



IDENTIFYING UNDERSERVED POPULATIONS IN THE FBST REGION

AN ASSESSMENT OF OPPORTUNITIES AND BARRIERS, SUMMARY REPORT

*PREPARED FOR: Food Bank of the Southern Tier
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Table of Contents

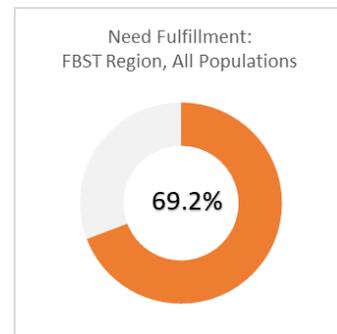
- Executive Summary..... 1
 - Underserved by Geography 1
 - Underserved by Demographic Characteristics 2
 - Common Barriers 3
 - Recommendations 4
- Introduction 5
 - Data Sources and Metrics: Fulfilling the Need for Food Support 5
- FBST Reach 7
- Underserved Populations Analysis 8
 - Geography..... 8
 - People with Disabilities..... 11
 - Low-Income Workers..... 14
 - Children..... 17
 - Older Adults 22
 - Racial, Ethnic, and Cultural Identity..... 26
- Common Barriers Across Populations 35
 - Transportation 35
 - Stigma 37
 - Awareness..... 38
 - Access..... 40
 - Quality and Types of Foods..... 41
- Recommendations 42
 - Important Internal Conversations 42
 - Client-Centered Services..... 42
 - Client-Directed Services..... 43
 - Communication & Messaging..... 43
 - Relationships..... 44
 - Internal Coordination and Partnerships 44
 - Tailored Food Options 45
 - Data Tracking 45
- Appendix A. FI185 Calculation 46
- Appendix B. Unduplicated Clients Served 47
- Appendix C. Survey Methodology 48
- Appendix D. Survey Results 50
- Appendix E. Census Tracts with Need Fulfillment Ratio Below 50% 56
- Appendix F. Need Fulfillment Calculations 57

Executive Summary

In the fall of 2020, the Food Bank of the Southern Tier (FBST) contracted with Horn Research to determine which, if any, underserved populations might exist in their service region. The assessment aimed to also identify the barriers preventing underserved populations from receiving assistance, and provide recommendations to address those barriers.

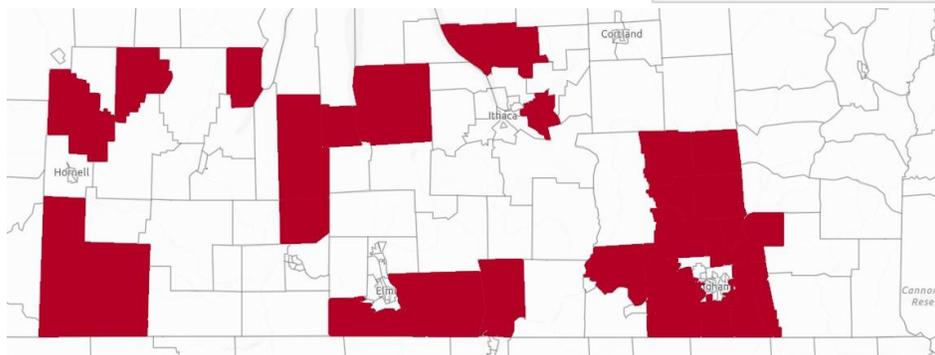
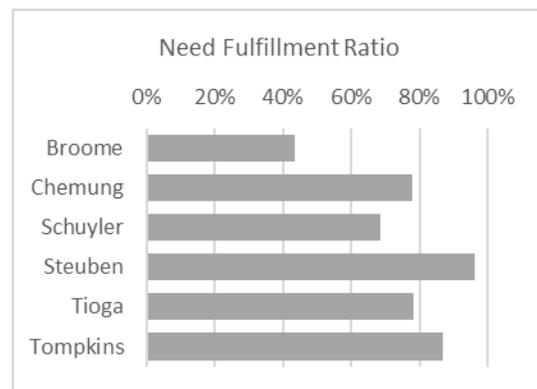
Several data sources have been mined and analyzed to create a need fulfillment ratio to measure the extent to which sub-populations potentially in need of food support are receiving services. The need fulfillment ratio is a simple proportion of the number of people who have been served by FBST resources divided by the number of food insecure people as a whole. Because the COVID-19 pandemic disrupted FBST's normal distribution, 2019 service data was used as the basis for the population served. A survey was conducted with FBST users (N=1,970) to gather demographic information which is not currently being collected from clients.

In 2019, through MFPs and brick and mortar pantries, FBST served 69.2% of the number of estimated food insecure people in the region. To understand whether the 30% gap in service is based on specific populations being underserved, several sub-groups have been analyzed. A list of potentially underserved sub-groups was generated through a literature review of populations at risk for food insecurity, feedback from FBST staff, and a qualitative survey of pantries and partners. Based on this information, FBST's service provision were explored by geographic area, and demographic factors, such as racial, ethnic, and cultural identity, age group, disability status, veteran status, gender, and working status.



Underserved by Geography

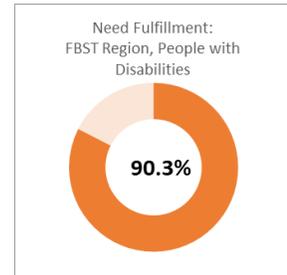
The most consistent service gaps found in previous assessments was between geographic areas. Analysis of 2019 data show continued variation geographically in the use of FBST resources. Broome County has the lowest need fulfillment ratio at 43.7% and Steuben has the highest at 96.2%. The figure below shows that even within counties, there are significant variations in need fulfillment. The regions in red are Census tracts with need fulfillment ratios below 50%.



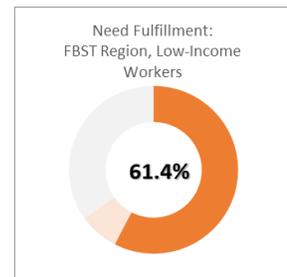
Underserved by Demographic Characteristics

Several demographic categories, including racial, ethnic, and cultural identity, age group, disability status, veteran status, gender, and working status, were explored to identify any underserved sub-populations. People with disabilities, low-income workers, families with young children, and racial and ethnic groups in specific locations were identified as underserved.

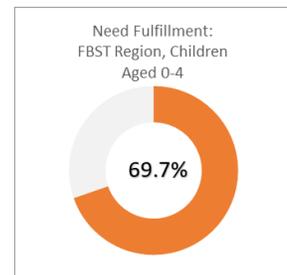
People with disabilities, particularly those who are homebound, were the most frequently mentioned underserved group by stakeholders. Survey and Census data indicate that the bulk of people with disabilities are served by FBST sources, but a small group continues to be underserved. The primary barriers to service associated with this group are transportation, isolation, health limitations, and dietary needs. Analysis found no significant difference in service based on county or type of housing which suggests efforts to reach the underserved population will require focus across geographies, and include both additional senior MFPs and home deliveries.



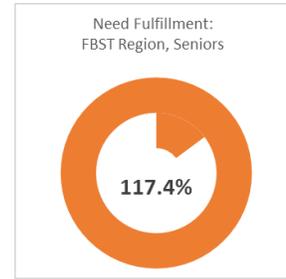
Low-income workers were identified as an underserved population by stakeholders, and data supports that view. The need fulfillment ratio for this group is low at 61.4%. The barriers to receiving support for low-income workers included stigma, access, awareness, and dietary preferences. Survey data indicate that households that participated in a drive-through CFD were more likely to include employed adults than households that had only attended MFPs or brick and mortar pantries. This data suggests that the drive-through model may be less stigmatizing and more convenient for this population.



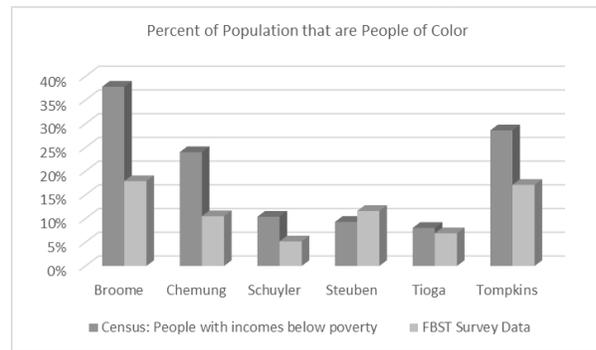
Children were frequently mentioned as an underserved population. The need fulfillment ratio for children, overall, is 64.9%. However, age group is an important factor. Children aged 0-4 have an estimated need fulfillment ratio of 69.7% while children aged 5-17 have an estimated need fulfillment ratio of 119.4%. There was significant variation in the need fulfillment ratio of young children between counties. Schuyler County had the lowest ratio at 59.7% while Tompkins County had the highest at 106.7%. The barriers identified as preventing families with young children from accessing food resources included stigma, transportation, awareness of services, challenges with waiting in line with small children, dietary preferences, and the presence of other food resources. As with low-income workers, families with young children were more likely to attend drive-through CFDs. This may be due to the greater ease of managing small children as well as a reduction in stigma. Families with children are also more likely to use brick and mortar pantries associated with non-profit organizations than churches. This suggests an opportunity to increase participation by fostering relationships with non-profit organizations that serve low-income children.



While stakeholders indicated that older adults were an underserved population, data indicate this is not the case with an overall need fulfillment ratio of 117.4%. There is some indication that seniors who live alone, and do not have transportation, may be somewhat underserved. The key barriers identified for older adults are transportation, stigma, health limitations, and awareness of resources.

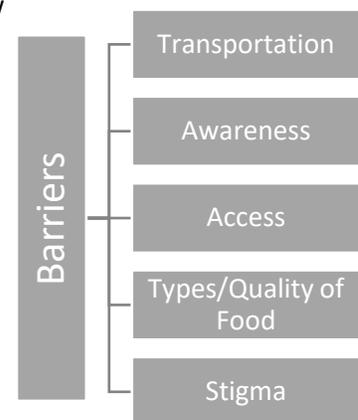


Service by racial, ethnic, and cultural identity was a particularly challenging category to understand. Respondents to the survey showed much less diversity than the population as a whole and an in-depth analysis of distribution data and geographic data indicated that race, ethnicity, and cultural identity is a factor in whether some populations are underserved. In particular, Asian and Hispanic immigrants and refugees were found to be underserved in Broome County. There is some indication that the Black community in Ithaca may be somewhat underserved, and there appear to be isolated problems within some smaller communities where people of color are not welcomed by volunteers at pantries and MFPs. Stakeholders suggested that Middle Eastern immigrants in Broome County may also be underserved, but there is insufficient data to either support or disprove this view. The key barriers associated with the immigrant populations include language, awareness of resources, dietary preferences, and cultural resistance.



Common Barriers

There are five common barriers which were identified by pantries, community stakeholders, and detailed in other evaluations and needs assessments that cross all populations. Transportation remains a significant issue for both urban and rural populations. Census data show that 20% of households with incomes below 185% of poverty in the FBST region do not have access to a vehicle. Outreach continues to be a challenge in ensuring populations are aware of available resources. Survey data showed that nearly 40% of FBST clients who had not attended a CFD did not know about it. Access to services continues to be limited for people who cannot attend weekday food distributions. There has been very little change in the number of non-weekday hours both pantries and MFPs offer to clients which limits access for all populations. The type and quality of food distributed through pantries and MFPs has been identified as a barrier by clients in several prior assessments. The stigma associated with receiving food assistance continues to be a difficult issue for all populations.



Recommendations

Internal Conversations, Coordination & Partnerships

As FBST looks to address underserved populations, it is important to consider a key question: ***“Who are we serving with this decision, and who are we leaving out?”*** Having this question become a regular part of discussions can help ensure FBST services are meeting the needs of all people. More robust internal partnerships should be explored to reinforce decision-making processes which most effectively address both internal FBST needs and client needs. Senior leadership should provide more guidance on priorities related to the cost and quality of food distribution contents.

FBST should optimize on employee skills in marketing and communication by cross-tasking staff to better promote FBST resources to communities in need, particularly underserved populations. Better communication with communities may result in reduced stigma, and a better understanding of the value of receiving food from pantries.

Client-Centered & Client-Directed Services

Many barriers could be effectively addressed through a commitment to client-centered services. Encouraging and incentivizing network pantries to offer more non-weekday hours and deliveries to homebound clients are recommended. In addition, continuing to offer new distribution models, such as drive-through MFPs and appointments for pick-up, should be considered as an option to reach traditionally underserved populations. Refining and tailoring foods for population-specific distributions may better support seniors, families with children, and culturally diverse populations. Additionally, there is an opportunity to bring clients into the decision-making process to integrate clients’ views, needs, and skills. Having a more robust integration of client opinions may help to alleviate stigma, address other barriers, and increase satisfaction.

Non-Traditional Relationships

Past evaluations have recommended fostering non-traditional partnerships to reach different populations. COVID provided a powerful need for new partnerships and FBST optimized on several of those opportunities. Developing and maintaining new relationships with other organizations serving underserved populations can further increase capacity and ensure greater reach.

Data Tracking

FBST has increased the emphasis on data collection, tracking, and analysis. Continued efforts to both refine and expand data collection can be an effective tool in driving programming decision-making. An overarching data tracking and evaluation plan should be developed which articulates FBST goals, the metrics being used to assess success in meeting those goals, and the methods to gather metric data. In addition to the evaluation plan, a process for strategic analysis and decision-making for programming decisions should be designed and implemented.

Introduction

In the fall of 2020, the Food Bank of the Southern Tier (FBST) contracted with Horn Research to identify which, if any, underserved populations might exist in their service region, and the barriers preventing those populations from receiving assistance.

This study builds on the four previous assessments Horn Research has conducted for FBST:

- the Mobile Food Pantry Evaluation (2014),
- the Backpack Program Evaluation (2015),
- the Senior Food Insecurity Assessment (2016),
- and the Agency Capacity Assessment (2018).

Select analyses and recommendations from these assessments will be updated throughout this report to identify areas of success and continued concern.

A number of data sources have been mined for this study including Census data, FBST distribution data, and FBST client and partner survey data. In addition, primary data collection efforts have been engaged, including a client survey, a qualitative survey of pantry directors and partners, and interviews with community members and leaders.

Data Sources and Metrics: Fulfilling the Need for Food Support

There are three metrics which have been identified or developed to pinpoint any potential underserved populations:

- The food insecure population
- The population receiving support
- The extent to which the population receiving support is equal to the population in need of support, or the need fulfillment ratio

Food Insecure Population Metrics

One metric used to identify the population in need of FBST services is the number of people who are food insecure. Past evaluations and assessments have defined the food insecure population by using income data, such as the number of people living with incomes below a specified level of poverty, or those with incomes below a living wage. The difficulty with using these indicators is that some households and individuals may have incomes below poverty, but may not be food insecure because they have access to resources such as SNAP, free and reduced lunches, food pantries, and WIC.

There are two main sources of food insecurity data: Feeding America's Map the Meal Gap (MMG) and the USDA. The MMG food insecurity data is available by county and is based on individuals, while the USDA data is available for states, but is based on households. Neither of these sources provide food insecurity data on the local level which inhibits a precise understanding of the gaps in food security within specific populations.

Feeding America's MMG food insecurity estimate is generally higher than the USDA estimate. For example, in 2018, MMG estimated New York State had a food insecurity rate of 11.1% (N=2,166,060 people). The USDA estimated that 10.5% of New York State households in 2018 were food insecure

(N=826,350 households). The difference between rates may be due to different methodologies or the difference in units of measure.

For this assessment, the MMG's food insecurity data has been used to define the county-wide food insecure population (FIMMG).

A metric based on USDA estimates and Census data (FI185) was calculated to allow for sub-group analysis based on geography, age, and disability. FI185 estimates that approximately 32.4% of all households with incomes below 185% of poverty are food insecure. (Please see Appendix A for details on how FI185 was calculated.)

Both food insecurity estimates are included where appropriate. Of note, the FI185 estimate (N=52,753) is lower than the FIMMG estimate (N=64,040) and thus is a narrower definition of need. FI185 may somewhat overestimate and/or FIMMG may underestimate FBST's success in meeting the needs of food insecure households. These data should be used strictly to identify potential areas of concern and trends, and not as specific targets.

Population Served Metrics

A critical piece of understanding underserved populations is to understand who, exactly, is being served. FBST pantry and mobile food pantry (MFP) data is tracked through two systems: the Primarius database and the Pantry Trak system.

The Primarius database provides the number of households, adults, children, and older adults who received food through brick and mortar pantries and MFPs. These data do not provide an unduplicated count of clients served, but are merely a tallying of people served per month by service point. The Primarius database has complete data across all service points for 2019¹.

The Pantry Trak system is a relational database which provides more granular data on individuals and households. The system tracks all members of a household by age category, each point of service by location and date for a household, and a geocoded household address. Only 20 brick and mortar pantries are currently using Pantry Trak consistently, but 34 regular MFPs, 9 senior MFPs, and 2 college MFPs have consistent data in the system for 2019. One of the hopes of the Pantry Trak system was to provide an unduplicated count of people using FBST resources, and a better sense of turnover rates. However, because Pantry Trak data is currently incomplete, this assessment, for the most part, uses the average number of people and households served per month from the Primarius data as the population served metric. Pantry Trak data has been mined to provide additional context and information. In addition, an analysis of Pantry Trak data to provide a new estimated "unduplicated clients served" has been conducted and is found in Appendix B.

In addition to the Primarius and Pantry Trak data, a survey was conducted to provide supplementary information about the clients being served by FBST's network of pantries and direct service programs. The survey collected demographic information such as ethnic and cultural identity, employment status, disability, and veteran status, as well as several other variables to help elucidate the challenges faced by clients. Details of the survey methodology are found in Appendix C. Frequencies for all survey questions are found in Appendix D. Survey data proportions have been used to estimate the population served for population demographics that are not captured in Primarius or Pantry Trak.

¹ Due to the changes in services as a result of COVID-19, service data will focus on 2019.

