

2017 Kansas Health Foundation Grant Report





[About the Center for Engagement and Community Development](#)

Kansas State University's Center for Engagement and Community Development, or CECD, was created in 2006 with the mission to connect the resources and expertise of K-State to the significant issues of public need facing Kansans and communities worldwide. Our staff spent our first year traveling to meetings across Kansas, talking to citizen leaders, nonprofits, academics and governmental agencies. From those meetings, we generated a list of issues that we believed CECD and Kansas State University should address. First on the list of needs was finding ways to sustain rural food retail and improve rural healthy food access. This work is also integrally connected to the broader mission of Kansas State University. K-State's agricultural heritage, food systems expertise and world-class research facilities have firmly established the university as a leader in addressing the growing technological, educational and human resource needs of the global food system. Building on this heritage, K-State launched the Global Food Systems Initiative in 2014, which is accelerating new research and teaching opportunities to enhance food production, food safety, human and animal health, and food security. Likewise, K-State Research and Extension, or KSRE, has identified its five grand challenges, one of which is global food systems. Under the umbrella of this grand challenge, KSRE is working to address food access, food security and strengthening global food systems.

Since 2007, the Rural Grocery Initiative, or RGI, and rural food access have been a significant focus of CECD's work. We have dedicated significant staff time — director's time, project coordinator's time, administrative staff time, graduate and undergraduate student time — toward this project. Importantly, however, our center's mission is to build partnerships to address the significant issues facing Kansans and communities worldwide. Therefore, we have worked hard to increase our capacity to address rural food access by creating partnerships and developing relationships with rural food access stakeholders. For example, we have worked

with a number of campus departments and programs, including human nutrition, agricultural economics, rural sociology, marketing, journalism, agricultural communications, horticulture and KSRE. Off campus, we have working relationships with several healthy food access groups: The Food Trust, The Oregon Food Bank, KC Healthy Kids, the Gretchen Swanson Center for Nutrition, the Sunflower Foundation and the Kansas Health Foundation. We have developed relationships with several financial entities: The Reinvestment Fund, NetWork Kansas, Frontier Farm Credit, the Kansas Department of Commerce and several community development financial institutions. We have worked collaboratively with organizations dedicated to improving the civic/economic health of rural Kansas: the Kansas Rural Center, the Center for Rural Affairs, the Kansas Sampler Foundation and more. We have also developed relationships with several food distributors: Affiliated Foods Midwest, Associated Wholesale Grocers, the Joe Smith Co. and Fanestil Meats. Finally, and very importantly, we have strong relationships with many of the nearly 200 rural grocery stores in Kansas.

While most of our work has been in rural communities, we have assisted Wyandotte County, in an advisory role, in work to establish greater food access. In the Kansas City area, we have worked with KSRE, commissioners from the Unified Government and KC Healthy Kids.

Project Partners

The Food Trust. The Food Trust served as our primary partner. The Food Trust is a national leader in developing innovative strategies to build healthy, well-nourished communities and has developed numerous programs to increase the availability of healthy, affordable food in underserved areas, including rural segments of the U.S. We collaborated closely with The Food Trust. Our staff visited The Food Trust offices twice to engage in consultation and communicated with their staff via numerous conference calls. Our primary contacts at The Food Trust were Karen Shore, Caroline Harries and Brian Lang.

Eileen Horn. Eileen Horn coordinates the Douglas County Food Policy Council, the first local government food policy council in the state of Kansas. The Council has had significant success in its three years, including an award-winning community garden and urban farming program, and initiating a regional food hub. Eileen has been quite active and has become the statewide expert in Supplemental Nutrition Assistance Program, or SNAP, matching programs at regional farmer's markets. We consulted and met with Eileen frequently regarding the Kansas Market Match program, which changed its name to Double Up Food Bucks, Kansas.

Kansas State University's Rural Sociology Program. We collaborated with K-State's rural sociology program to assist our mapping work. Specifically, we worked with Dr. Spencer Wood and a doctoral student in rural sociology. This program has research and teaching interests in rural communities and the access to healthy foods. This faculty member and doctoral student were responsible for assisting with data analysis and food access mapping.

