent instead of temporary assistance. Unlike a family who may use food assistance programs only until its economic situation improves, older adults' economic situations typically worsen as inflation erodes the value of their fixed incomes.

No single federal, state or local program is designed to meet the nutritional needs of older adults in our community. In total, food assistance programs for older adults provide the equivalent of eight free or reduced price meals each week per person in San Francisco. They are not able to ensure that the 33,384 older adults living with the threat of hunger in San Francisco are able to eat three nutritious meals a day, seven days a week.

## About the Programs

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The following list includes the major food services and income support programs currently available to older adults in San Francisco. Because many older adults access multiple food programs to try to meet their nutritional needs, the service estimates below reflect the number of meals served, not unduplicated service of individuals. Through these services, we estimate that a total of 266,777 meals are provided to older adults in San Francisco each week.

Congregate Meals- This Citywide hot meal program partially funded by the Department of Aging and Adult Services (DAAS) offers lunch five days a week to older adults. Congregate meal sites, which are often located at senior centers, serve 15,265 meals each week.

Home-Delivered Meals- Partially funded by DAAS, organizations deliver one to two prepared meals each day to homebound older adults up to seven days a week. These organizations serve 17,563 meals each week.

Program of All Inclusive Care for the Elderly (PACE)- This federal program features a comprehensive service delivery system modeled on the acute and long-term care services developed by On Lok Senior Health Services in San Francisco. For most participants, the comprehensive service package permits them to continue living at home instead of moving to an institution. This program serves 4,839 congregate and home-delivered meals each week.

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<sup>4</sup>This calculation is based on information pulled from table PCT50 indicating the number of people by age 0 years-85 years + at or below 150% of the poverty line. Additionally, in order to determine the number of seniors between 60 years and 85+ years we used table P8. Both tables are located in Summary File 3 of the 2000 U.S. Census.

Child and Adult Care Food Program (CACFP)- Through this federal program, children and incapacitated adults receive nutritious meals and snacks each day as part of their day care. In San Francisco, CACFP serves an estimated 3,000 meals each week to older adults.

Other Meal Programs- Nonprofit organizations not funded by DAAS offer hot meal programs ranging in scope from three meals a day to one meal a week. San Francisco Food Bank's participating agencies serve an estimated 12,942 meals each week to older adults.

Commodity Supplemental Food Program (CSFP)- Operated by the San Francisco Food Bank, this federal program distributes a monthly box of USDA commodities to qualified low-income older adults, women and children, providing food for 55,190 meals each week to older adults.

Food Pantries- Operated by the San Francisco Food Bank and partially funded by DAAS, weekly pantries provide San Francisco residents with groceries, including staple items such as fresh produce, grains and protein items. These programs provide food for 130,928 meals each week to older adults.

The Food Stamp Program- This federally funded program provides benefits on an electronic card that can be used at grocery stores to purchase food. In San Francisco, this program provides older adults with benefits for an estimated 26,064 meals each week.<sup>5</sup>

Senior Farmers Market Nutrition Program- This federal program provided fresh, unprepared, locally grown fruits and vegetables to participants. In San Francisco, this program provided older adults with benefits for an estimated 300 meals each week.<sup>6</sup> However, due to the difficult and high costs administering this program, California Department of aging discontinued offering this program in 2008.

Supplemental Security Income (SSI)- This federal cash assistance program provides monthly payments to low-income aged, blind and disabled persons in the United States. The single payment recipients receive in the beginning of each month includes both the federal SSI payment and a State Supplemental Payment (SSP) from the state of California. Originally, \$10 of the SSP was earmarked for food, but currently, the average SSP \$209 does not include any money specifically set aside for food. Although the program is meant to provide food support, there is no longer an amount of money allocated specifically for food. Therefore, no meals have been added to our calculations.

## Recommendations

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### Policy Recommendations

1. Support DAAS' efforts to consider older adults' food issues and programs holistically. Policy discussions should take into account all programs in the City offering food services to older adults, including those supported by DAAS, those supported by government entities other than DAAS, and those offered by nonprofit organizations without the support of public funding.
2. Ensure no interested and eligible older adult is denied home-delivered or congregate

<sup>5</sup> The dollar to meal conversion of \$1.92 per meal is based on statistics developed by America's Second Harvest for a different purpose and likely underestimates the cost of a meal.

<sup>6</sup> The dollar to meal conversion of \$1.92 per meal is based on statistics developed by America's Second Harvest for a different purpose and likely underestimates the cost of a meal.

meals. It would have cost \$1,614 a day to provide a home-delivered meal to the 269 older adults on the waiting list for 2005-2006 and this number likely under represents interested and eligible older adults. There were 1,873 congregate meal denials in 2005-2006 valued at \$9,365.

3. Allow participants to use Food Stamp EBT cards to pay for home-delivered meals. This would enable providers to expand services to more older adults.
4. Urge DAAS to encourage contractors to be more efficient with their resources by accessing more products at the San Francisco Food Bank.
5. Through outreach, encourage older adults who receive SSI and do not have a kitchen to apply for the \$55 monthly food stipend from SSI.
6. Research and support the creation of a program providing delivered groceries to home bound older adults who can cook but who have limited mobility. This program would act as an additional resource for the older adult and homebound communities fulfilling some of the unmet food needs in San Francisco that are currently being partially addresses with home-delivered meals.

#### Legislative Recommendations

1. Pursue a pilot program in which SSI recipients in San Francisco are no longer excluded from receiving food stamps. Under this pilot, regulations for SSI recipients living in mixed households would remain the same, while those living alone or with a spouse would be allowed to apply for food stamp benefits.
2. If this pilot program is approved, San Francisco should also apply to participate in the automatic enrollment program, in which older adults who receive SSI are automatically enrolled in the Food Stamp Program.

**Background:** *Currently California is the only state in which SSI/SSP recipients are ineligible for the Food Stamp Program. For example: If Applicant A has an income of \$812 (the average SSI/SSP benefit amount that a single older adult without income received in 2005 in California) minus his/her rent of \$950 (average rent for a studio apartment in San Francisco), Applicant A would most likely be eligible to receive \$152 of food stamp benefits. Currently, Applicant A would not receive any food stamp benefits because his/her income is derived from SSI. In 2005 there were 27,235 people aged 65 years and older who received SSI in San Francisco and were not eligible for the Food Stamp Program.*

3. Lobby Congress and the State legislators to increase federal and state funding for Older Americans Act Title IIIC nutrition programs, Child and Adult Care Food Program, the Commodity Supplemental Food Program and the Program of All Inclusive Care for the Elderly.

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