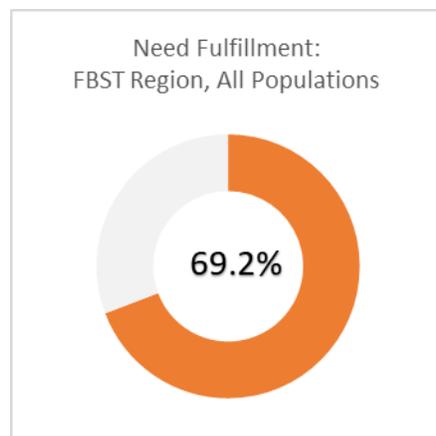
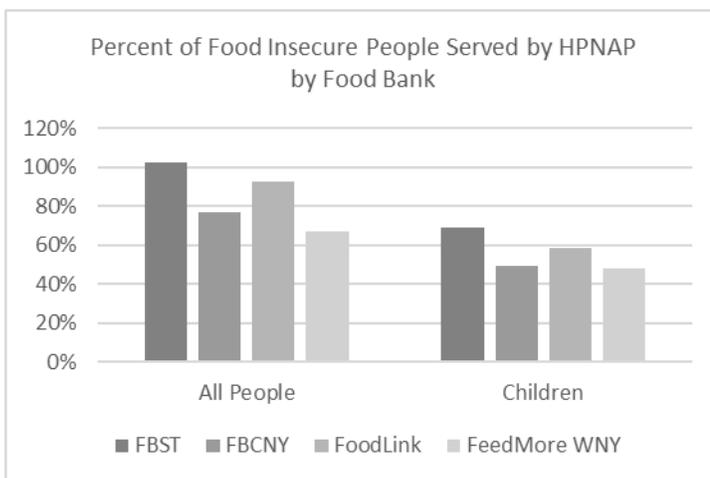
Need Fulfillment Metrics

A simple proportion of the population served to the food insecure population has been calculated to create the need fulfillment ratio for both the FIMMG estimate (NFMMG) and the FI185 estimate (NF185). In general, throughout the report, the need fulfillment metric provided will offer the broadest possible definition of food insecurity. For county-wide and region-wide analyses, NFMMG will be reported. For sub-groups and local geographies, NF185 will be reported.

FBST Reach

Overall, FBST is very successful in meeting the emergency food needs of the region’s population. HPNAP² data from New York State shows that as compared with other food banks in New York, FBST provides HPNAP food to a greater percentage of food insecure people than other food banks in upstate New York³.

HPNAP data suggests that, as a percentage of all food insecure people in their region, FBST is more than meeting the need for food through food pantries, mobile food pantries, emergency shelters, and soup kitchens. This metric, while positive, does not tell the full story.



The HPNAP data also indicate that only 69% of food insecure children in the FBST region are being served. This discrepancy suggests that there may be other underserved sub-populations. A deeper analysis is required to understand which populations may not be accessing FBST resources. For this study, data is limited to FBST’s mobile food pantries and brick and mortar pantries, and does not include emergency shelters or soup kitchens.

In 2019, 43,303 people, on average, were served through food pantries and MFPS per month. Using the broadest definition of food insecurity (FIMMG), we can estimate that FBST met the monthly need for food for 69.2% of food insecure individuals.⁴

	AVERAGE MONTHLY FOOD REQUESTS: INDIVIDUALS					CALCULATED METRICS			
	FOOD PANTRIES	REGULAR MFPS	SENIOR MFPS	COLLEGE MFPS	ALL SERVICE TYPES	FIMMG	NFMMG	FI185	NF185
FBST REGION	35,236	7,650	995	422	44,303	64,040	69.2%	52,753	84.0%

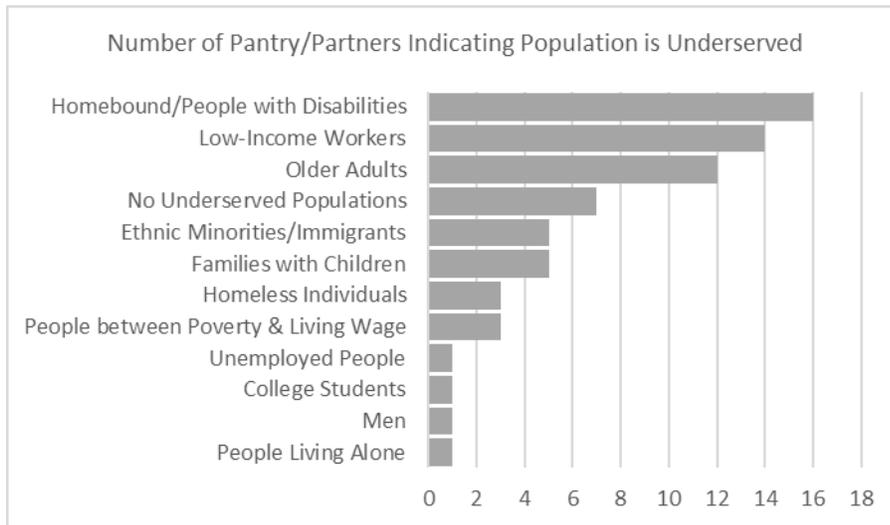
² The Hunger Prevention Nutrition Assistance Program (HPNAP) provides supplemental food which is distributed through the New York State Emergency Food Program network of soup kitchens, shelters, and food pantries.

³ HPNAP data from New York State Department of Health, food insecurity estimates from Feeding America’s Map the Meal Gap

⁴ Using NF185, FBST met the monthly need for food for 84.0% of food insecure individuals.

Underserved Populations Analysis

To understand whether the gap in service is due to specific populations being underserved, several sub-groups have been analyzed. The list of sub-populations to be explored was generated through a literature review of populations at risk for food insecurity, feedback from FBST staff, and a qualitative survey of pantries and partners. Based on this information, FBST’s service provision has been examined by geographic area, and demographic factors, such as ethnic/cultural identity, age group, disability status, veteran status, gender, and working status.



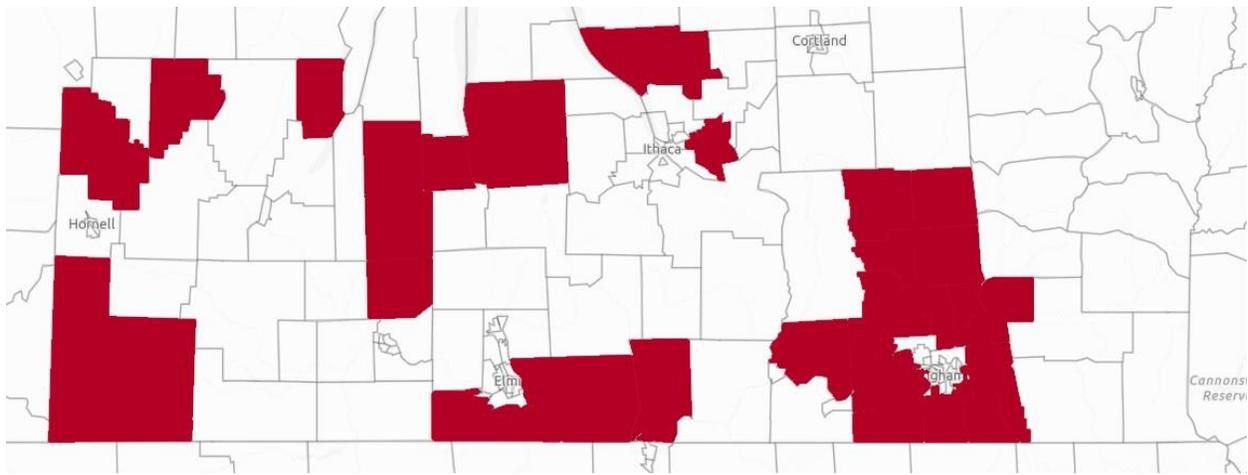
Geography

The most consistent service gaps found in previous assessments were between geographic areas. The MFP Evaluation found through mapping and analysis that the program was successfully located in areas of high need. However, in the Agency Capacity Assessment, a mapping process showed geographic areas where service points were not sufficiently meeting the food insecure population. In addition, the Senior Food Insecurity Assessment found a difference in access to resources based on location.

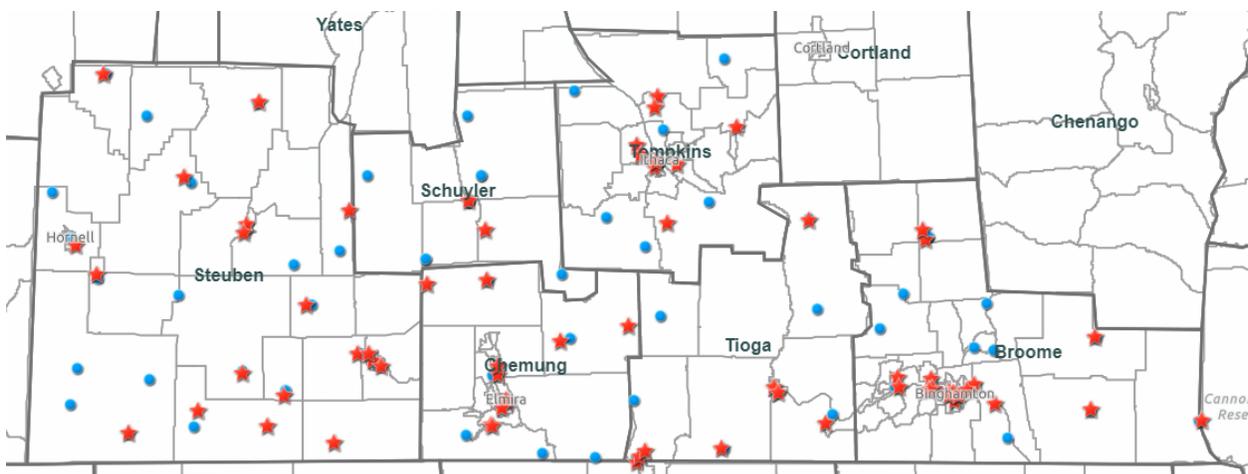
Analysis of 2019 data show continued variation geographically in the use of FBST resources. As shown in the table below, Steuben County resources appear to be meeting 96% of the need, while Broome County appears to be meeting less than half of the estimated need.

	NUMBER SERVED MONTHLY: ALL SERVICE TYPES	FOOD INSECURE POPULATION (FIMMG)	NEED FULFILLMENT RATIO (NFMMG)
BROOME	10,756	24,620	43.7%
CHEMUNG	8,073	10,360	77.9%
SCHUYLER	1,469	2,140	68.6%
STEBEN	10,934	11,370	96.2%
TIOGA	3,775	4,830	78.2%
TOMPKINS	9,296	10,720	86.7%
FBST REGION	44,303	64,040	69.2%

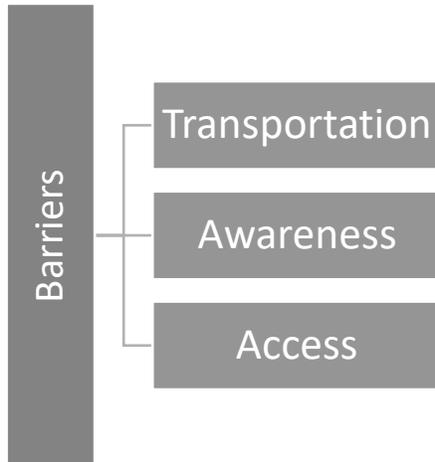
The figure below shows the Census tracts in the FBST region that appear to be the most severely underserved (see Appendix E for a table version of these data). Large swaths of Broome County have a need fulfillment ratio below 50%. Only the Binghamton area and the eastern edge of the county rise above the 50% threshold. The southern part of Chemung and the southwestern corner of Tioga appear to be underserved areas, as does the north and western sections of Schuyler. Despite being the county with the highest need fulfillment ratio, Steuben County also has underserved areas in the southwest, northwest, and northeast corners. Tompkins County's underserved areas include north Lansing and Ellis Hollow. Some of the underserved tracts have nearby geographic areas which have higher need fulfillment ratios, some exceeding 100%. These data suggest that some people need to travel beyond their own communities to reach food resources.



In the MFP evaluation, results showed that FBST was successfully reaching high need, low resource geographical areas. Since the evaluation, there have been some changes to MFP sites. The figure below shows the 2014 MFP locations (blue dots) and the 2019 MFP locations (red stars). The blue dots that are not overlaid by red stars shows MFPs that have been discontinued. Compared to the graphic detailing current geographically underserved areas above, it appears that the removal of MFPs has either created or exacerbated underserved areas by geography. Of particular note, is the southwest and northwest corners of Steuben County, the northern section of Schuyler County, the areas north of Binghamton, and southern Chemung County, which have lost MFPs and have extremely low need fulfillment rates.



In the 2015 Agency Capacity Assessment, mapping and analysis detailed specific agencies located in geographically underserved areas and who were currently distributing a low number of clients. Recommendations from the Agency Capacity Assessment included segmentation and incentives to increase distribution in low access, high need areas. FBST staff reported some early progress in these efforts, but also said renewed focus on analyzing and targeting efforts are needed post-COVID.



In the MFP Evaluation, the key barriers related to geographically underserved populations were a lack of transportation and a limited awareness of resources due to a lack of media outlets to disseminate information. The Agency Capacity Assessment also found geographic barriers due to transportation deficits, a lack of awareness and outreach opportunities, as well as significant variation in access based on the days and hours pantries are open.

For this assessment, pantry directors mentioned a lack of public or personal transportation for clients and a lack of awareness of resources as ongoing barriers. They also mentioned a lack of technology in rural areas which limited clients' access to information.

Food Bank staff cited challenges with a lack of consistent host sites and volunteers in rural areas as a particular challenge in maintaining MFP sites.

Opportunities to address geographically underserved communities are as follows.



- Proactively approach finding and developing MFP sites in underserved areas, including exploring non-traditional, but high client-use partners such as businesses, health care providers, pharmacies, child care providers, and youth centers.
- Develop a decision-making process which includes staff from both the warehouse/operations team and the community impact team when an MFP site is experiencing challenges with attendance, volunteers, and hosting. The process should include the implementation of other improvement strategies prior to eliminating a site, such as data gathering from clients and volunteers, FBST facilitated volunteer recruitment, and supported outreach.
- Design a program which requires a lower volunteer need for sparsely populated, rural areas such as continuing pre-registration required, drive-through MFPs stocked with pre-packaged food boxes. A program of this type could potentially serve smaller groups, go to more than one site per day, and require fewer on-site volunteers.
- Incentivize urban pantries to allow clients without transportation to receive smaller amounts of food more frequently. This could ease the challenge of carrying large amounts of food home on the bus or when walking.

People with Disabilities

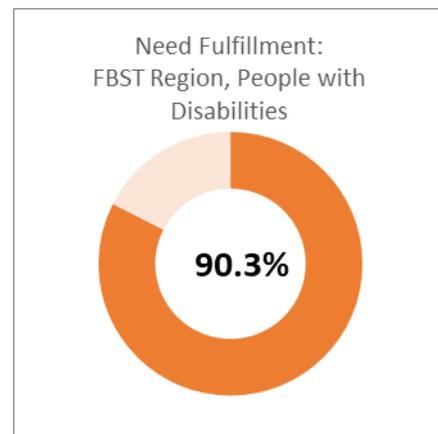
Pantry directors most frequently mentioned homebound people, and people with mobility or health issues, as an underserved population. FBST does not collect information on participants' disability status, but the survey conducted for this project gathered information on whether the respondent, any children, and any other adults in the household have a disability. The survey did not ask respondents to detail disability for each child or each adult, and therefore the estimate of the number of people with disabilities served by FBST may be artificially deflated.

Census data covering the entire FBST region does not provide the number of people who have a disability and an income below 185% of poverty, but does provide the percentages of disabled people with incomes below 150% and 200% of poverty. Based on these data, it is possible to estimate that between 21-22.6% of people in the FBST region with incomes below 185% of poverty have a disability.

This rate is slightly lower than the rate found among survey respondents (24.3%) suggesting that FBST's clients have disabilities at a similar, or slightly higher, rate as the low-income population.

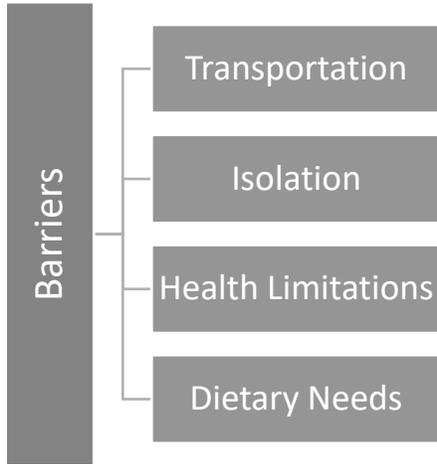
The estimated need fulfillment ratio range is between 85.6% and 92.1% for people with disabilities.⁵

Survey data and Census data by county shows relatively comparable rates of disability between the two data sources. This suggests that there are no substantial differences in need fulfillment for people with disabilities between counties.



An analysis of housing type showed no significant difference in housing type between survey respondents who were disabled and the people with disabilities in the population as a whole. This data indicates that any efforts to reach the underserved portion of this population will require expansion of both senior MFPs and home deliveries from food pantries and regular MFPS.

⁵ See Appendix F for calculations



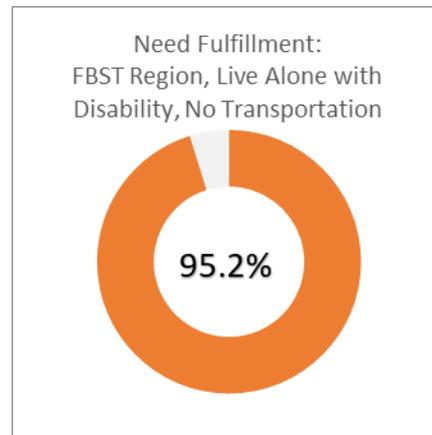
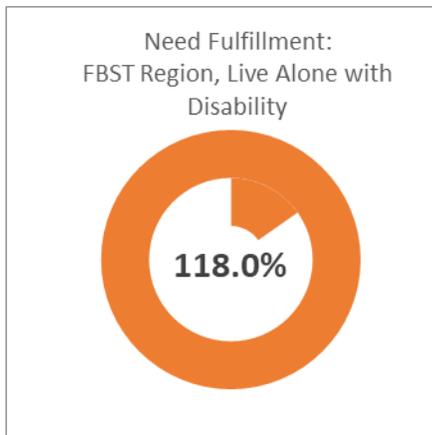
Pantry directors identified a lack of transportation, isolation, and a lack of physical ability to stand in line and carry the food received as the key barriers preventing people with disabilities from receiving food from FBST resources. These barriers were also articulated as problems for this population in previous assessments. Respondents to the partners and pantry survey indicated particular concern about people with disabilities who are homebound, live alone, and do not have access to transportation.