The Need for Healthy Food Retail

As a leading agricultural producer, Kansas is often referred to as “the nation's breadbasket.” However, Kansas has consistently ranked above the national average in food insecurity (LaClair et al., 2015; USDA ERS, 2016). Food insecurity is defined as “households or individuals that lack reliable access to nutritious food to support a healthy lifestyle because of a lack of financial resources” (LaClair et al., 2015, p. 3). It is estimated that an average of 14.6 percent of the Kansas population was food insecure from 2013 to 2015 (USDA ERS, 2016). More than 30 percent of Kansas counties are classified as food deserts encompassing over 300,000 residents. The United States Department of Agriculture's Food and Nutrition Services defines a food desert as “a low-income census tract where either a substantial number or share of residents has low access to a supermarket or large grocery store” (2011, “Food desert locator,” para. 4) . As a result, 1 in 5 Kansans has low access to food sources, and an even greater percentage — 35.8 percent — have low access to supermarkets (Menefee, 2013). Overall, rural Kansans are at a particular disadvantage for food access. In addition to being farther away from food outlets than their urban counterparts, fixed costs for rural food retailers are higher, making it harder for them to provide affordable healthy food options for community members (Blanchard & Lyson, 2002; Menefee, 2013).

Food insecurity and diet-related diseases often go hand-in-hand (LaClair et al., 2015). In 2015, Kansas had the seventh highest obesity rate in the nation at 34.2 percent, more than one-quarter of Kansas households include a member with diabetes, and nearly half of households have a member with high blood pressure (Levi et al., 2015, and Kansas Food Bank, 2014). Although diet-related disease is preventable, 82 percent of Kansas households report purchasing inexpensive, unhealthy food because they could not afford healthier options (Kansas Food Bank, 2014).

For those families struggling with poverty conditions, food assistance programs can make the difference in having to choose between food and other necessities such as health care, education, utilities and more (Kansas Food Bank, 2014; LaClair et al., 2015). In the state of Kansas, food assistance is provided through a mix of government-sponsored and private-sector programs and agencies (LaClair et al., 2015). About 22,100 Kansans are served each week by agencies supported through the Kansas Food Bank (Kansas Food Bank, 2014). Twenty-one percent of Kansas food assistance agencies reported having less food than what was needed to meet clients' needs in 2013, and another 52 percent had to implement limits or restrictions on the number of times individuals could receive food assistance in a given period (Mills et al., 2014; LaClair et al., 2015).

Historically, Kansas has a low participation rate in a variety of federal programs. Kansas ranks 46th in SNAP participation and 34th in school breakfast participation. Of those eligible for school breakfast, only 54 percent receive it (Marso, 2016). Children are particularly susceptible to the ill effects of food insecurity. In food insecure households, children perform worse in school, develop

problematic behaviors, and are more likely to be poor as adults as compared to food secure children (After the Harvest, n.d.; Murphy et al., 2008; LaClair et al., 2015).

Project Objectives

In our “Kansas Healthy Food Access Initiative” proposal to the Kansas Health Foundation, the CECD outlined four project objectives. The first project objective was to “map and assess the Kansas food system.” This objective has been integrated into the other three objectives. We will thus report out on three project objectives:

1. Design an infrastructure for a statewide technical assistance center and learning laboratory for healthy food access;
2. Develop a feasibility plan for expanding the reach of Market Match, now Double Up Food Bucks; and
3. Develop recommendations for increased Special Supplemental Nutrition Program for Women, Infants and Children, or WIC, participation for retailers and consumers.

Following a section on data collection, we detail our learnings and recommendations for each of the three objectives listed above.

Collecting our Data

To help us understand both the healthy food challenges Kansans face as well as to help develop recommendations for improving access to healthy foods, K-State’s RGI employed a variety of methods of collecting data. For each of our content objectives, we reviewed scholarly literature, conducted focus groups and conducted interviews with healthy food access experts.

Review of Literature. Initially, we reviewed scholarly literature surrounding access to healthy foods in both rural and urban settings at the Nutrition and Obesity Policy Research and Evaluation Network, or NOPREN, a thematic research network of the Prevention Research Centers Program. The Centers for Disease Control and Prevention’s Division of Nutrition, Physical Activity and Obesity created NOPREN to foster understanding of the effectiveness of policies to prevent childhood obesity through improved access to affordable, healthier foods and beverages in child care, schools, worksite and other community settings. We reviewed their relevant literature regarding access to healthy foods in both rural and urban settings.