Results from the survey show that 300 respondents (15.2%) live alone and have a disability, and of these, over a third (N=110) do not have a vehicle. This sub-population represents 5.6% of the total survey population, a rate which

is comparable to the total population in the FBST region (5.4%) that live alone, have a disability, and do not have a vehicle.

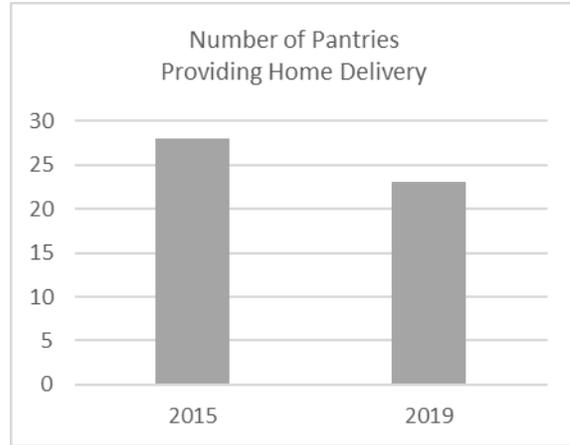
SUB-POPULATION 18+	SURVEY DATA	% OF SURVEY POPULATION	FBST REGION (PUMA)	% OF REGION POPULATION (PUMA)
LIVE ALONE, HAS DISABILITY	300	15.2%	13,888	11.8%
LIVE ALONE, HAS DISABILITY, NO VEHICLE	110	5.6%	6,326	5.4%
TOTAL POPULATION, 18+	1,970		118,058	

Assuming that survey respondents are representative of the population, the estimated need fulfillment ratio of people who live alone and have a disability is 118%, and the need fulfillment ratio of people who live alone, have a disability, and do not have access to a vehicle is 95.2%⁶.



⁶ See Appendix F for calculations

Pantry directors mentioned that the population with disabilities face other significant barriers, including being physically unable to wait in line or carry the food received. In the Agency Capacity Assessment, 28 of 63 responding pantries reported offering home deliveries to people in need. A recommendation in the Agency Capacity Assessment was to encourage and incentivize pantries to provide deliveries, particularly to homebound and disabled clients. In a survey conducted by FBST in 2019, only 23 of 63 responding pantries said they offered some sort of delivery option, indicating there has been no improvement to date.



The 2019 data show significant variation between counties with respect to pantry delivery. None of the responding pantries from Broome County provide deliveries while seven of nine Tioga County pantries do.

COUNTY	N PANTRIES PROVIDING DELIVERIES 2015	N PANTRIES PROVIDING DELIVERIES 2019	% OF PANTRIES PROVIDING DELIVERIES
BROOME		0	0%
CHEMUNG		4	25%
SCHUYLER		1	17%
STEUBEN		7	35%
TIOGA		7	78%
TOMPKINS		4	20%
FBST REGION	28	23	22%

Pantry directors and community stakeholders noted that another challenge people with disabilities may experience are health issues which require specialized foods unavailable at food pantries and MFPs. Some directors also suggested some clients with mental health issues may be unable to plan ahead to attend a pantry or MFP, and may have difficulties navigating the system.

There are several opportunities to further support people with disabilities, including:

Opportunities

- Continue to encouraging pantries to provide deliveries, and assist clients by identifying and supporting proxies, particularly in Broome and Schuyler counties.
- Support MFP site hosts to coordinate proxies and volunteers for delivery.
- Continue and develop new partnerships with service providers connected with this population including Independent Living Centers, Offices for the Aging, and Meals on Wheels.
- Query this population to understand what types of foods and services would be most helpful.

Low-Income Workers

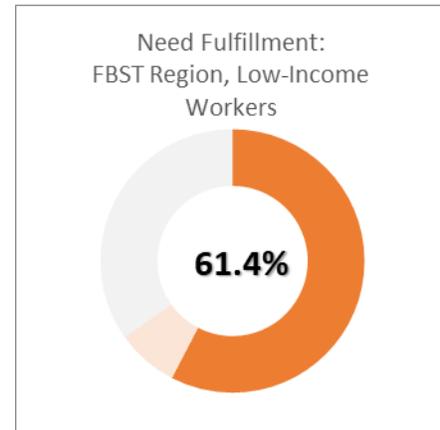
Fifteen of the 50 respondents to the partners and pantries survey said that low-income workers and their families were underserved in their community. FBST does not collect employment information from the people accessing the pantries or MFPs, therefore survey data was compared to Census data.

An analysis of Census data⁷ shows that 86.0% of all people aged 18-64 with incomes below 185% of poverty and in the labor force are employed, while survey data indicates only 74.9% of adults in responding households are employed.

Assuming the proportion of adults served by FBST services who are employed is equal to the proportion in the survey, we can estimate that between 57.6% and 65.2% of low-income workers are being served by FBST programming.⁸

Employment data for people with incomes below 185% of poverty is not available by county, therefore Census data detailing employment of people with incomes below 100% of poverty were examined to understand the differences between counties in the FBST region.

These data show that Tompkins County has the greatest discrepancy between survey results and Census data. This difference may be explained by the large college student population in the county.

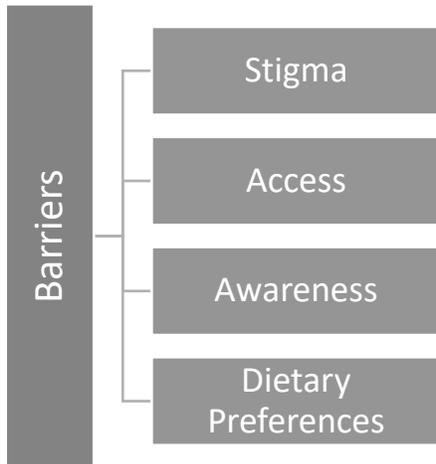


	SURVEY DATA		CENSUS DATA	
	N	PERCENT OF HH MEMBERS IN LABOR FORCE WHO ARE EMP	N	PERCENT OF ALL IN POVERTY IN WHO ARE EMP ⁹
BROOME	234	68.2%	7,404	75.4%
CHEMUNG	156	79.2%	2,563	82.5%
SCHUYLER	69	83.1%	530	70.7%
STEUBEN	260	74.5%	2,736	73.0%
TIOGA	153	79.2%	1,114	78.6%
TOMPKINS	139	72.8%	4,835	87.8%
OTHER	120	78.4%	-	-
ALL	1,131	74.9%	19,182	80.3%

⁷ The only Census data available which shows employment status for those with incomes below 185% of poverty is by Public Use Microdata Areas (PUMAs). The FBST region consists of five PUMAs with an additional portion of a sixth PUMA covering eastern Broome County which also includes Chenango and Delaware Counties. The sixth PUMA has not been included in this analysis.

⁸ See Appendix F for calculations

⁹ Only includes those in labor force, e.g. not retired, disabled, not looking for work



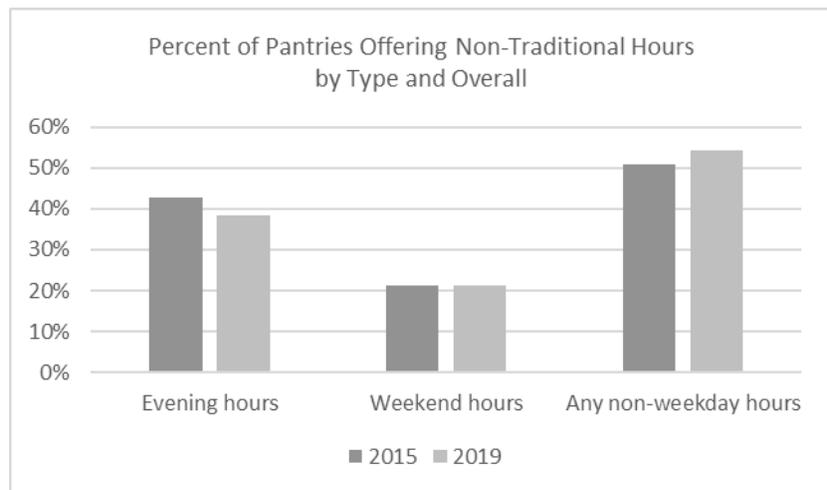
Pantry directors most frequently said stigma was a barrier to pantry use by low-income workers. This perception was supported by both community stakeholders and qualitative information received from clients.

Survey data show that new FBST users who attended drive-through CFDs were significantly¹⁰ more likely to have an employed adult in their household than people who had only used FBST resources in the past. This may be due to an increased number of low-income workers being in need of food as a result of the pandemic, or as stakeholders suggested, it may be a result of the reduced stigma of the drive-through system.

	NO EMPLOYED ADULT IN HH	EMPLOYED ADULT IN HH
NEW USER	62.4%	37.6%
NOT NEW	70.1%	29.9%

The MFP evaluation in 2014 found that inadequate access due to the limited evening and weekend hours available through MFPs was a barrier for low-income workers. Pantry directors indicated that the barrier is still an issue for the population for both MFPs and brick and mortar pantries.

The Agency Capacity Assessment¹¹ found that, in 2015, 50.8% of pantries offered at least some non-traditional hours. Data gathered by FBST in 2019 showed a slight increase in non-traditional hours with 54.2% pantries offering either evening or weekend hours.¹² This represents a small improvement in the access to pantries for working families.



The percent of pantries offering non-traditional hours to accommodate working people differ between counties. The percentage of Tompkins County pantries offering non-traditional hours is the highest at 69.2%. Only half of pantries in Broome, Chemung, and Schuyler counties offer non-weekday hours.

¹⁰ $\chi^2(1, N=163)=9.352, p=.002$

¹¹ Did not include CHOW pantries

¹² Some pantries in 2019 offered both evening and weekend hours.

	2015			2019		
	N PANTRIES OFFERING NON-TRADITIONAL HOURS	N PANTRIES OFFERING ONLY WEEKDAY HOURS	% OFFERING NON-TRADITIONAL HOURS	N PANTRIES OFFERING NON-TRADITIONAL HOURS	N PANTRIES OFFERING ONLY WEEKDAY HOURS	% OFFERING NON-TRADITIONAL HOURS
BROOME	5	4	55.6%	15	15	50.0%
CHEMUNG	6	7	46.2%	8	8	50.0%
SCHUYLER	1	3	33.3%	3	3	50.0%
STEUBEN	13	3	81.3%	11	9	55.0%
TIOGA	2	6	25.0%	5	4	55.6%
TOMPKINS	6	9	40.0%	9	4	69.2%
REGION	33	32	50.8%	51	43	54.2%

The network has not substantially changed with respect to the number of days per month pantries are open.

DAYS	2015		2019	
	NUMBER OF PANTRIES	PERCENT OF PANTRIES	NUMBER OF PANTRIES	PERCENT OF PANTRIES
1	11	14.7%	11	11.7%
2-3	22	29.4%	23	24.5%
4-9	21	28.0%	34	36.2%
10+	21	28.0%	26	27.7%

In the 2014 evaluation of the MFP program, a recommendation was made to expand MFP hours to include more evening and weekend hours. The number of MFPs offered during non-weekday hours has not increased since the 2014 MFP Evaluation, and the total number of MFP distributions has declined. In 2019, only seven MFP locations¹³ of 47 offered non-weekday hours. Of these, two distribute irregularly (one only once per year, the other three times per year).

	2014		2019	
	REGULAR MFPS OFFERING NON-TRADITIONAL HOURS	REGULAR MFPS OFFERING ONLY WEEKDAY HOURS	REGULAR MFPS OFFERING NON-TRADITIONAL HOURS	REGULAR MFPS OFFERING ONLY WEEKDAY HOURS
BROOME	0	15	2 ¹⁴	12
CHEMUNG	1 ¹⁵	5	1 ¹⁶	5
SCHUYLER	1	3	1	1
STEUBEN	5 ¹⁷	16	1	13
TIOGA	0	9	1	6
TOMPKINS	0	7	1	3
REGION	7	55	7	40

¹³ Not including senior-housing or college-based MFPs

¹⁴ One MFP serves only one time per year

¹⁵ MFP served only 4 times per year

¹⁶ MFP serves only 3 times per year

¹⁷ 4 MFPs served only 4 times per year

Pantry directors said low-income workers perceptions of the quality of food available may prevent them from wanting to use the pantries and MFPS. Survey data from the 2019-2024 Tompkins County Community Health Assessment showed that low-income workers who were food insecure reported the primary challenges to healthy eating were: not being able to find the foods they want, not having enough time, and cost. These data indicate that interventions which provide the foods they most want and require limited time to access would be most effective in reaching this group. Pantry directors and stakeholders said that low-income workers may be unaware of the food resources available through the pantries and MFPS.

It is clear that low-income workers are one of the most underserved populations in the FBST region. Several opportunities to support that population exist as follows.

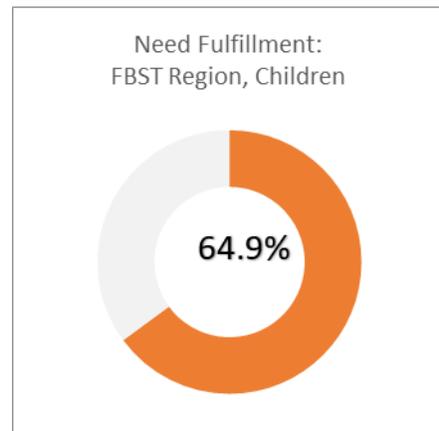
Opportunities

- Increase the number of non-traditional hours the MFPS and food pantries are open.
- Change the narrative on who attends pantries and why.
- Partner with non-traditional partners who serve low-income workers and/or employers to deliver both food and information on resources.
- Communicate more information about the foods available at pantries and how using these resources can ease financial strain.
- Continue to offer low-stigma options such as drive-through and appointment-based service.
- Query this population to understand which foods would be most needed in their household.

Children

Five of the 50 respondents to the pantries and partners survey said they believed families with children were underserved in their area.

FBST provided food to nearly 14,000 children monthly in 2019. Feeding America estimates that over 21,000 children are food insecure in the region which results in a need fulfillment ratio of 64.9% for children, overall. By county, Tompkins County shows the high need fulfillment ratio of children at 118.2%, but all other counties in the region have very low need fulfillment ratios, ranging from 48.8% in Schuyler County to 68.5% in Steuben County.

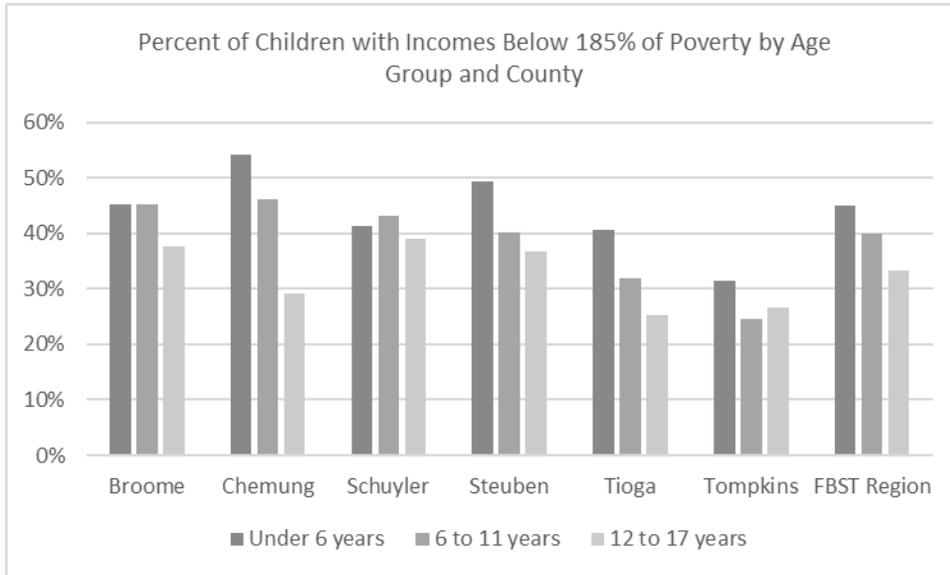


	ALL SERVICE TYPES	FIMMG	NFMMG
BROOME	4,263	8,100	52.6%
CHEMUNG	2,412	3,860	62.5%
SCHUYLER	371	760	48.8%
STEBEN	3,036	4,430	68.5%
TIOGA	1,038	1,860	55.8%
TOMPKINS	2,718	2,300	118.2%
FBST REGION	13,839	21,310	64.9%

Young Children

There are significant differences in service provision to children by age group. Families with young children are served less often and are also more likely to have low incomes than families with older children.

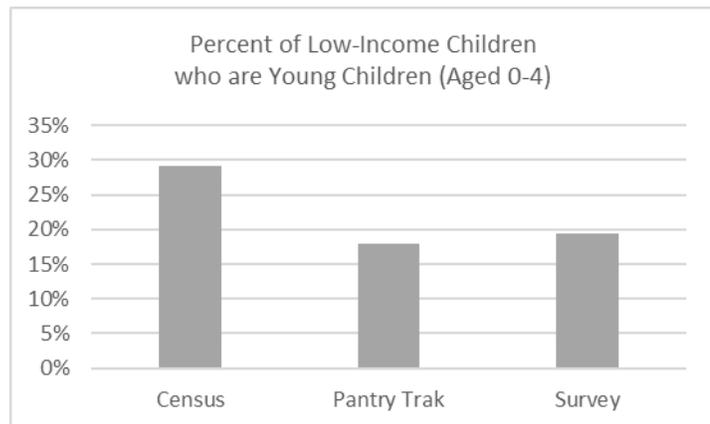
Census data show that younger children are more likely to live in households with incomes below 185% of poverty. This is most pronounced in Chemung County where over half (54.3%) of children under age 6 live below 185% of poverty.



18

Data from both the survey and Pantry Trak indicate that younger children are less likely to be served by FBST resources than older children, and less often than would be expected based on Census data.

As a proportion of all children under 185% of poverty in the FBST region, just under a third (29.1%) are under age 5 in the FBST region, but only 19.3% of the children in families responding to the survey were aged 0-4 and 18.0% of children served were aged 0-4 according to Pantry Trak data.



This discrepancy is relatively consistent across counties, with the exception of Tompkins County, which has the largest difference between Pantry Trak data and Census data. Despite this discrepancy, Tompkins' need fulfillment ratio for young children still exceeds 100% which suggests sufficient coverage for this age group.

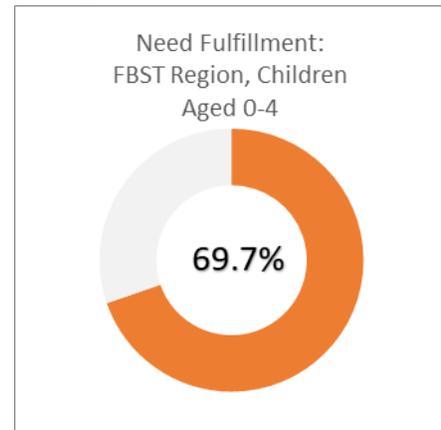
¹⁸ Table B17024, 2018 ACS 5-Year estimates

AGED: 0-4

	PANTRY TRAK % OF CHILDREN SERVED	SURVEY % OF CHILDREN SERVED	CENSUS EST. % OF ALL CHILDREN UNDER 185% OF POVERTY
BROOME	15.1%	20.7%	27.4%
CHEMUNG	15.1%	21.5%	32.5%
SCHUYLER	19.4%	17.9%	25.0%
STEUBEN	19.1%	21.1%	28.9%
TIOGA	19.6%	19.9%	29.6%
TOMPKINS	18.7%	15.3%	30.1%
REGION	18.0%	19.3%	29.1%

The estimated need fulfillment ratio for young children is 69.7% for the region, with a low of 59.7% in Schuyler County and a high of 106.7% in Tompkins County.¹⁹

	ESTIMATED NEED FULFILLMENT RATIO	MARGIN OF ERROR
BROOME	63.3%	60-67%
CHEMUNG	63.6%	60-67%
SCHUYLER	59.7%	56-63%
STEUBEN	79.3%	75-84%
TIOGA	64.6%	61-68%
TOMPKINS	106.7%	101-113%
REGION	69.7%	66-74%



Of particular note, in 2019, only 6.3% of families with children using the MFP in 2019 were single moms with young children. This is significantly lower than the percent of single mothers with young children in poverty in the region (20.8%).²⁰ A need fulfillment ratio has not been calculated for this group due to the resulting high margin of error, however, this population should be considered when focusing efforts toward young children.

¹⁹ See Appendix F for calculations

²⁰ Table B17006, 2019 ACS 5-Year Estimates, Poverty Status in the Past 12 Months of Related Children Under 18 Years by Family Type by Age of Related Children Under 18 Years

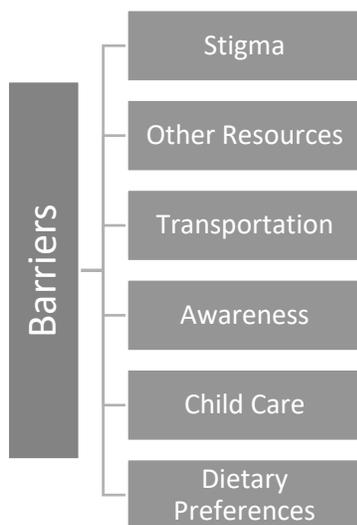
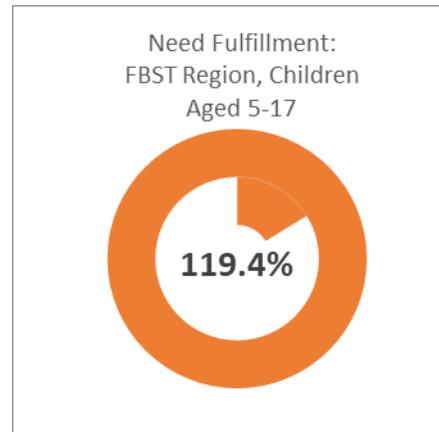
School-Aged Children

Overall, school-age children appear to be better served than young children as a proportion of the population in the FBST region. The estimated need fulfillment ratio of children aged 5-17 is nearly 120% for the region. School-age children at risk for food insecurity are also supported through free and reduced cost school breakfast and lunch, and FBST’s BackPack Program. To a lesser degree, food for school-age children are also provided through summer meals programs.

AGED: 5-17

	PANTRY TRAK % OF CHILDREN SERVED	SURVEY % OF CHILDREN SERVED	CENSUS EST % OF ALL CHILDREN UNDER 185% OF POVERTY
BROOME	84.8%	79.3%	72.6%
CHEMUNG	84.8%	78.5%	67.5%
SCHUYLER	80.6%	82.1%	75.0%
STEBEN	80.9%	78.9%	71.1%
TIOGA	80.4%	80.1%	70.4%
TOMPKINS	81.6%	84.7%	69.9%
REGION	82.0%	80.7%	70.9%

	EST. NF185	EST. NF185 MARGIN OF ERROR
BROOME	91.8%	87-97%
CHEMUNG	111.8%	106-118%
SCHUYLER	91.4%	86-96%
STEBEN	121.1%	114-128%
TIOGA	109.7%	104-116%
TOMPKINS	254.5%	240-268%
REGION	119.4%	113-126%



Pantry partners suggested the most common barriers for families with children of any age included stigma, a lack of awareness of programs, and transportation issues. Qualitative information from stakeholders serving families with young children indicated that there are several specific barriers to accessing food pantries and mobile food pantries including managing caring for the children while accessing food, non-kid-friendly foods, and a lack of fresh foods at the pantries.

Information from stakeholders also indicated that families with young children are more likely to receive support through either WIC or DSS than families with older children. These stakeholders suggested that this support may preclude their need for food from pantries and MFPs.

Other data imply that WIC support is likely not preventing food insecurity for all families who are eligible. Data from Hunger Solutions NY show poor participation in WIC, particularly in Steuben County. Information from the Opportunities for Broome 2019 Community Needs Assessment found that for participation in WIC and SNAP by families with children in the Head Start program has been steadily declining over the past 5 years.²¹

ESTIMATED WIC PARTICIPATION OF ELIGIBLE POPULATION	
BROOME	31-40%
CHEMUNG	31-40%
SCHUYLER	31-40%
STEBEN	Less than 30%
TIOGA	31-40%
TOMPKINS	31.40%

In addition, data from the USDA²² show that WIC is not sufficient to meet the needs of a portion of participants. The USDA found that:

- 15.2% of households with children under age 5 with incomes below 185% of poverty who had received WIC benefits in the previous 30 days were food insecure,
- 13.9% of those who had not received WIC were food insecure, and
- 21.8% of WIC participants obtained food from a food pantry.

Survey data suggests that the drive-through model of the CFDs may be more effective for parents of children. The data show that new FBST users who attended CFDs were significantly²³ more likely to have children in their household than respondents who had used FBST resources in the past. Nearly 49% of new users had children in their household as compared to 41.1% of previous users. This trend was also true for single mothers, and single mothers with young children. This model may reduce the challenges of finding child care or trying to manage children while waiting in a line at a pantry or MFP.

	CHILDREN IN HH	SINGLE MOTHER LED HH	SINGLE MOTHER WITH YOUNG CHILDREN
NEW USER	48.9%	43.1%	16.2%
NOT NEW	41.1%	35.1%	10.5%

Pantries located in non-church environments serve a statistically²⁴ higher percentage of children than church-based food pantries. A focus on recruiting food pantry partners in community-based organizations, such as Head Start, schools, and community centers such as YMCAs may reach more families with children.

	CHILDREN AS % OF REQUESTS
CHURCH BASED	29.1%
NON-CHURCH BASED ORGANIZATION	32.0%

²¹ <https://www.greaterops.org/organization-info/reporting>

²² Coleman-Jensen, A., et al, *Statistical Supplement to Household Food Security in the United States in 2019*, USDA, Economic Research Service, September 2020.

²³ $\chi^2(1, N=818)=8.027, p=.005$ (children); $\chi^2(1, N=725)=9.248, p=.002$ (single moms); $\chi^2(1, N=232)=10.324, p=.001$ (single moms with young children)

²⁴ Z score=-6.7952, $p < .00001$

Several opportunities exist to stabilize support for children and expand efforts to address the needs of families with young children.

Opportunities

- Explore non-traditional partnerships with providers serving low-income young children including child care centers providing care to children receiving DSS subsidies, WIC/Community Nurse programs, community centers such as YMCAs, and Head Start programs.
- Continue to work with schools and school districts to develop school-based food pantries.
- Partner with Child Development Councils to query parents of young children on the types of services most helpful to them.
- Consider continuing COVID-type distribution methods such as drive-through and appointment-based options.

Older Adults

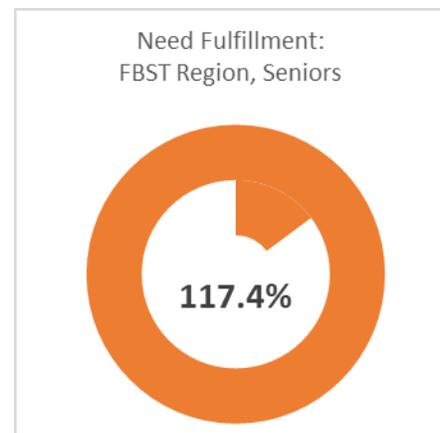
Eleven respondents to the pantry and partners survey said that seniors are an underserved population, particularly seniors who are home-bound or have mobility issues. This concern was echoed in client interviews. One client with disabilities said that prior to the senior MFP delivering to her complex, she was going to a regular MFP to pick up food for seniors and other disabled people who were unable to attend. She noted that once FBST started delivering to the housing site, people were more effectively served.

An analysis of Senior Food Insecurity was conducted by Horn Research for FBST in 2018. That report found that, overall, seniors are not an underserved population in the FBST region when accounting for all food resources. However, the report also found potential gaps in service for homebound individuals, seniors with mobility and health issues, and those receiving home delivered meals in counties unable to provide more than one meal per day.

Need Fulfillment

The need fulfillment of people aged 65 and older is 117.4% through FBST resources. This estimate suggests this age group is not currently an underserved group.

There are distinct differences in senior need fulfillment by county. Tompkins has the highest need fulfillment ratio at 206.5% and Broome has the lowest at 70.9%. Schuyler also has a low need fulfillment ratio at 88.2%.



	NF185
BROOME	70.9%
CHEMUNG	125.9%
SCHUYLER	88.2%
STEUBEN	150.4%
TIOGA	136.0%
TOMPKINS	206.5%
FBST REGION	117.4%

Census data indicate that the number of people in the FBST region who are 65 or older, and potentially in need of food, increased by approximately 671 individuals²⁵ while the number of seniors served by FBST resources increased by 1,761. These data suggest that FBST is currently keeping ahead of the aging population.

Between 2017 and 2019, FBST's senior MFP program saw an increase of participation of 33.6% and general site MFPs senior participation rose by 45% between 2017 and 2019. Agency-based food pantries had the lowest overall increase in participation (16%).

FBST REGION	AVERAGE SERVED MONTHLY 65+			NUMBER OF SERVICE POINTS		
	2017	2019	PERCENT CHANGE	2017	2019	PERCENT CHANGE
AGENCY-BASED PANTRIES	4,400	5,106	+16.0%	100	105	+5.0%
MOBILE FOOD PANTRIES (GENERAL)	1,842	2,677	+45.3%	61	50	-18.0%
MOBILE FOOD PANTRIES (SENIOR)	654	874	+33.6%	23	27	+17.4%
ALL SERVICE POINTS	6,896	8,657	+25.5%	184	182	-1.1%

By county, the most notable differences in senior participation were found in Broome and Schuyler counties. Broome County's need fulfillment ratio increased from 59.1% in 2017 to 68.9% in 2019.

In contrast, Schuyler County's senior need fulfillment has declined since 2017. While the total number of people served in Schuyler County has stayed static, the number of seniors at risk for food insecurity has increased by approximately 14.8%, resulting in a lower need fulfillment ratio.

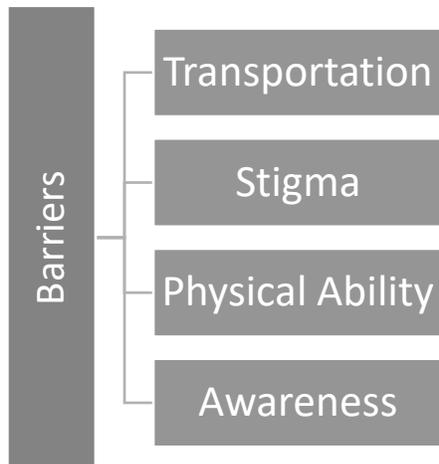
BROOME COUNTY	AVERAGE SERVED MONTHLY 65+			NUMBER OF SERVICE POINTS		
	2017	2019	PERCENT CHANGE	2017	2019	PERCENT CHANGE
AGENCY-BASED PANTRIES	941	909	-3.4%	33	35	+6.1%
MOBILE FOOD PANTRIES (GENERAL)	536	787	+46.8%	19	14	-26.3%
MOBILE FOOD PANTRIES (SENIOR)	136	241	+77.2%	7	8	+14.3%
ALL SERVICE POINTS	1,613	1,937	+20.1%	59	57	-3.4%
NEED FULFILLMENT RATIO	59.1%	68.9%				

²⁵ See Appendix F for calculations

SCHUYLER COUNTY	AVERAGE SERVED MONTHLY 65+			NUMBER OF SERVICE POINTS		
	2017	2019	PERCENT CHANGE	2017	2019	PERCENT CHANGE
AGENCY-BASED PANTRIES	240	206	-14.2%	6	6	0.0%
MOBILE FOOD PANTRIES (GENERAL)	65	101	+56.9%	2	2	0.0%
MOBILE FOOD PANTRIES (SENIOR)	25	22	-12.0%	1	1	0.0%
ALL SERVICE POINTS	330	329	0.0%	9	9	0.0%
NEED FULFILLMENT RATIO	101.5%	88.2%				

Seniors receive support from FBST resources most frequently from brick and mortar pantries (59.0%) and regular MFPs (30.9%). Only 10.1% of seniors served by FBST services receive food from senior MFPs. Seniors are more likely to attend church-based FBST services than non-profit based sites. Survey data show no difference between new users (CFD users) and previous users (MFP and brick and mortar pantries) in the proportion of older adults being served. These data suggest that it is important to maintain the traditional pantry network to ensure continued support for this vulnerable and growing population, and that the CFD drive-through model does not increase or decrease participation by older adults.

	SENIORS AS % OF REQUESTS
CHURCH BASED	16.8%
NON-CHURCH BASED ORGANIZATION	10.1%



The primary barriers pantry directors associated with older adults included transportation, stigma, health issues which limit their ability to carry food and stand in line, and a lack of awareness of resources. These were the same barriers identified in the Senior Food Insecurity Assessment.

A recommendation from the Senior Food Insecurity Assessment was to incentivize and encourage pantries to offer home delivery to housebound and elderly clients. Analysis of total requests for FBST services found that pantries which offer a delivery option serve a higher percentage of seniors than those that do not. The pantries that offer deliveries serve 36.2% of all seniors and provide for 30.0% of requests for food. These data suggest that

delivery service is an important avenue to supporting seniors, even for lower output pantries. Data also indicate that the number of pantries offering delivery has not increased since the Agency Capacity Assessment in 2015.

	SENIORS AS % OF REQUESTS	N PANTRIES	% OF SENIORS SERVED (TOTAL)	% OF ALL REQUESTS (TOTAL)
OFFERS DELIVERY OPTION	16.5%	23	36.2%	30.4%
DOES NOT OFFER DELIVERY OPTION	14.1%	24	22.5%	22.1%
DID NOT RESPOND	12.0%	59	41.3%	47.5%

The Broome County Community Health Assessment²⁶ found that almost 28% of older adults in the county feel socially isolated, particularly those who have incomes less than \$20,000 per year. Earlier assessments conducted by the department found that 19% of older adults living alone had not socialized during the past week and had experienced decreased motivation to cook for themselves.

Survey results and Census data show that a combination of health issues, isolation, and a lack of transportation does have an impact on senior access to FBST resources. The proportion of people aged 65 and over who living alone, have a disability, and do not have a vehicle in the survey is lower than the percent in the population as a whole. Seniors who live alone and have a disability have a need fulfillment ratio of 111.9% while the need fulfillment ratio of seniors who live alone, have a disability, and no vehicle is 84.6%. This difference suggests that a lack of transportation is a noteworthy barrier for a portion of this population.

SUB-POPULATION: AGE 65+	SURVEY DATA	% OF SURVEY POPULATION	FBST REGION (PUMA) 65+, LIVING ALONE	% OF ALL 65+, LIVING ALONE
LIVE ALONE, HAS DISABILITY ²⁷	87	26.9%	6,293	28.0%
LIVE ALONE, HAS DISABILITY, NO VEHICLE	28	8.7%	2,692	12.0%
TOTAL POPULATION AGED 65+, LIVING ALONE	186	57.6%	13,748	61.1%
TOTAL POPULATION AGED 65+	323		22,490	

The Senior Food Insecurity Assessment recommended FBST increase the number of senior MFP sites to address transportation issues for seniors with disabilities. Four additional senior MFP sites were added since the assessment. A site was not added in Schuyler County as suggested by stakeholders in the county.

As the population ages, the number of older adults in need of food support will increase dramatically. Census data suggest that by 2060, nearly one in four Americans will be 65 and older, up from 15% today. FBST should continue to prioritize this population and consider the following recommendations.

Opportunities

- Conduct periodic analyses to ensure older adults are being served in the proportions expected geographically.
- Continue partnerships and support for church-based pantries.
- Incentivize, encourage, and support brick and mortar pantries to provide home deliveries.
- Consider an additional senior MFP in Schuyler County.
- Develop partnerships with non-traditional partners serving seniors such as the Offices for Aging to offer senior food boxes and fresh produce at congregate meals and home-delivered meals.
- Consider querying seniors being served what types and quantities of food would be most useful to them.
- Continue partnerships with volunteers developed as a result of COVID to provide home delivery to at-risk seniors.