Kansas Focus Group Locations



Map 1: Focus Group Interviews. We conducted focus groups with four categories of stakeholders: grocery owners, professionals working in this sector, farmer’s market managers and WIC participants. As a form of research, focus groups are group interviews relying on interactions within groups in response to researchers’ questions. Focus group interviews are useful when looking to obtain detailed information about personal and group feelings, perceptions and opinions. This type of interview has the power to generate a broad range of information as well as the ability to dig deep in gaining clarification to questions asked.

We conducted a total of 15 focus groups involving more than 150 Kansans. Of the 15 focus groups, six were conducted with healthy food access professionals, three were with groups of owners, two with farmer’s market managers, and four were with WIC participants. Of the four WIC focus groups, two were conducted with Spanish-speaking participants. For all focus groups, we audio recorded the interviews, transcribed those interviews, and then conducted a thematic analysis of the transcripts via NVivo. NVivo is a software program that supports qualitative and mixed methods research. It helps organize, analyze and find insights in unstructured, or qualitative data such as individual interviews, open-ended survey responses and focus group interviews. From the NVivo analysis, we generated a set of themes of needed technical assistance from each of our interviewee category groups.

Key Informant Interviews. Finally, we solicited information and opinions from specific stakeholders and experts, collecting this data via an unstructured interview method. These interviews are sometimes described as “a conversation with a purpose.” In comparison with surveys, interviews offer the advantage of more flexible and free-flowing conversation, greater depth in the subject exploration, and the opportunity to strategically solicit input from specific community leaders or experts. (LaClair, 2016). We conducted unstructured interviews with content area

experts including staff from the Kansas state WIC office, representatives of the Centers for Disease Control, The Food Trust and IFF, a community development financial institution.

OBJECTIVE 1:

Design an infrastructure for a statewide technical assistance center and learning laboratory for healthy food access

There is amazing work occurring across Kansas focused on addressing issues of hunger, food insecurity and improving Kansans' access to healthy foods. Numerous groups representing differing sectors of the food system are involved in these healthy food efforts. The Kansas Health Foundation, or KHF, is providing leadership in this area as evidenced by its Healthy Communities Initiative and its work to establish and energize local food policy councils. Additionally, organizations like the Sunflower Foundation, the American Heart Association, Blue Cross Blue Shield, the Kansas Rural Center and KC Healthy Kids all have robust healthy food access initiatives. At the same time, there are healthy food practitioners — grocery owners, farmer's market managers and vendors, and civic leaders — seeking technical assistance around issues such as starting a new grocery store, strengthening one's business practices, or understanding how to better promote and sell fresh foods. A challenge recognized by both KHF and the organizations listed above is the lack of a central coordinating entity to serve as a technical assistance clearinghouse and organizer for this work. Consequently, we first identified the most pressing technical assistance, or TA, needs for work with healthy food financing, access to healthy foods and operating rural food retail. Following identification of TA needs, we propose an organizational structure and process model for a technical assistance center to help coordinate and disseminate needed information.

Technical Assistance Needs: Aggregated Results

Following data collection and NVivo analysis, the aggregated results indicated seven primary technical assistance themes regarding healthy food access. The primary themes: (1) healthy food financing, (2) distribution issues, (3) marketing, (4) education, (5) building partnerships and strategic alliances, (6) conducting community assessments, and (7) healthy food policy work.

Healthy Food Financing

Stakeholders, grocers, and food access experts all noted the need for greater financing for healthy food initiatives. They noted that healthy food financing

programs have traditionally relied on a public-private partnership model where seed money is provided to a Community Development Financial Institution, or CDFI, which then partners with a Food Access Organization, or FAO, to co-administer the program.