²⁶

https://www.gobroomecounty.com/sites/default/files/dept/hd/pdfs/Broome%20County%20Community%20Health%20Assessment%202019-2024_All.pdf

²⁷ Includes all people aged 65 and over who have a vision, hearing, ambulatory, or cognitive disability

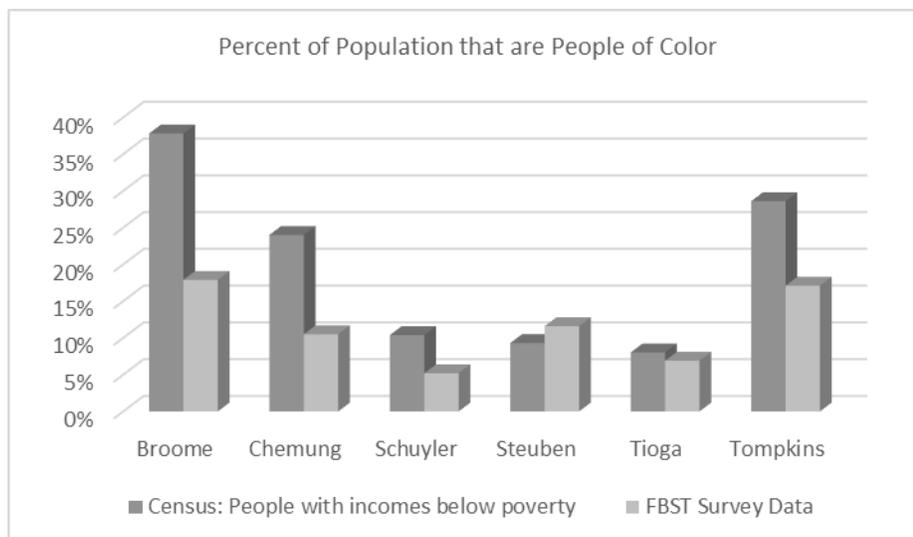
Racial, Ethnic, and Cultural Identity

Racial, ethnic and cultural identity is not captured in any of FBST data systems. Therefore, the analysis of the racial, ethnic, and cultural background of FBST clients is limited to qualitative information from pantries and other community leaders, and a comparison of survey respondents to the population as a whole.

Three pantry coordinators said that Asian immigrants, particularly in Broome and Tompkins counties, are underserved. Two pantry coordinators also suggested that Middle Eastern immigrants may be underserved in the region. Interviews with stakeholders working with immigrants and refugees supported the perception that Asian immigrants are an underserved population. Stakeholders did not make any mention of Middle Eastern immigrants as a concern. Two clients said that some pantries may not be welcoming to people of color. One client said that at the senior MFP site she attends, there was an effort to allow people from a nearby trailer park to attend the MFP to address the need for food. However, the board of the senior housing complex decided not to allow it because they “did not want people like that coming on the property.” The client noted the resistance was primarily because the people from the trailer park were Black. A Black client who was interviewed said he did not believe there were pervasive issues related to race or ethnicity at the pantries, but did say there may be problems with individual volunteers who were discriminatory in their manner or attitude toward people of color.

Census and Survey Data

Census data show that amount of racial, ethnic, and cultural diversity of people in the FBST region varies significantly between counties. Broome and Tompkins counties have the greatest racial, ethnic, and cultural diversity among people with incomes below 100% of poverty. Just over a third of Broome County’s and 29% of Tompkins County’s population²⁸ with an income below poverty is a person of color.



Survey respondents were less likely to be people of color than Census data would predict, even in more culturally diverse counties. Only 18% of Broome County respondents and 17% of Tompkins’ respondents reported being a person of color. In Broome and Tompkins counties, the biggest discrepancy between survey and Census data was among the Black, Asian, and Hispanic populations.

²⁸ 42% of the full population of the county is a person of color with incomes below poverty. Cornell University students are included in this total. To have a better sense of the non-student population in poverty by ethnic and cultural identity, Census tracts which are comprised primarily of college students have been eliminated from the total population. This elimination results in an estimated 29% of the population as people of color with incomes below poverty.

	BROOME		TOMPKINS	
	POP < 100% POVERTY ²⁹	% OF SURVEY RESPONDENTS	POP < 100% POVERTY	% OF SURVEY RESPONDENTS
WHITE, NON-HISPANIC	65.2%	82.1%	58.3%	87.6%
BLACK	13.7%	6.9%	6.5%	1.5%
ASIAN	8.6%	0.2%	23.6%	1.5%
HISPANIC, ANY RACE	8.3%	2.8%	6.1%	1.9%
OTHER	3.0%	1.3%	2.1%	0.4%
TWO OR MORE RACES	6.1%	6.7%	5.5%	11.1%

As a proportion of the whole, the data suggest that people of color in the FBST region, and in Broome and Tompkins counties, specifically, are underserved. This discrepancy between the population and survey respondents could be due to one, or more, of three factors:

- the survey did not reach demographic groups proportionally to the population because the survey sample did not include pantries, such as CHOW, who do not participate in the Pantry Trak system and serve higher populations of people of color;
- non-white populations have lower technological access;
- and/or people of color are not accessing the food pantries and mobile food pantries.

To try to tease out whether the survey results are representative of the FBST client population, and if people of color are an underserved population, an analysis of food distribution data and Census tract data was conducted on high non-white areas in Binghamton and Tompkins County.

Binghamton

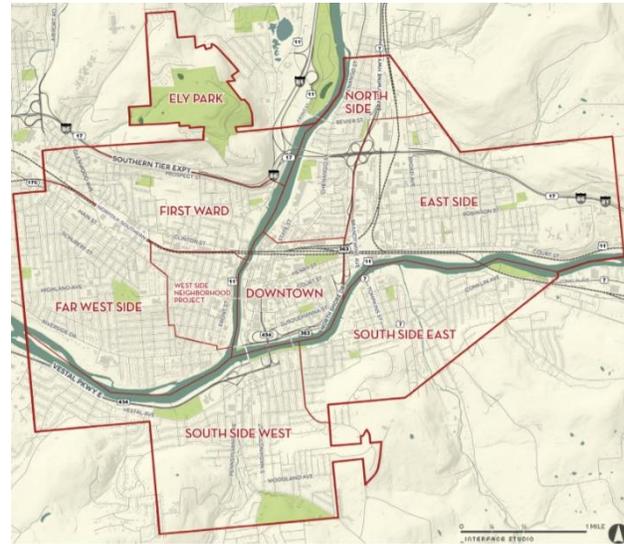
Primarius data shows that Binghamton, overall, is better served than the rest of Broome County. Nearly 23,000 people with incomes below 185% of poverty live in Binghamton and the city is served by 26 food pantries and mobile food pantries. In 2019, these pantries provided an average of 5,139 requests for food per month for a need fulfillment ratio of 69.1%.

	NF185
BROOME	55.0%
BINGHAMTON	69.1%
REST OF BROOME	45.7%

²⁹ Table S1701, ACS 5-year estimates, 2012-2018

Binghamton: Neighborhoods

The map of Binghamton neighborhoods³⁰, shown to the right, provides a context for an analysis of the sub-communities in the city. Binghamton neighborhoods, while not completely divided by racial, ethnic, and cultural identity, have distinctive populations. Analysis of these neighborhood reveals significant variation in need fulfillment ratios and access to FBST resources.

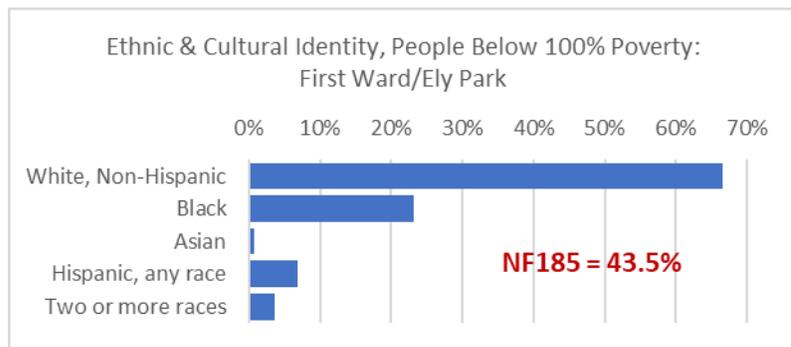


As shown in the table below, the First Ward/Ely Park, the North Side, the East Side, the South Side, and Johnson City all have significantly lower need fulfillment ratios while the West Side and Downtown have very robust need fulfillment.

NEIGHBORHOODS	NF185
FIRST WARD/ELY PARK	43.5%
WEST SIDE	160.1%
NORTH SIDE	8.8%
EAST SIDE	31.8%
DOWNTOWN	112.2%
SOUTH SIDE	6.0%
JOHNSON CITY	49.7%

First Ward/Ely Park

The First Ward and Ely Park areas of Binghamton show a potential area of concern with four points of service and a need fulfillment ratio of 43.5%. The cultural make-up of the neighborhood is similar to Binghamton as a whole, suggesting that while the neighborhood is underserved, overall, this is not necessarily related to racial, ethnic, or cultural background.



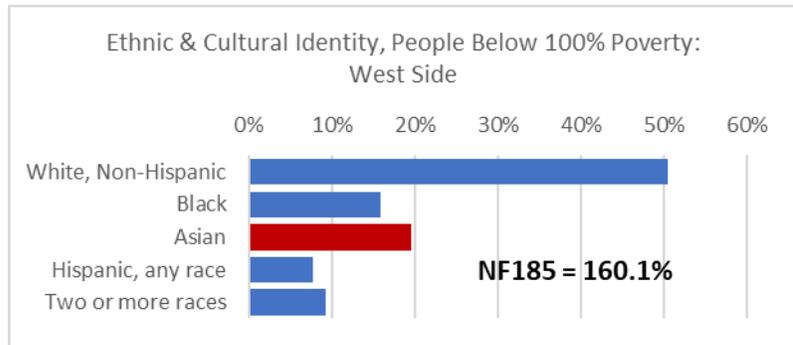
³⁰ The Blueprint Binghamton Mini-Plan on Land Use & Zoning, Chapter F

West Side

The West Side shows significantly more robust service to residents with seven points of service and a need fulfillment ratio of 160.1%.

The ethnic make-up of the neighborhood has a higher than expected Asian population. This might suggest that this population is fully served. However, the high service numbers in the

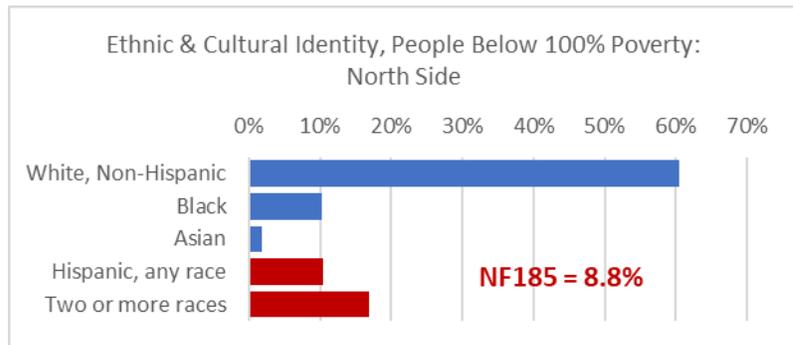
neighborhood are driven by the Community Food Pantry at Broome's Catholic Charities (N=2,606 per month) located in tract 13. Data from the Community Food Pantry indicates that only 512 people out of 30,928 (1.7%) using the pantry identified as Asian, despite nearly 20% of the population below poverty in the neighborhood being of Asian descent.



North Side

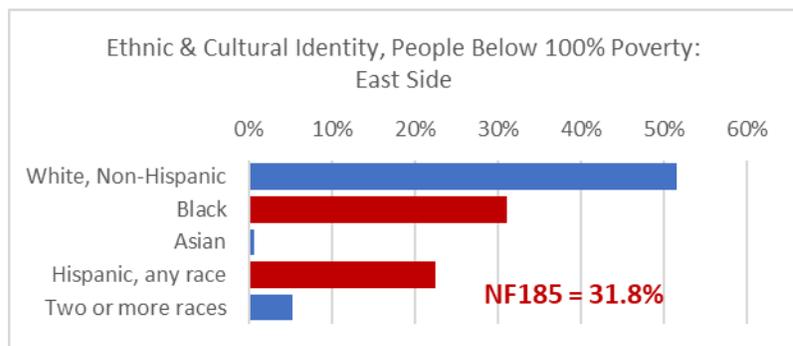
The North Side of Binghamton appears to be an underserved area. Over 2,500 people live in these neighborhoods and FBST data

indicate that pantries and MFPs only serve 74 people, on average, per month for a need fulfillment ratio of only 8.8%. This neighborhood is home to one of the largest populations of people of Hispanic or Latino origin with incomes below poverty in the city, suggesting this population may be underserved.



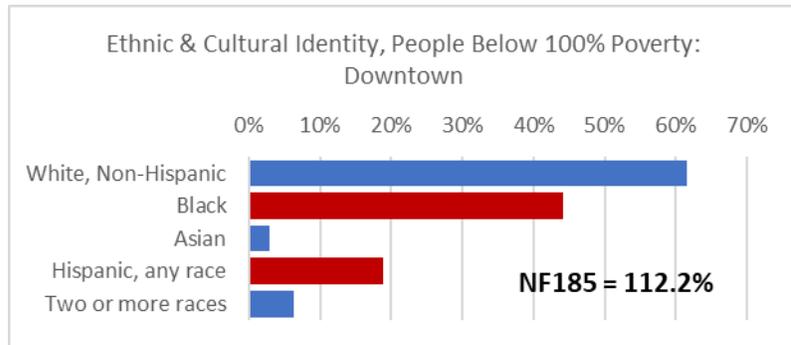
East Side

Neighboring the North Side, the East Side has a low need fulfillment ratio of 31.8%. Like the North Side, the East Side also has a higher proportion of people of Hispanic or Latino origin. In addition, the East Side has one of the highest Black populations in Binghamton.



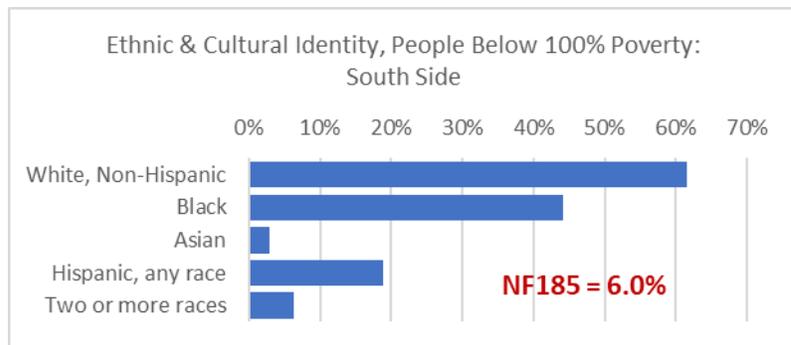
Downtown

Downtown Binghamton has an incredibly high poverty rate with 52.8% of residents having incomes below the poverty line. The neighborhood is well-served with seven different points of service and a need fulfillment ratio of 112.2%. The downtown neighborhood has a disproportionately high number of Black people and people of Hispanic or Latino origin.



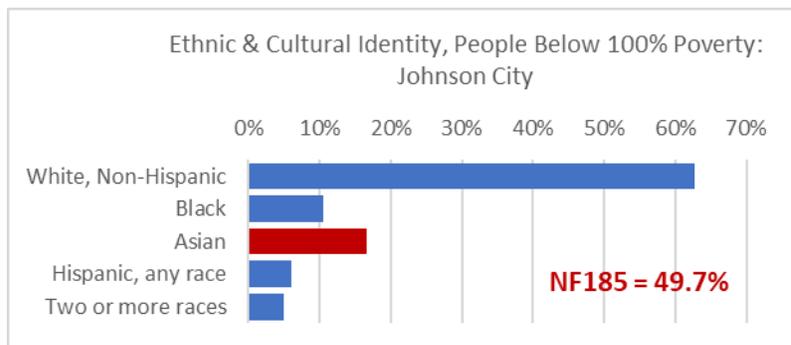
South Side

The South Side, both east and west, has only three service points and a need fulfillment ratio of 6.0%. The racial, ethnic, and cultural make-up of the neighborhood is not different than the city as a whole, so there is not a specific underserved population by demographic category.



Johnson City

Racial, ethnic, and cultural identity data from Johnson City show a potential area of concern. The need fulfillment ratio of the village is 49.7% and the Asian population is disproportionately high at 16.6%. Johnson City borders on the West Side which also has a disproportionately high Asian population living in poverty.



These data corroborate the information that there are underserved populations based on ethnic and cultural identity, particularly for people of Asian origin and Hispanic or Latino origin, in Broome County.

Tompkins County

Census data from Tompkins County show a higher population of people in color with incomes below poverty than was reflected by survey respondents. Cornell University has a large non-white student population, some of whom are included in the Census count, which may be the cause of the discrepancy.

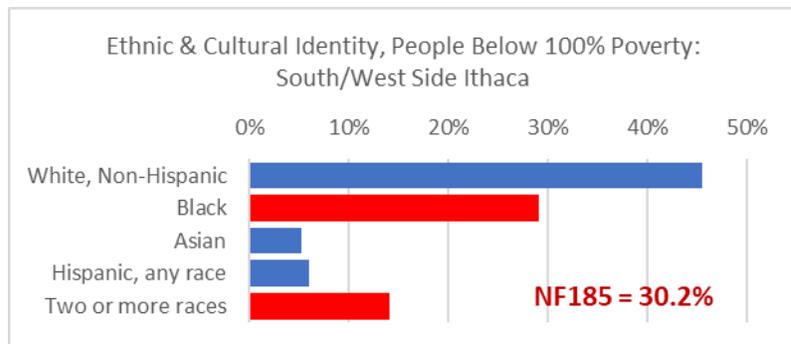
An analysis of Census data (excluding Cornell students) found three tracts in the county which have the highest number of people of color with incomes below poverty: tract 8 which is the north side neighborhood in Ithaca, tract 10 which includes the South Side neighborhood and the south west area of Ithaca, and tract 15 which is the southern part of Lansing and includes the area near the mall.



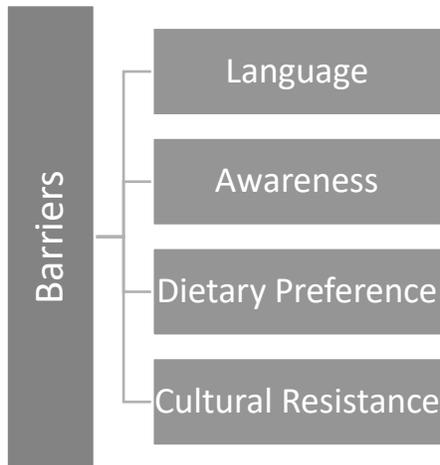
The South Side/South West neighborhood is underserved with a need fulfillment ratio of 30.2%, while the North Side and South Lansing area seem fully served.