Recommendations:

- Establish a TA Collaborative to function as a FAO for a healthy food financing initiative. The TA Collaborative would provide technical assistance that facilitates the emerging healthy food financing program, such as:
 - o Creating clear and focused Healthy Food Financing eligibility guidelines in coordination with the CDFI.
 - o Developing proactive program marketing.
 - o Using our mapping work, identify and focus on underserved areas of the state.
 - o Cultivating relevant applications and providing initial review of the proposal to determine project fit — meeting financing guidelines and qualifying to move to financing stage. Providing technical assistance to ensure applicants' funding proposals are fully fleshed out when application reaches underwriter.
 - o Evaluating each incoming application to determine if the project aligns with the program's mission of serving a low- to moderate-income, underserved community, and meeting additional eligibility criteria including community fit. This prescreening will help ensure that projects are directed to true areas of need and have strong concepts/capacity.
 - o Confirming community fit of funding projects. The FAO will conduct an in-depth analysis of each proposal to assess project scope, proposed store concept/offers, management capacity, community impact and local support for the proposed project. As part of this assessment, our team will review all available project materials, such as a site plan and photographs, and may conduct interviews with applicants, local community leaders, economic development authorities and other key stakeholders.

Distribution

Small grocery stores in lower-income urban and rural communities often face a supplier-to-retailer distribution gap that can make sourcing healthy food particularly difficult. In many neighborhoods, lack of access to healthy food due to distribution challenges is a chronic challenge that threatens the very existence of those stores.

Recommendations:

- Strengthen local and regional food systems that have the capacity to combine forces for increased purchasing, distribution and selling power — food hubs. Examples are:
 - High Plains Food Cooperative, a food hub serving northwest Kansas.
 - Fresh Farm HQ, a food hub serving Kansas City and northeast Kansas.
- Invest in existing regional distribution centers. Build or upgrade physical infrastructure that expands markets into rural grocery operations. Examples are:
 - Fanestil Meats, Emporia.
 - Joe Smith Co., Pittsburg.
- Explore and promote innovative solutions to distribution of healthy foods such as:
 - Invest in rural grocery stores banding together to form aggregation/distribution centers.
 - Acquisition and use of refrigerated trucks by local stores or regional distribution centers.
 - Mobile food trucks, such as Honor Capital, Save-A-Lot.
 - Utilization of local facilities, such as community kitchens, and local institutions, such as schools.

Marketing

Technical assistance is needed to influence and support in-store shopping behavior change on the part of consumers, as well as overall strategies to market the grocery store to its local community. This strategy seeks to develop and support small rural grocery stores as hubs of food activity, and by extension, centers of community life as well.

Recommendations:

- Assist store ownership to understand how to market healthier items, such as creating demand for healthy food and beverages.
 - In-store marketing.
- Assist store ownership with marketing their grocery store as a “community hub” — not only the place to shop for groceries, but the place where community happens.
 - How to effectively use social media.
 - How to market the store when local newspapers don't exist.

- Providing local marketing materials, especially graphics.
- Assist with information regarding event planning to bring people into the store.

Education

The education theme is a broad technical assistance category that speaks to the need for instruction in a variety of aspects of purchasing and cooking healthy foods. Our research demonstrated that all populations — WIC users, grocery owners, healthy food stakeholders — recognized the significant need for more education regarding access to healthy foods. Healthy food is perceived as being more expensive and more time-consuming to purchase and prepare compared to packaged convenience foods. Many focus group participants admitted they were unsure how to shop for and cook healthy foods. For grocers, fresh fruits and vegetables present handling, inventory and turnover challenges. Additionally, grocers are interested in technical assistance around best business practices.

Recommendations:

- Education for shoppers:
 - What constitutes healthy.
 - How to shop for healthy foods shopping.
 - Preparation strategies for healthy foods.
 - » Time-saving techniques for healthy food preparation.
 - How can one shop healthy and affordably.
- Education for grocers:
 - Business toolkits:
 - » Step-by-step manuals for business operations.
 - » Informational webinars.
 - Customer service.
 - How to best handle fresh fruits and vegetables.
 - How to best market healthy foods.
- Education for WIC users:
 - Cooking classes — cooking healthy, cooking with WIC-specific foods, ingredient substitution, how to cook fast meals.
 - Nutrition classes.
 - How to effectively use coupons.
 - Information about local assistance resources.
 - » Accessible pamphlets.
 - » Hotline.
 - Education about gardening

Building Partnerships/Strategic Alliances

Cross-sector partnerships leverage the strengths of public, private and government entities, and play a key role in helping to advance access to healthy foods. Partnerships and relationship-building are keys to success/progress.