	NF185
NORTH SIDE (8)	234.4%
SOUTH SIDE, SOUTH WEST, LOWER WEST HILL (10)	30.2%
SOUTH LANSING (15)	96.4%

The south and west sides of Ithaca have the highest population of Black residents with incomes below poverty (29.1%).



Census tract 10 includes the Ithaca Housing Authority, which provides low-income apartments, and Titus Towers and Conifer Village, which both provide housing to low-income seniors. The only two service points in tract 10 are the senior MFPs at Titus Towers and Conifer Village. There is not a regular pantry or MFP in the area. This indicates there may be an underserved Black population centered around the Ithaca Housing Authority.



The primary barriers identified by pantry directors and community stakeholders for immigrants and refugees included language barriers, a lack of awareness of available resources, a lack of culturally appropriate foods available at pantries and MFPS, and a cultural resistance to receiving aid.

A non-profit director in Binghamton who works with immigrants and refugees noted that a key barrier to pantry participation was language. She said that the population doesn't know about the pantries because most information is available only in English. This is an issue for Binghamton's CHOW pantries, in particular, because participants are required to call each month to get a referral for a pantry

visit. This need to call is a significant obstacle for those with language barriers. Language barriers can also limit immigrant and refugees access to and use of public transportation, and thus access to food pantries.

According to Census data³¹, nearly 2,000 people with incomes below 185% of poverty in the FBST region either do not speak English at all or not well. The largest populations with low English skills are Spanish speaking and Chinese speaking.

	DOES NOT SPEAK ENGLISH AT ALL	SPEAKS ENGLISH, BUT NOT WELL	TOTAL
GERMAN	52	0	52
FRENCH	90	0	90
SPANISH	471	289	760
RUSSIAN		125	125
PERSIAN/ARABIC		188	188
CHINESE	36	610	646

In Broome County, over 1,900 households speak Asian and Pacific Island languages. Of these, over a quarter (26.8%) have limited English. Over 2,310 households in Broome County speak Spanish with 13.8% having limited English capacity.³² Census data also indicate that nearly 34% of all non-English speaking households in Broome County have incomes below poverty³³. Of the 1,595 households in Broome County that are Spanish speaking, nearly 14% have limited English capacity and almost 40% have incomes below poverty.

Dietary preferences and restrictions may be a significant barrier for people from other racial, ethnic, and cultural backgrounds. A non-profit employee in Tompkins County commented that immigrants she works with were more likely to forego the pantry because foods they typically eat are not available. She said, *"It might not pay off to walk to get to a pantry or to figure out transportation if it's not a good use of their time. Someone who is from Burma has gone on occasion to the pantry with her family members.*

³¹ 2019 ACS 1-Year Estimates, PUMA regions

³² Table S1602, 2019 ACS 5-year estimates

³³ Table S1603, 2019 ACS 5-year estimates

She said the only things they left with were eggs, onions, potatoes and sometimes fruit. Therefore, they don't go because it wasn't a good use of their time and transportation was an issue. Her ideal list of foods to get would be larger quantities of rice (she said they had small boxes that were seasoned), root vegetables such as taro root, yams and yucca, veggies like okra, bok choy, lemon grass, hot peppers, long beans, bamboo shoots, cilantro, garlic, tomatoes, ginger, and green onions. They don't typically eat canned food but she did say they like sardines. And they definitely like fresh fruit. I know, in the past, when we have had donated baskets of food for Thanksgiving, I have had my clients look through what we were giving away and politely say no thanks. I think if there were more ethnic foods available, the pantries would be used more. Also, depending on the ethnic group, it would be good to have lentils, dried beans, couscous and different types of rice. The other foods I mentioned above (ginger, cilantro, hot peppers, taro root, yucca, okra, etc.) are pretty universal in ethnic cooking and would be used by more than the Southeast Asians."

A pastor of a predominantly Chinese church in Binghamton said that cultural barriers and a lack of awareness were likely key barriers to the population accessing FBST resources. He said, *"No matter how poor the people are, they probably just don't think in terms of going to a food pantry. Food pantry is just not something that's widespread in the culture. Maybe there is a negative connotation about going to a food pantry, but I think mostly it's just a lack of knowledge/awareness, it's just not in the mind of most people."*

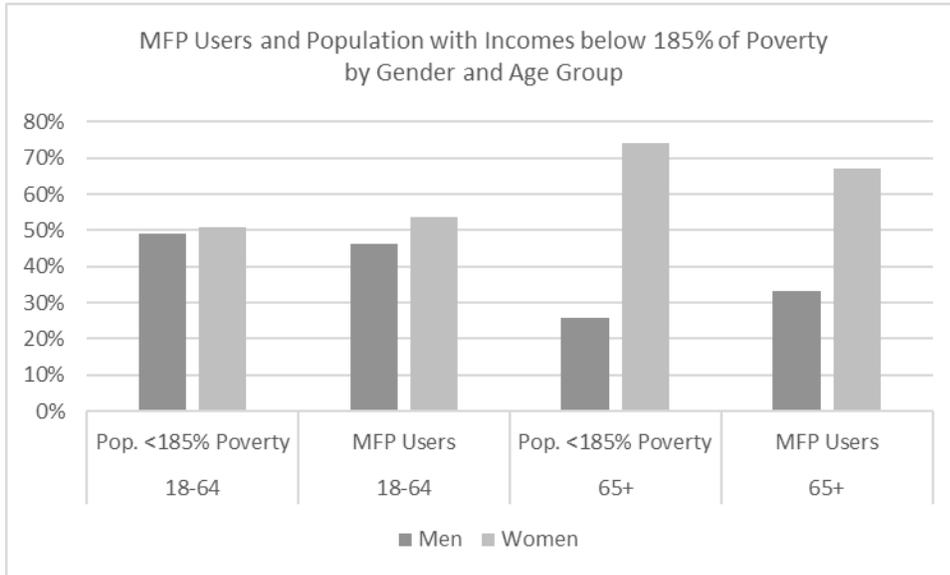
Several opportunities exist to help support the pockets of ethnic communities underserved by FBST resources and are listed below.

Opportunities

- Develop non-traditional partnerships with organizations serving immigrant and refugee populations, particularly in Binghamton and Tompkins County, including the American Civic Association of Broome County and Catholic Charities of Tompkins County.
- Translate information on resources into languages of target populations and disseminate locally.
- Explore obtaining and distributing cross-culture foods, e.g. rice, fresh fruits and vegetables.
- Work directly with low-income housing sites with high levels of underserved, minority populations, such as those in Johnson City, the West Side of Binghamton, and the Ithaca Housing Authority.
- Work with CHOW to better address non-English speaking populations to pre-register for pantry attendance.
- Develop messaging and training for network pantries with respect to cultural awareness and inclusion. Be aware of, and address, any potential issues related to volunteers.

Gender

One pantry director mentioned men as an underserved group. However, analysis of Pantry Trak data and Census data indicate that MFP users by gender is not dissimilar from Census data. In fact, for the population 65 and over, the percentage of men utilizing MFPs is higher than the population of men with incomes below 185% of poverty.



Veterans

Twelve percent of respondents indicated there was at least one veteran in their household as compared to 5.7% of individuals aged 18 and over with incomes below 185% of poverty in the FBST region. These data suggest that FBST is serving veterans at a higher rate than might be in need.

Common Barriers Across Populations

In addition to the barriers unique to the underserved populations detailed previously in the report, there are five common barriers that cross all populations. These barriers were identified by pantries, community stakeholders, and detailed in other evaluations and needs assessments.

UNDERSERVED POPULATIONS	NUMBER OF PANTRIES IDENTIFYING
TRANSPORTATION	28
STIGMA	17
AWARENESS	12
ACCESS (DAYS AND HOURS OPEN)	7
TYPES AND QUALITY OF FOOD AVAILABLE	5

Transportation

Transportation, overall, was the most frequently identified as a barrier by pantry directors and was noted as a problem for all demographic groups. This perception was echoed in each county's Community Health Assessment where transportation was found to a top barrier to health care. In the Tompkins County Community Health Assessment, transportation was identified by focus group participants specifically as a barrier to accessing food. Four high-risk, underserved populations, including Black residents, low-income mothers, low-income college students, and low-income rural residents, most frequently mentioned transportation as a problem in trying to obtain healthy food.

Census data support the perception that transportation is an issue in the region. Over 20% of households (N=33,158) with incomes below 185% of poverty in the FBST region do not have a vehicle. Not surprisingly, the PUMA regions with the lowest percent of vehicle ownership are the most urban areas in the FBST region. Thirty percent of Binghamton residents, and 32.1% of residents living in the Elmira, Corning, and Horseheads region with incomes below 185% of poverty do not have a vehicle. While the more rural areas of the region have higher vehicle ownership, a significant portion of rural residents do not have access to personal transportation.

PUMA REGION AND DESCRIPTION	NUMBER WITHOUT VEHICLE	PERCENT WITHOUT VEHICLE
2201 – BINGHAMTON	13,482	30.3%
2202 – BROOME (WEST – NOT INCLUDING BINGHAMTON) AND TIOGA	2,731	10.7%
2300 – TOMPKINS	6,606	22.9%
2401 – CHEMUNG (SOUTH) AND STEUBEN (EAST) – INCLUDES ELMIRA, CORNING, AND HORSEHEADS	5,804	20.5%
2402 – STEUBEN (NORTH AND WEST), CHEMUNG (NORTH), AND SCHUYLER REGION	4,535	13.7%
	33,158	20.7%

The survey indicated that a comparable percent of FBST users do not own vehicles (24.3%.)

	OWNED	BORROWED	NO ACCESS
BROOME	70.3%	13.7%	16.0%
CHEMUNG	76.7%	6.9%	16.3%
SCHUYLER	79.3%	14.1%	6.5%
STEUBEN	74.4%	10.1%	15.5%
TIOGA	87.9%	4.9%	7.1%
TOMPKINS	72.3%	5.4%	22.3%
OTHER	78.4%	13.6%	8.0%
ALL	75.7%	9.4%	14.9%

Survey respondents who had used the CFD only, reported the highest vehicle ownership at 84.7%. This may signal an area for concern, in that there may be individuals who need food, but may not have access to transportation to access drive-through distributions. Nearly 28% of pantry and MFP users reported not having a vehicle, but have still managed to access food resources.

	CFD ONLY (NEW USERS)	PANTRY & MFP USERS	MULTI-USERS	ALL
OWNED	84.7%	72.6%	76.6%	75.7%
BORROWED	8.4%	9.4%	10.9%	9.4%
NO ACCESS TO VEHICLE	6.9%	18.0%	12.5%	14.8%

Support for transportation issues may need to be tailored differently for urban and rural clients. While urban clients who lack transportation may be able to walk to food resources, carrying a large amount of food for even short distances would be a challenge for the hardest of clients. Recommendations to address transportation barriers are listed below.

Opportunities

- Provide a smaller, more targeted food bag and allow urban participants to access a pantry more than once a month.
- Sponsor funds for urban clients to purchase or receive a shopping cart to carry their food home.
- Encourage and incentivize more robust delivery options, or facilitation of proxies for pick-up, for rural clients without transportation.
- Develop partnerships with organizations which provide in-home services to deliver food to individuals and families with transportation difficulties.

Stigma

Stigma attached to using pantries and MFPS was identified as an issue by pantry directors for all demographic groups. There is not any direct data from non-users on stigma in any of the previous evaluations Horn Research conducted for FBST, other than similar qualitative information from pantry directors and community stakeholders.

A qualitative study of low-income workers conducted in 2016³⁴ provides support that stigma is an important deterrent to pantry-use. The low-income workers in the study articulated concrete barriers such as time, transportation, and a lack of knowledge as the reasons they did not use pantries. However, interviewers also found that the workers' subjective beliefs about who needs pantry support ("others need it more than I do"), association of self with those who use pantries ("I'm not like them and I don't want to be like them"), and self-respect ("the type and quality of food shows that we aren't valued") were inextricably intertwined with those concrete barriers.

A study in the Netherlands of food bank participants found similar results.³⁵ The study found that of all emotions that were expressed during the interviews, shame appeared as the most prominent. Issues of shame emerged in relation to the quality of the food provided, the interaction with volunteers, and their own feeling of position in the social hierarchy. This research suggests that there is significant opportunity, and challenge, associated with addressing stigma.

Much of the national marketing related to food pantries is targeted to donors. The messages are focused on the dire need in communities and the lack of resources to meet the need. These messages not only encourage donors to contribute, they also shape potential users' beliefs on who needs support and contribute to the "others need it more than I do" mindset.

FBST has been incredibly successful in marketing the power and importance of the organization to donors. Leveraging those communication skills to address stigma could have significant impact on underserved populations. Opportunities to address stigma are listed below.

Opportunities

- Develop marketing which highlights the diversity of service users and emphasizes how using the food pantry represents "resourcefulness" instead of "dependence".
- Rebrand services as food justice instead of charity.
- Explore community-responsibility and ownership by bringing clients into decision-making and distribution.
- Continue, in some form and for some populations, distributions that offer drive-through and/or pre-scheduled appointments for pick-up.
- Partner with trusted organizations that potential clients already receive support from, such as Head Start, schools, Office for the Aging, Meals on Wheels
- Encourage pantries to be open for more hours to diminish the long lines and perceptions of chaos at food pantries.
- Solicit feedback from participants on the types of foods they most need could improve users' perception of self-respect.

³⁴ Fong, Kelley; Wright, Rachel; and Wimer, Christopher (2016) "The Cost of Free Assistance: Why Low-Income Individuals Do Not Access Food Pantries," *The Journal of Sociology & Social Welfare*: Vol. 43 : Iss. 1 , Article 6.

³⁵ Horst, Hilje & Pascucci, Stefano & Bol, Wilma. (2014). The "dark side" of food banks? Exploring emotional responses of food bank receivers in the Netherlands. *British Food Journal*. 116. 10.1108/BFJ-02-2014-0081.

Awareness

A lack of information about food resources was mentioned as a barrier across all demographic populations. This issue has also been identified in past evaluations. The Agency Capacity Assessment found that pantries most frequently used passive outreach methods. Less than 50% of pantries engaged in active outreach activities such as advertisements, websites/online information, and coordinating with potential referrers.

In the survey, over half of participants said they heard about the CFDs from family or friends. Only 14.9% said they had seen information on social media and 1.7% said they had heard about it from a radio or television ad. Over 40% of respondents who had not attended a CFD said the reason they hadn't attended was because they did not know about them.

These data seem to suggest that active outreach has been either insufficient or ineffective. Passive outreach is particularly ineffective for the underserved populations such as low-income workers who are disconnected from other services, disabled people who are homebound, seniors living alone, and people with language barriers, such as Asian immigrants.

HOW HEARD ABOUT CFD	N	%
FRIEND/FAMILY	252	58.2%
RADIO/TELEVISION	12	2.8%
SOCIAL MEDIA	105	24.2%
REFERRAL	51	11.8%
FBST TEXT/EMAIL/CALL	20	4.6%
FBST WEBSITE	3	0.7%
OTHER	9	2.1%

WHY DIDN'T GO TO CFD	N	%
DIDN'T KNOW ABOUT IT	547	43.2%
DIDN'T NEED FOOD	101	8.0%
DATE/TIME INCONVENIENT	320	25.3%
NO CAR AVAILABLE	243	19.2%
CONCERN RE: COVID	8	0.6%
REGISTRATION FULL/TOO LATE	6	0.5%
TOO FAR TO TRAVEL	2	0.2%

2-1-1, the community information and referral service, was mentioned as resource for people needing food. In 2019, 2-1-1 provided 12,370 referrals for food for FBST region residents. Of these, 9,879 residents received referrals to food pantries. The bulk of the requests (N=9,542) were in Broome County.³⁶ CHOW, in Binghamton, requires users to call 2-1-1 to get a referral to a pantry before attending each month which explains Broome County's high numbers. 2-1-1 is clearly not a heavily utilized resource for people needing information on food resources in any of the other counties in the region.

³⁶ Ny.211counts.org retrieved 1-13-2021

COUNTY	REFERRAL TO: FOOD GENERALLY	REFERRAL TO: FOOD PANTRIES SPECIFICALLY
BROOME	11,737	9,542
CHEMUNG	122	85
SCHUYLER	19	17
STEUBEN	386	173
TIOGA	81	47
TOMPKINS	25	15
REGION	12,370	9,879

Expanding awareness of FBST resources can be approached through various efforts including the recommendations below.

Opportunities

- Task communication staff to support community impact staff in crafting a communication plan and products for both FBST and pantries to target underserved populations
- Prioritize intentional partnering with providers serving underserved populations to share resources and information.
- Expand FBST’s online and social media presence.

Access

A key barrier for populations across demographic groups is access to pantries due to limited hours and days food resources are available. In the 2015 Agency Capacity Assessment, 42.7% of responding pantries said they offer some kind of evening hours and a quarter said they offer weekend hours. Comparing these data to 2019 shows very little progress in the availability of non-weekday hours.

	2015		2019	
EVENING HOURS	32	42.7%	36	38.3%
WEEKEND HOURS	16	24.6%	20	21.3%

Adding to this limitation is the lack of non-weekday MFP hours. In 2019, only six MFPs of 77 were held on a weekend, one of which was a one-time event. One other MFP was held from 5:00p-6:00p offering one evening hour per month. Information from FBST staff indicate that past efforts to offer evening and weekend MFPs were limited, not properly located, and insufficiently marketed to the target populations.

Recommendations to increase access to FBST resources are provided below.

Opportunities

- Incentivize brick and mortar pantries to expand the hours they are open to include non-weekday times.
- Pilot evening and weekend MFPs in high need areas with a large low-income working population. Use extensive networking and marketing efforts and consider querying users on satisfaction and preferences to tweak services.
- Recruit partners serving underserved populations to host an MFP or pantry, or other food service options, such as food boxes or pop-up Farmers' Markets.

Quality and Types of Foods

In the 2015 MFP evaluation, survey respondents were asked to indicate what problems they had experienced with the foods available through the MFP. Twenty-three percent of survey respondents said there were issues with poor quality of food, and 21% said they thought there was a lack of variety in the foods provided. These challenges were echoed in other assessments. In the 2017 Backpack Evaluation, parents said the foods available in the Backpack were too repetitive and they ended up with stockpiles of some of the foods provided. Some parents were also concerned with the quality of food in the pack.

A 2020 evaluation of the CFDs conducted during COVID found that respondents, overall, were more satisfied with the quality, amount, and variety of food available. These data suggest that the CFD foods have been more well received than MFP foods have been in the past.