Recommendations:

- We need a way to connect people working on healthy food access issues. The creation of a central technical assistance center and research portal would be a powerful vehicle to address the need to build, coordinate and sustain healthy food partnerships. This center could assist in building bridges between a variety of stakeholder groups with the aim of generating new sources of information, financial and technical support. Numerous potential partnerships exist for this work, including working with:
 - Extension, local health departments, SNAP/WIC offices, state departments of agriculture and commerce, local food policy councils, food distributors, grocers associations, local growers, local citizen leaders, and other institutional food buyers, such as cafes, hospitals, assisted living centers, etc.

Community Food Assessments

Our research also revealed that healthy food stakeholders and some grocers recognized the importance of community food assessments, or CFAs, and were interested in finding ways to continue to provide them. Food system assessment is an important first step toward understanding the local food system and identifying opportunities for strengthening and enhancing the system. Community food assessments may also serve as a starting point for building relationships and beginning conversations among diverse community members and stakeholder groups about the local food system and how a community would like to see it grow or change (LaClair, 2016).

Recommendations:

- Provide staff to conduct community food assessments.
- Offer a variety of assessment tools to achieve unique community needs.
- Provide technical assistance to find and interpret secondary food system data sources for communities.

Policy Work

Our focus group participants and our food access experts all agreed that policy work was needed to make system changes in access to healthy foods. There was an

interest among our research participants to understand more about local laws and policies that promote access to healthy foods. Our participants also recognized that broad policy work was needed that touched on health equity and support for local economies.

Recommendations:

- Support advocacy training for food policy councils, health and wellness coalitions, and other healthy food access stakeholders.
- Support staff to conduct examinations and work for policies that enhance healthy foods and sustainable communities. These policies could include issues of transportation; land use; grocery taxation; systems for institutional kitchens; pre-packaged food boxes; summer food programs; and policies governing grocery stores selling locally-grown produce.

Healthy Food First Collaborative: A Technical Assistance Center and Learning Laboratory

Consistent across all the discussions for technical assistance was the call for some kind of organizing structure to take in, coordinate, and disseminate information. K-State and the RGI propose to launch *Healthy Food First Collaborative: A Technical Assistance Center and Learning Laboratory*, or *HFFC*, to address this need. The proposed *HFFC* will serve as: (1) an FAO, working closely with a community development financial institution to co-administer an emerging healthy food financing program, (2) an evidence-based technical assistance center for increasing Kansans' access to healthy foods, and improving Kansas retail food operations, and (3) a research engine that investigates how to improve access to healthy food, sustain rural food retail, and evaluate the success of those efforts.

For a complete explanation of this collaborative, please see K-State's full proposal for *Healthy Food First Collaborative: A Technical Assistance Center and Learning Laboratory*, or *HFFC*, submitted to the Kansas Health Foundation in May 2017.



OBJECTIVE 2:

Develop a Feasibility Plan for Statewide Expansion of Double Up Food Bucks, previously known as Market Match

Background

Double Up Food Bucks is one of several SNAP matching programs across the U.S. that strives to increase low-income families' access to healthy food by matching SNAP purchases on locally-grown produce at farmer's markets and grocery stores. The SNAP matching innovation began to emerge in 2008 and 2009 in New York with NYC Health Bucks; Philadelphia, Philly Food Bucks; Detroit, Double Up Food Bucks; and in select markets in California, Connecticut and Massachusetts, Double Value Coupon Program. Although the programs operate via various matching approaches, the central goals are the same: to support food insecure families on federal food assistance to afford healthy, locally grown produce, and to support local farm economies.

Recent research suggests that SNAP matching programs are indeed delivering on these goals. Researchers found that after receiving SNAP matching incentives, fewer individuals reported experiencing food insecurity and reported an increased intake of fruits and vegetables (Savoie-Roskos, 2016). Greater exposure to SNAP matching programs was associated with greater awareness of farmer's markets and increased frequency and amount of market purchases (Olsho et al., 2015). Perhaps most exciting, studies have found that vegetable consumption continued to stay high after the SNAP matching programs had ended (Wholesome Wave, 2012).