	2020 CFD ³⁷	
	PERISHABLE FOODS	SHELF STABLE FOODS
AMOUNT OF FOOD	91.9%	82.2%
QUALITY OF FOOD	87.5%	78.6%
VARIETY OF FOOD	87.4%	76.1%

Underserved populations have different needs and desires for food support. The 2018 Senior Food Insecurity Assessment found that older adults want and need basics such as shelf-stable milk, cereal, juice, nutritional shakes, and fresh produce. The Backpack Evaluation found that parents wanted more fresh fruit and convenience foods such as cereal and snacks. Information from providers serving immigrant populations indicated that the foods available at pantries are not in line with their cultural diets.

There are opportunities to more effectively target underserved populations, and thus, increase participation and food security. Some suggestions are listed below.

Opportunities

- Prioritize internal partnering between warehouse and production with staff from nutrition and community impact to better define the contents of food distributions.
- Senior leadership should provide guidance on priorities for cost, quality, and content of distributions.
- Program staff should research and gather feedback from clients and potential clients on needs and desires.
- Make culturally appropriate food options available in areas with larger ethnic populations.

³⁷ Percent of respondents who rated CFD food 4 or 5 on scale of 1=worst, 5=best

Recommendations

“Systems do not maintain themselves; even our lack of intervention is an act of maintenance. Every structure in every society is upheld by the active and passive assistance of other human beings.”

— Sonya Renee Taylor

Important Internal Conversations

A key question that must underpin any decisions about addressing underserved populations is “who does FBST want to serve?” This question was posed to FBST staff and resulted with two basic responses:

- anyone who presents as needing service; and
- anyone in need.

These two responses may seem similar on the surface, but are quite different in practice. By limiting the vision of who is served to only those who present themselves, there is an inherent, unspoken limitation on those who *may not be able* to present themselves, either due to awareness of services, physical limitations, or access issues. As programming decisions are made, consider asking: **“Who are we serving with this decision, and who are we leaving out?”**

Another important question to consider is how FBST prioritizes clients needs versus operational efficiency and convenience. FBST necessarily must juggle competing needs, including those of partners, volunteers, and staff members. Consider also asking, **“Are we designing services based on the convenience of stakeholders (staff, volunteers), or out of how we’ve always done things, or out of true organizational limitations?”**

Client-Centered Services

Past evaluations have offered several suggestions for client-centered services, including offering more expansive hours to access food resources, providing deliveries to homebound individuals, and tailoring food distributions to the population being served. FBST has had limited success in these efforts, but COVID protocols have brought into sharp relief the possibility of client-centered services.

Drive-through distributions and curbside pickup have reduced the stigma of standing in long lines; appointments for pick-ups from pantries have reduced challenges with access due to limited pantry hours; and seven additional pantries instituted deliveries due to the pandemic to help support homebound and elderly individuals. Data from the 2020 CFD user survey showed that CFD participants who had used MFPs previously said the CFD distribution method was better than the MFP in terms of convenience of the location (31.0% vs. 25.6%), amount of time spent (39.0% vs. 22.2%), and overall comfort attending (24.5% vs. 19.8%).

These protocols, however, have eliminated client-choice which is a vital aspect of client-centered service. How might client-choice be re-introduced while also offering other client-centered services? One option may be to offer multiple models within a county. A monthly drive-through option may be offered in addition to traditional MFP distributions.

Another option would be to offer “on-line ordering” where possible. Tompkins Community Action’s pantry has an online form which allows clients to select the types of foods they want to receive from a

list and to select their pick-up day. While this would not serve those with technological limitations, it could overcome some of the challenges low-income workers face in accessing food pantries.

It is important to note, though, that new models of services should not replace other services. The drive-through CFDs had a positive increase in low-income workers, but left out other populations including urban users with no vehicle access, and those with limited technology and awareness of new and changed resources.

In addition to potential expansion of client-centered services through new models, continuing to encourage and incentivize pantries within the FBST network to engage in client-focused services is vital. Pantries should be urged to offer home deliveries, particularly to the most vulnerable populations, and to expand hours to meet the needs of working families.

Client-Directed Services

Another option to consider is to integrate clients into the program decision-making process.

“Nothing about us without us.”

– James Charlton

The quote above, from the disability rights community, illuminates the idea that policies should only be created with the full and direct participation of those affected by the policy. Pantries and food banks typically offer help to underprivileged people through a charity model, without a strategy to integrate clients’ views, needs, or skills. An effort to integrate clients’ desires for services, view of success, and leadership skills may contribute to greater satisfaction and access by underserved populations.

Communication & Messaging

FBST communication with the donor community is extremely skilled and effective. In 2014, direct contributions totaled over \$2 million. By 2019, direct contributions increased to nearly \$2.7 million – an increase of nearly 30% in five years.

Communication with clients, and potential clients, has been less robust. Clients reported that their main source of information about FBST services are friends or family, and the most frequently relied upon outreach by pantries is word of mouth. A comprehensive communication plan to provide information on current FBST services across all communities could bridge the awareness barriers for several underserved communities.

An unfortunate and presumably, unforeseen, consequence to the effective donor communication is the perception of dire need and a lack of resources. This messaging can shape potential clients’ belief on who needs support. In particular, the messaging may have a negative effect on older adults and low-income workers. Crafting communication to communities which share information on the diversity of food pantry clients may help shift those beliefs.

Potential clients may also have a misperception of the value of food from a pantry or MFP. Low-income workers may have a misperception of the advantage of using a food pantry, believing that the amount of food received would not make enough of an impact on their finances to be worth the trouble. Creating a communication plan which emphasizes how food pantry support can optimize a family’s budget may work to change that misperception.

Relationships

Past evaluations have recommended fostering non-traditional partnerships to reach different populations. COVID provided a powerful need for new partnerships and FBST optimized on several of those opportunities. Pre-COVID partners provided additional services including deliveries, hosting CFDs and other drive-through pantries, started new pantries, and provided volunteers for CFDs. New partners such as Corning Meals on Wheels and Gadabout delivered food boxes to seniors from their local hub, while other organizations provided volunteers and deliveries from CFDs. Continuing the relationships developed during COVID is an important capacity building activity.

Developing and maintaining new relationships with other organizations serving underserved populations can further increase capacity and ensure greater reach. An active pursuit of targeted relationships with the following organizations should be considered.

- Organizations serving immigrant families, such as the American Civic Association in Broome County and Catholic Charities of Tompkins/Tioga, may help bridge the gap between these underserved populations.
- Head Start and day care centers participating in the child care subsidy program, such as the Downtown Ithaca Children’s Center, or other child care centers providing care to low-income families to meet the needs of families with young children. Connections with the Child Care Councils can help facilitate and guide potential partnerships.
- The county Offices for the Aging may offer opportunities for FBST to better reach isolated seniors who live alone at risk for food insecurity.
- County Centers for Independent Living may be able to provide connection and support to people with disabilities who are underserved.
- The Broome, Chemung, Tompkins County Departments of Health have all selected “Healthy Eating and Food Security” as a focus area in their 2019-2024 Community Health Improvement Plans. These county agencies could be powerful partners in connecting with underserved populations and developing synergistic programming.
- The community action organizations throughout the region conduct regular needs assessments and have direct connection with many of the underserved populations. For example, the ProAction Needs Assessment for Steuben and Yates County found a need for nutritious food for individuals and families in the county and identified a strategy of promoting programs that assist customers in obtaining enough healthy food.³⁸ The FBST partnership with ProAction strengthened in the COVID crisis through expanded coordination and programming. Continued and expanded partnerships with this, and other community action organizations, in the region can provide a united front in addressing underserved populations.

Internal Coordination and Partnerships

More robust internal partnerships should be explored to ensure decision-making processes effectively address both internal FBST needs and client needs. In particular, FBST should ensure cross-sectional teams make critical decisions on site development and discontinuance, and the content of food distribution services, particularly for specific populations. Senior leadership should provide more guidance on FBST priorities for the cost and quality of food distribution foods.

³⁸ http://proactioninc.wpengine.com/wp-content/uploads/2020/02/ProActionPAHeadStartCNA2019_v20191106-1.pdf

In addition, partnerships between communications and community impact staff can more effectively advertise services, as well as change the narrative around need to reduce stigma.

Tailored Food Options

Some underserved populations may be best served with targeted and tailored food options. FBST piloted a senior emergency food box early in the COVID crisis. A lack of variety in the boxes resulted in clients having stockpiles of some items – a result similar to the experiences of some families participating in the BackPack program. Refining the foods available in these population-specific programs based on feedback from service providers and participants can potentially improve the impact and reach of the programs.

In addition, making culturally-appropriate food options should be explored for underserved immigrant and refugee populations. Organizations providing support to those populations should be consulted to help identify the most appropriate and available options. For example, the Asian immigrant and refugee population is not likely to desire dairy or bread products, but is more likely to welcome rice and fresh produce.

Data Tracking

FBST has increased the emphasis on data collection, tracking, and analysis. Continued efforts to both refine and expand data collection can be an effective tool in driving programming decision-making. Pantry Trak has allowed a limited analysis on the clients using FBST resources, particularly direct service efforts such as the MFPs and CFDs. The incomplete participation of brick and mortar pantries, however, hampers a complete analysis of all users. Encouraging and incentivizing full participation in using Pantry Trak, or any future client-tracking system, will provide more robust analysis options including the ability to fully understand the extent of cross-program usage, turnover rates, travel to service data, and total number of clients served.

In addition to ensuring pantries are using the client-tracking system, adding additional demographic identifiers, such as employment status, disability, and racial, ethnic, and cultural identity can help to track whether success has been made in reaching underserved populations.

An overarching data tracking and evaluation plan should be developed which articulates FBST goals, the metrics being used to assess the success in meeting those goals, and the methods to gather metric data.

In addition to the evaluation plan, a process for strategic analysis and decision-making for programming decisions should be implemented. For example, when FBST considers eliminating an MFP, an intentional analysis of the impact of eliminating that service should be completed. The analysis should include the gaps in services for the population as a whole, and underserved populations living in that area.

Appendix A. FI185 Calculation

USDA data has been used in conjunction with census data to create an estimated number of people at risk for needing food support (FI185). The USDA publishes a supplement³⁹ to their report on household food security which examines the number of food insecure households and their participation in various social supports including SNAP, WIC, and food pantries.

The 2020 supplement found that 14.2% of households with incomes below 185% of poverty had used a food pantry during the previous year. And 21.2% of households with incomes below 185%, which had not used a food pantry, were food insecure.

These percentages suggest approximately 32.4% of all households with incomes below 185% of poverty were potentially in need of food support. FI185 assumes national averages hold true locally, and the percentage of households and individuals have similar rates of food insecurity and pantry usage. This metric was calculated because it allows for sub-group analysis based on geography, age, and disability.

³⁹ Coleman-Jensen, A., et al, *Statistical Supplement to Household Food Security in the United States in 2019*, USDA, Economic Research Service, September 2020.

Appendix B. Unduplicated Clients Served

A goal in previous evaluations has been to define the number of unduplicated clients served in order to have a better understanding of FBST’s reach and fulfillment of the need for food in the region. In the 2015 Agency Capacity Assessment conducted for FBST, unduplicated clients served was estimated for each individual pantry and the system as a whole using an estimated turnover rate of 6%. For the 75 brick and mortar pantries included in the assessment, the unduplicated clients served was estimated to be 50,323.

As noted above, it was hoped that the Pantry Trak system would provide more concrete information on unduplicated clients, but because Pantry Trak does not contain information for all FBST network pantries, it is not possible to pinpoint the exact number of unduplicated families served through FBST resources during 2019. However, an estimate of the number of unduplicated families has been calculated to give a general understanding of FBST’s reach.

Pantry Trak has information on a total of 14,918 families who attended either an MFP or a food pantry during 2019. Of that 14,918, 11,571 attended an MFP and 4,263 used a food pantry; 916 families (6.1%) used both a food pantry and an MFP.

2019	TOTAL N FAMILIES
ALL FAMILIES IN PANTRY TRAK	14,918
ALL FAMILIES USING MFPS	11,571
ALL FAMILIES USING PANTRIES	4,263
ALL FAMILIES USING BOTH PANTRIES & MFPS	916

If we assume that the total population has a similar rate of usage of both pantries and MFPs, Primarius data can be used to estimate a total of 19,197 households and 48,338 served per month through FBST services. And if we assume the food pantries in Pantry Trak are representative of the food pantries overall, we can estimate a total of 36,290 unduplicated households and 71,844 individuals were served in 2019.

2019	TOTAL HOUSEHOLDS	TOTAL INDIVIDUALS
AVERAGE SERVED BY PANTRIES PER MONTH	14,323	35,236
AVERAGE SERVED BY MFPS PER MONTH	6,121	9,067
ESTIMATED UNDUPLICATED SERVED PER MONTH	19,197	41,601
ESTIMATED UNDUPLICATED SERVED IN 2019	36,290	78,641

Appendix C. Survey Methodology

In order to determine the type and extent of underserved populations in the FBST region, Horn Research conducted a multi-prong assessment which included:

- a survey of current and recent users of FBST services
- a qualitative survey of brick and mortar pantries
- qualitative interviews with community representatives
- qualitative interviews with community organizations
- an analysis of FBST data
- an analysis of secondary data.

Pantry Trak Survey

The link to the online survey was texted to all people in the Pantry Trak system who had received services 1/1/19 through 8/31/20. The survey population was divided into three groups:

- New Users – CFD users only – N=5,742
- Pantry Users – MFP or Mortar users only– N=16,962
- Multi users – 2 or more types (MFP, CFD, Mortar) – N=3,647

A total of 1,970 surveys were completed between October 1, 2020 and October 10, 2020.

	SURVEY RESPONDENTS		TOTAL POPULATION	
	N	PERCENT	N	PERCENT
NEW USERS	433	22.0%	5,742	21.8%
PANTRY USERS	1,267	64.3%	16,962	64.4%
MULTI-USERS	271	13.7%	3,647	13.8%

The number of completed surveys give relatively robust confidence that the results are generalizable to the full Pantry Trak population. The margin of error for all respondents is +/- 2.13% with a 95% confidence level.

	MARGINS OF ERROR
NEW USERS	+/- 3.03%
PANTRY USERS	+/- 4.09%
MULTI-USERS	+/- 3.94%
ALL RESPONDENTS	+/- 2.13%

Potential areas of concern

Completion of the survey required respondents to have a text-enabled phone to receive the survey invitation and access to the internet to complete the survey. According to Census data, 41.6% of households with incomes below \$20,000 per year do not have access to the internet. Age and ethnicity are related to access to the internet. About a third of individuals in the FBST region who are 65 years of age or older and approximately one in five people of color in the region do not have internet access.

These data suggest the survey invitation may not have reached as many people in these groups as desired.

Types of Computers & Internet Services Table S2801, 2018 ACS 5-year estimates

HOUSEHOLDS	HOUSEHOLDS WITH INCOMES < \$20,000			HOUSEHOLDS WITH INCOMES \$20,000 TO \$75,000		
	TOTAL HOUSEHOLDS (N)	NO INTERNET (N)	NO INTERNET (%)	TOTAL HOUSEHOLDS (N)	NO INTERNET (N)	NO INTERNET (%)
BROOME	15,555	6,149	39.5%	37,502	7,754	20.7%
CHEMUNG	6,148	2,898	47.1%	16,663	3,673	22.0%
SCHUYLER	1,326	627	47.3%	3,506	862	24.6%
STEUBEN	6,911	3,634	52.6%	20,488	5,251	25.6%
TIOGA	3,041	1,274	41.9%	9,000	2,082	23.1%
TOMPKINS	7,406	2,218	29.9%	16,705	2,912	17.4%
FBST REGION	40,387	16,800	41.6%	103,864	22,534	21.7%

INDIVIDUALS	65+ WITH NO INTERNET AND NO COMPUTER		PEOPLE OF COLOR WITH NO INTERNET AND NO COMPUTER	
BROOME	10,394	30.5%	5,641	20.1%
CHEMUNG	4,340	30.0%	2,092	21.5%
SCHUYLER	1,158	33.1%	170	22.0%
STEUBEN	5,531	32.6%	1,019	17.9%
TIOGA	2,698	29.6%	499	22.4%
TOMPKINS	2,944	22.4%	2,887	14.7%

Appendix D. Survey Results

WHAT COUNTY DO YOU LIVE IN?	N	%
BROOME	466	23.7%
CHEMUNG	257	13.0%
SCHUYLER	98	5.0%
STEUBEN	449	22.8%
TIOGA	235	11.9%
TOMPKINS	269	13.7%
OTHER	196	10.0%

HOW WOULD YOU DESCRIBE YOUR ETHNIC OR CULTURAL IDENTITY? (SELECT ALL THAT APPLY)	N	%
BLACK/AFRICAN-AMERICAN/AFRO-CARIBBEAN	116	5.9%
WHITE/EURO-AMERICAN/CAUCASIAN	1,820	92.4%
LATINO/HISPANIC AMERICAN	56	2.9%
EAST ASIAN OR ASIAN AMERICAN	20	1.0%
SOUTH ASIAN OR INDIAN AMERICAN	3	0.1%
MIDDLE EASTERN OR ARAB AMERICAN	11	0.6%
HAWAIIAN/PACIFIC ISLANDER	3	0.1%
NATIVE AMERICAN OR ALASKAN NATIVE	75	3.8%

ARE YOU:	N	%
MALE	314	16.0%
FEMALE	1,638	83.6%
NON-BINARY/THIRD GENDER	8	0.4%

WHAT IS YOUR AGE	N	%
18-24	68	3.5%
25-54	969	49.3%
55-64	593	30.2%
65+	334	17.0%

EMPLOYMENT STATUS. ARE YOU:	N	%
EMPLOYED FOR WAGES	532	27.1%
SELF-EMPLOYED	50	2.6%
OUT OF WORK AND LOOKING FOR WORK	167	8.5%
OUT OF WORK BUT NOT CURRENTLY LOOKING FOR WORK	67	3.4%
A HOMEMAKER	163	8.3%
A STUDENT	42	2.1%
MILITARY	2	0.1%
RETIRED	367	18.7%
UNABLE TO WORK	573	29.2%

ARE YOU A VETERAN?	N	%
YES	101	5.2%
NO	1,965	94.8%

DO YOU HAVE A DISABILITY WHICH LIMITS YOUR ABILITY TO PARTICIPATE IN NORMAL DAILY ACTIVITIES SUCH AS WORKING, ENGAGING IN RECREATIONAL ACTIVITIES, OR SELF-CARE?	N	%
YES	846	43.0%
NO	1,121	57.0%

(IF OUT OF WORK) DID YOU LOSE YOUR JOB IN THE PAST 6 MONTHS?	N	%
YES	155	67.0%
NO	77	33.0%

DO ANY OTHER ADULTS LIVE IN YOUR HOUSEHOLD?	N	%
YES	1,256	64.3%
NO	697	35.7%

HOW MANY OTHER ADULTS LIVE IN YOUR HOME IN EACH OF THE FOLLOWING AGE GROUPS (NOT INCLUDING YOURSELF)?	MEAN	MIN	MAX
18-24	.41	0	8
25-54	.78	0	6
55-64	.26	0	4
65+	.21	0	3

ARE ANY OTHER ADULTS IN YOUR HOUSEHOLD A VETERAN?	N	%
YES	146	12.1%
NO	1,061	87.9%

EMPLOYMENT STATUS OF OTHER ADULTS:	N	%
EMPLOYED FOR WAGES	473	37.7%
SELF-EMPLOYED	76	6.1%
OUT OF WORK AND LOOKING FOR WORK	212	16.9%
OUT OF WORK BUT NOT CURRENTLY LOOKING FOR WORK	64	5.1%
A HOMEMAKER	56	4.5%
A STUDENT	128	10.2%
MILITARY	12	1.0%
RETIRED	201	16.0%
UNABLE TO WORK	336	26.8%

DOES ANY OTHER ADULT IN YOUR HOUSEHOLD HAVE A DISABILITY WHICH LIMITS THEIR ABILITY TO PARTICIPATE IN NORMAL DAILY ACTIVITIES SUCH AS WORKING, ENGAGING IN RECREATIONAL ACTIVITIES, OR SELF-CARE?