In addition to supporting the health of low-income families, research suggests that SNAP matching programs benefit the local farmer vendors as well. Researchers studying the NYC Health Bucks Program found that farmer's markets that offered Health Bucks coupons to SNAP recipients averaged higher daily EBT sales — nearly double — than markets without the incentive (Baronberg et al., 2013). And researchers studying the Shop N Save program in rural South Carolina found that not only SNAP, but other food assistance programs, such as the Senior Farmer's Market Nutrition Program, increased after the introduction of matching dollars (Fredman et al., 2014).

In Kansas and Missouri, the first SNAP matching program was launched in the Kansas City metro area in 2009 as the Beans 'n Greens program. Initially, it was administered by the Menorah Legacy Foundation, and was then adopted by Cultivate KC, a nonprofit that serves local farmers in the Kansas City area. The Beans 'n Greens program provided dollar-to-dollar SNAP matching at approximately 17 farmer's markets in the KC metro. In 2014, the Douglas County Food Policy Council launched a SNAP matching program called Market Match in two farmer's markets in Lawrence, Kansas. And, in 2015, the Mid-America Regional Council and Fair Food Network partnered with Price Chopper and regional partners to pilot Double Up Food Bucks SNAP matching at a major

grocery chain in Kansas City. In St. Louis, a collaboration of farmer's markets piloted SNAP 2 It incentives in 2015.

To scale up these programs, the partners received \$5.8 million from the USDA Food Insecurity Nutrition Incentive, or FINI, program. This funding allows regional organizations in Kansas and Missouri to leverage a broader impact for area families and farmers.

The partners aligned under the Double Up Food Bucks Heartland Collaborative, which brings together the national experience of the Fair Food Network with regional partners. Over the next three years, partners will dramatically expand the program to reach over 300,000 food insecure families. By 2018, Double Up Food Bucks will be available at:

- 30 farmer's markets and 50 grocery stores in the KC metro.
- 20 farmer's markets and 50 grocery stores in St. Louis and outstate Missouri.
- 20 farmer's markets and five grocery stores in Kansas — Double Up Heartland, n.d.

At both the farmer's markets and grocery store programs, SNAP users can get a dollar for dollar match on local purchases, but the programs differ slightly. At farmer's markets, SNAP users can get a dollar for dollar match on SNAP-eligible purchases that can be spent on any locally-grown fruits and vegetables. Incentives can be earned and spent at any participating Double Up farmer's market. At most markets, Double Up is distributed via branded tokens. At grocery stores, SNAP users get a dollar for dollar match on locally grown fruits and vegetables that can be spent on any fresh produce in that store. Different redemption systems have been used including coupons, loyalty cards, automatic deduction, and preloaded gift cards.

The Double Up Heartland Collaborative launched in July, the middle of the 2016 market season across Kansas and Missouri. Therefore, the research of the Healthy Food Access Initiative was well-timed to capture participants' feedback as the programs were scaling up. In the sections that follow, we will consider some of the challenges and opportunities presented by the Double Up Food Bucks program in Kansas farmer's markets and grocery stores, and consider the possibility of expansion of the program to address regional healthy food access challenges.

Challenges and Opportunities

Throughout 2016, we conducted interviews and focus groups with farmer's market managers, rural grocers, local food hub operators and wholesale distributors. We also worked closely with the Double Up Food Bucks program coordinator for Douglas County to understand the perspectives of the program implementers. The purpose of these interviews and focus groups were to understand the challenges and opportunities of expanding Double Up Food Buck, or DUFb, in Kansas.

DUFb, previously known as Market Match, has been operating in farmer's

markets in Lawrence, Kansas, since 2014. In 2015, a few regional markets were added to the program, bringing the total participants to six markets. The USDA FINI funding has allowed for rapid expansion of the program to 15 farmer's markets launching in the 2017 season. In 2016, we conducted a focus group with eleven of the current market managers implementing DUFb in their markets. The managers at these markets have been key partners in the design and implementation of DUFb across the state; therefore, their input was sought to help understand possibilities for program expansion, especially into rural grocery stores.

The market managers anticipated several challenges of translating the DUFb program from farmer's markets to rural grocery stores. Most of their concerns revolved around the supply of local food that grocers would be able to access. Managers raised the concern that grocery shoppers may have a hard time identifying local versus conventional produce without appropriate signage. It was pointed out that almost all offerings are local in a farmer's market, so DUFb shoppers don't have to differentiate the way they will in a grocery setting. Also, they pointed out that various grocery chains have varying definitions of "local" — ranging from 100 to thousands of miles — that may cause confusion amongst shoppers.