	N	%
YES	423	34.7%
NO	797	65.3%

ARE THERE ANY CHILDREN UNDER AGE 18 LIVING IN YOUR HOUSEHOLD?

	N	%
YES	818	42.8%
NO	1,092	57.2%

HOW MANY CHILDREN LIVE IN YOUR HOME IN EACH OF THE FOLLOWING AGE GROUPS?

	MEAN	MIN	MAX
0-5 YEARS	.18	0	3
6-11 YEARS	.38	0	5
12-14 YEARS	.19	0	3
15-17 YEARS	.15	0	4

DO ANY CHILDREN IN YOUR HOUSEHOLD HAVE A DISABILITY WHICH LIMITS THEIR ABILITY TO PARTICIPATE IN NORMAL DAILY ACTIVITIES SUCH AS GOING TO SCHOOL, ENGAGING IN RECREATIONAL ACTIVITIES, OR SELF-CARE?

	N	%
YES	134	16.6%
NO	675	83.4%

ARE ALL OF THE PEOPLE IN YOUR HOUSEHOLD CITIZENS OF THE UNITED STATES?

	N	%
YES	1,859	98.4%
NO	30	1.6%

WHAT IS THE PRIMARY LANGUAGE SPOKEN IN YOUR HOME?

	%	N
ENGLISH	99.0%	1,877
SPANISH	0.6%	12
OTHER LANGUAGE: _____	0.4%	7

WHAT TYPE OF HOME DO YOU LIVE IN?

	N	%
SINGLE-FAMILY HOUSE	881	47.4%
APARTMENT IN PRIVATELY OWNED BUILDING	442	23.8%
TRAILER/MOBILE HOME	346	18.6%
SENIOR APARTMENTS	76	4.1%
PUBLIC HOUSING	99	5.3%
CURRENTLY DO NOT HAVE A PERMANENT HOME	15	0.8%

DO YOU OWN OR RENT YOUR HOME?	N	%
OWN	807	43.5%
RENT	1,050	56.5%

HAVE YOU OR OTHER MEMBERS OF YOUR CURRENT HOUSEHOLDS EXPERIENCED A FORECLOSURE OR BEEN FORCED TO MOVE FROM A HOME YOU OWNED DUE TO INABILITY TO PAY IN THE PAST 12 MONTHS?	N	%
YES	45	2.4%
NO	1,769	95.0%
DON'T KNOW	48	2.6%

HAVE YOU OR OTHER MEMBERS OF YOUR CURRENT HOUSEHOLD BEEN EVICTED OR FORCED TO MOVE FROM A HOME YOU RENTED DUE TO INABILITY TO PAY IN THE PAST 12 MONTHS?	N	%
YES	68	3.6%
NO	1,762	94.8%
DON'T KNOW	29	1.6%

DOES YOUR FAMILY RECEIVE SNAP (FOOD STAMP) BENEFITS?	N	%
YES	822	44.3%
APPLIED, BUT NOT ELIGIBLE	368	19.8%
HAVE NOT APPLIED	664	35.8%

IS THE VEHICLE YOU NORMALLY USE TO ATTEND COMMUNITY FOOD DISTRIBUTIONS, MOBILE FOOD PANTRIES OR FOOD PANTRIES:	N	%
OWNED BY YOUR HOUSEHOLD	1,407	75.7%
BORROWED FROM SOMEONE ELSE	174	9.4%
NO ACCESS TO A VEHICLE	277	14.9%

(IF NO ACCESS) DO YOU:	N	%
WALK	133	48.0%
USE PUBLIC TRANSPORTATION	72	26.0%
A FRIEND/RELATIVE BRINGS YOUR FOOD TO YOUR HOME	63	22.7%
FOOD IS DELIVERED BY PANTRY OR OTHER ORGANIZATION	45	16.2%
A FRIEND/RELATIVE GIVES ME A RIDE	126	45.5%

HOW OFTEN WAS THE FOLLOWING TRUE IN THE PAST 6 MONTHS: THE FOOD WE BOUGHT OR RECEIVED FROM FOOD PANTRIES/COMMUNITY DISTRIBUTIONS/MOBILE FOOD PANTRIES JUST DIDN'T LAST AND WE DID NOT HAVE MONEY TO GET MORE.	N	%
OFTEN TRUE	378	21.0%
SOMETIMES TRUE	879	49.0%
NEVER TRUE IN THE PAST 6 MONTHS	538	30.0%

HAS YOUR INCOME GONE UP, DOWN OR STAYED THE SAME IN THE PAST 6 MONTHS?	N	%
UP	77	4.3%
DOWN	721	40.1%
STAYED THE SAME	999	55.6%

HOW OFTEN DURING THE PAST 12 MONTHS DID YOU OR ANYONE IN YOUR HOUSEHOLD HAVE TO CHOOSE BETWEEN:	EVERY MONTH	SOME MONTHS DURING YEAR	1 OR 2 TIMES A YEAR	NEVER	DON'T KNOW
A. PAYING FOR FOOD AND PAYING FOR MEDICINE OR MEDICAL CARE?	42.9%	13.6%	17.6%	18.5%	7.5%
B. PAYING FOR FOOD AND PAYING FOR UTILITIES?	34.2%	12.2%	22.1%	26.6%	4.9%
C. PAYING FOR FOOD AND PAYING FOR RENT OR MORTGAGE?	46.4%	9.9%	16.0%	23.6%	4.1%
D. PAYING FOR FOOD AND PAYING FOR TRANSPORTATION OR GAS FOR A CAR?	34.3%	11.9%	20.8%	27.5%	5.5%
E. PAYING FOR FOOD AND PAYING FOR SCHOOL LOANS, TUITION, OR OTHER EDUCATION EXPENSES?	67.6%	4.5%	8.3%	13.3%	6.2%

IN THE LAST 12 MONTHS, WAS THERE ANYONE IN YOUR HOUSEHOLD WHO <u>DID NOT</u> HAVE HEALTH INSURANCE?	N	%
YES	305	17.1%
NO	1,427	79.8%
DON'T KNOW	57	3.2%

WAS THERE A TIME IN THE PAST 12 MONTHS WHEN YOU OR SOMEONE IN YOUR HOUSEHOLD NEEDED MEDICAL ATTENTION, BUT COULD NOT GET IT BECAUSE OF COST?	N	%
YES	488	27.2%
NO	1,213	67.5%
DON'T KNOW	96	5.4%

(new users to CFD only)

HOW DID YOU HEAR ABOUT THE COMMUNITY FOOD DISTRIBUTIONS?	N	%
FRIEND/FAMILY	252	58.2%
RADIO/TELEVISION	12	2.8%
SOCIAL MEDIA	105	24.2%
REFERRAL FROM OTHER ORGANIZATION	51	11.8%
OTHER		

WHY HAVE YOU NOT ATTENDED A COMMUNITY FOOD DISTRIBUTION?	N	%
DIDN'T KNOW ABOUT IT	547	35.6%
DIDN'T NEED THE FOOD	101	6.6%
UNABLE TO ATTEND AT DATE/TIME OFFERED	320	20.8%
NO VEHICLE AVAILABLE	243	15.8%
OTHER		

Appendix E. Census Tracts with Need Fulfillment Ratio Below 50%

UNDERSERVED GEOGRAPHIC AREAS: NF185 UNDER 50% (CENSUS TRACTS)	NUMBER SERVED MONTHLY	ESTIMATED FOOD INSECURE (F185)	NEED FULFILLMENT RATIO (NF185)
<i>Broome</i>			
KIRKWOOD/FENTON (122.01, 122.02, 126)	64	874	7.3%
VESTAL (143-146)	221	1,638	13.5%
BINGHAMTON TOWN/CONKLIN (127)	153	560	27.3%
NORTHERN BROOME (102, 119-120)	454	1,179	38.5%
ENDWELL (130-132)	342	770	44.4%
CHENANGO (121)	338	714	47.3%
ENDICOTT/UNION (133-137)	1,271	2,621	48.5%
<i>Chemung</i>			
SOUTHPORT/ASHLAND (112)	100	325	30.8%
BALDWIN/CHEMUNG (110)	104	301	34.6%
<i>Schuyler</i>			
NORTH CENTRAL (9502)	0	161	0.0%
NORTHEAST (9501)	117	400	29.3%
WEST (9503)	185	387	47.8%
<i>Steuben</i>			
NORTHEAST (9601)	0	116	0.0%
NORTHWEST (9605)	0	290	0.0%
EAST CENTRAL (9616)	0	168	0.0%
JASPER/TROUPSBURG (9620)	191	559	34.2%
NORTH CENTRAL (9603)	115	285	40.3%
<i>Tioga</i>			
NORTHEAST OF OWEGO (203)	0	301	0.0%
WAVERLY/BARTON (207.02, 207.03)	420	1,083	38.8%
<i>Tompkins</i>			
ELLIS HOLLOW (14)	0	329	0.0%
NORTH LANSING (23)	0	301	0.0%

Appendix F. Need Fulfillment Calculations

People with Disabilities

If between 21.0% and 22.6% of people in the FBST region with incomes below poverty have a disability (N=34,192-36,797), we can estimate that the number of people at risk for food insecurity to be 11,693-12,584.

If the rate of disability found in the survey (24.3%) is consistent with the rate within all FBST clients we would expect to find that approximately 10,766 people served by FBST per month have a disability.

These calculations would result in an NF185 between 85.6% to 92.1%.

	SURVEY DATA				CENSUS DATA			
	N	PERCENT OF HH MEMBERS WHO HAVE A DISABILITY	N	PERCENT OF ALL AT 100% POVERTY WHO HAVE A DISABILITY	N	PERCENT OF ALL AT 150% POVERTY WHO HAVE A DISABILITY	N	PERCENT OF ALL AT 200% POVERTY WHO HAVE A DISABILITY
BROOME	371	26.0%	7,791	33.1%	11,922	25.0%	14,832	22.8%
CHEMUNG	178	24.3%	2,970	32.9%	4,907	25.5%	6,238	22.1%
SCHUYLER	66	25.1%	745	43.8%	1,131	26.2%	1,499	23.6%
STEUBEN	347	26.9%	3,201	31.7%	5,635	23.7%	7,697	22.6%
TIOGA	178	24.5%	1,200	30.8%	2,455	25.4%	3,149	22.8%
TOMPKINS	129	17.2%	1,737	11.0%	2,715	12.0%	3,792	12.8%
OTHER	133	22.9%						
ALL	1,403	24.3%	17,655	27.5%	28,765	22.6%	37,207	21.0%

	EST. N OF PEOPLE WITH DISABILITIES SERVED PER MONTH	CENSUS EST. N OF ALL BELOW 185% WITH A DISABILITY	EST. FI185	EST. NF185	EST. NF185 MARGIN OF ERROR
ALL INDIVIDUALS	9,835-11,695	34,192-36,797	11,078-11,092	90.3%	83-107%

Disability by living alone and vehicle access

SUB-POPULATION 18+	% OF SURVEY POPULATION	AVG. N ADULTS 18+ SERVED PER MONTH	EST. N OF SUB-POP SERVED PER MONTH	FBST REGION (PUMA)	EST. N FOOD INSECURE	NF185
LIVE ALONE, HAS DISABILITY	15.2%	34,854	5,298	13,888	4,500	117.7%
LIVE ALONE, HAS DISABILITY, NO VEHICLE	5.6%		1,952	6,326	2,050	95.2%

Disability by living alone and vehicle access, by age group

SUB-POPULATION 65+	% OF SURVEY POPULATIO N	AVG. N ADULTS 18+ SERVED PER MONTH	EST. N OF SUB-POP SERVED PER MONTH	FBST REGION (PUMA)	EST. N FOOD INSECURE	NF185
LIVE ALONE, HAS DISABILITY	26.9%	8,484	2,282	6,293	2,039	111.9%
LIVE ALONE, HAS DISABILITY, NO VEHICLE	8.7%		738	2,692	872	84.6%

SUB-POPULATION 18-64	% OF SURVEY POPULATIO N	AVG. N ADULTS 18+ SERVED PER MONTH	EST. N OF SUB-POP SERVED PER MONTH	FBST REGION (PUMA)	EST. N FOOD INSECURE	NF185
LIVE ALONE, HAS DISABILITY	10.6%	26,370	2,795	7,595	2,461	113.6%
LIVE ALONE, HAS DISABILITY, NO VEHICLE	4.4%		1,160	3,634	1,177	98.6%

Low-Income Workers

If we assume the proportion of adults in surveyed households who are employed is the same for the FBST served population (34.1%, MOE 32.0%-36.2%), we can assume between 8,438-9,546 employed adults were served per month. Assuming 32.4% of employed adults with incomes below 185% of poverty are food insecure, we can estimate 14,643 adults aged 18-64 are food insecure low-income workers.

ADULTS AGED 18-64					
	CENSUS DATA N EMPLOYED	EST. FI185	AVG. N SERVED PER MONTH	EST. N OF EMP ADULTS SERVED PER MONTH	EST. NF185
ALL 18-64	45,194	14,643	26,369	8,438-9,546	57.6%-65.2%

Young children – Aged 0-4

	EST. N OF CHILDREN SERVED PER MONTH ⁴⁰	CENSUS EST. N OF ALL CHILDREN UNDER 185% OF POVERTY	EST. NF185	EST. NF185 MARGIN OF ERROR
BROOME	880	4,296	63.3%	60-67%
CHEMUNG	519	2,516	63.6%	60-67%
SCHUYLER	66	343	59.7%	56-63%
STEBEN	639	2,488	79.3%	75-84%
TIOGA	206	9,845	64.6%	61-68%
TOMPKINS	415	1,202	106.7%	101-113%
REGION	2673	11,830	69.7%	66-74%

School-age children

AGED: 5-17

	EST. N OF CHILDREN SERVED PER MONTH ⁴¹	CENSUS EST. N OF ALL CHILDREN UNDER 185% OF POVERTY	EST. NF185	EST. NF185 MARGIN OF ERROR
BROOME	3,383	11,367	91.8%	87-97%
CHEMUNG	1,893	5,226	111.8%	106-118%
SCHUYLER	305	1,029	91.4%	86-96%
STEBEN	2,397	6,111	121.1%	114-128%
TIOGA	832	2,339	109.7%	104-116%
TOMPKINS	2,303	2,793	254.5%	240-268%
REGION	11,166	28,865	119.4%	113-126%

Older Adults

SUB-POPULATION 65+	% OF SURVEY POPULATIO N	AVG. N ADULTS 18+ SERVED PER MONTH	EST. N OF SUB-POP SERVED PER MONTH	FBST REGION (PUMA)	EST. N FOOD INSECURE	NF185
LIVE ALONE, HAS DISABILITY	26.9%	8,484	2,282	6,293	2,039	111.9%
LIVE ALONE, HAS DISABILITY, NO VEHICLE	8.7%		738	2,692	872	84.6%

⁴⁰ Calculated by: Total children served per month from Primarius data x proportion of children aged 0-4 in survey

⁴¹ Calculated by: Total children served per month from Primarius data x proportion of children aged 0-4 in survey

Racial, Ethnic, and Cultural Identity by Geography

	CENSUS DATA		PRIMARIUS DATA		
	N 185% POVERTY	MONTHLY REQUESTS FOR FOOD BY ALL SERVICE POINTS	NUMBER OF SERVICE POINTS		NF185
BROOME	60,369	10,756	58		55.0%
BINGHAMTON	22,955	5,139	26		69.1%
REST OF BROOME	31,346	4,639	25		45.7%
BINGHAMTON	CENSUS DATA		PRIMARIUS DATA		
NEIGHBORHOODS	N 185% POVERTY	MONTHLY REQUESTS FOR FOOD BY ALL SERVICE POINTS	NUMBER OF SERVICE POINTS		NF185
FIRST WARD/ELY PARK	3,062	432	4		43.5%
WEST SIDE	6,811	3,532	7		160.1%
NORTH SIDE	2,592	74	1		8.8%
EAST SIDE	2,492	257	4		31.8%
DOWNTOWN	2,000	727	7		112.2%
SOUTH SIDE	5,998	117	3		6.0%
JOHNSON CITY	6,068	978	7		49.7%
TOMPKINS COUNTY	CENSUS DATA		PRIMARIUS DATA		
NEIGHBORHOODS	N 185% POVERTY	MONTHLY REQUESTS FOR FOOD BY ALL SERVICE POINTS	NUMBER OF SERVICE POINTS		NF185
NORTH SIDE (8)	1,110	844	2		234.4%
SOUTH SIDE, SOUTH WEST, LOWER WEST HILL (10)	1,584	155	2		30.2%
SOUTH LANSING (15)	1,026	320	3		96.4%