Also, market managers anticipated that sourcing of local food for grocers would be a challenge. Though many of the market managers are farmers themselves that sell to grocery stores, they were aware that this was challenging for many local producers. The key challenge, as the market managers see it, is ensuring that local farmers and vendors know that they can sell to grocery stores and how to establish those relationships. Managers also pointed out that grocery shoppers are accustomed to year-round availability of most produce, and the Kansas growing season restricts what can be grown locally. They suggested that shoppers would need to be educated about our local growing season.

In farmer's markets, the DUFb match is redeemed via tokens. Therefore, there was much discussion that the tokens would be unwieldy in a grocery setting, and that grocers would need to find another way to redeem the dollar for dollar match.

Despite these implementation challenges, market managers noted several benefits, including that small rural grocery chains have more on-site decision-making power, making it easier for them to purchase directly from farmers than it is for a large chain like Dillons. Also, DUFb could be a strategy to help small, struggling stores survive by bringing in new customers.

Generally, there was agreement that the design of the grocery expansion was critical to how it would impact the farmer's markets. If it was offered at a local WalMart or large chain store, market managers thought it would be very detrimental to market business. BUT, if the DUFb program was deployed at very small, very rural stores, it could help the stores survive and provide a new sales outlet for farmers without directly competing with the farmer's market.

We also conducted two formal and several informal interviews with rural grocery store owners. The purpose of these interviews was to introduce how DUFb works

and to ask grocery store owners to anticipate some of the challenges and benefits of implementing DUFb in their stores.

Generally, grocers were interested in and enthusiastic about DUFb and opportunities for their store to participate. However, access to local food supply was the key concern for participating in DUFb.

The smallest grocery stores struggle to meet the minimum purchasing requirements of distributors, therefore many have partnered with smaller distributors or with other grocers to do a joint order. They were uncertain if their distributors could provide local produce. These small stores have community connections with local farmers and backyard gardeners who will sell or donate to the stores. However, these relationships are very informal and subject to produce seasonality. Also, produce sections in these stores are a small footprint of the total store area, and grocers were uncertain if they could provide enough produce to trigger the dollar for dollar match of DUFb effectively.

The larger stores are able to source some locally-grown food primarily purchased through their distributors, such as Associated Wholesale Grocers, or AWG, or Liberty Fruit Co. Arkansas-grown tomatoes from AWG were particularly popular at southeast Kansas grocery stores. However, these grocers were also concerned about accessing sufficient supply and lacked the relationships with local growers to provide additional produce beyond what their distributors could provide.

We initially anticipated that redemption of the DUFb incentive may cause challenges for rural grocery stores that lack sophisticated point-of-sale, or POS, systems and may require additional staff training. Surprisingly, most of the stores did not see an immediate challenge in processing the DUFb match. Although technological capabilities vary widely in these stores, all had options for storing and tracking the incentive — either through their POS system, gift cards or a rewards program. Much more detail needs to be collected on this in the actual implementation of the program, but initial indications are that technology was not the key barrier. Staff training was also anticipated to be a challenge and, again, capacity varies significantly. In the very small stores, the staff often consists of just owners and family members, making implementation of a consistent DUFb policy much easier.

Beyond these technical challenges, grocers also expressed concern that they primarily see SNAP shoppers buying processed "junk" food, and were uncertain if they would be interested in purchasing produce. Also, one grocer in particular was concerned that non-SNAP customers would complain about being left out of the DUFb program.

Given the feedback from market managers and grocers alike that local food supply was likely to be a key barrier to implementation of DUFb in a grocery setting, we conducted interviews with a large wholesale distributor and with local food hub operators in Kansas.

The large wholesale distributor and the food hub operators, though operating at very different scales, agreed that the transportation of local food to small, rural

grocery stores would be one of the key challenges. For the large distributor, the added transportation costs of picking up food from local growers and delivering it to small stores would make it cost-prohibitive. Also, the large distributor noted that food safety is one of their key concerns, as many small, local producers are not USDA GAP certified.

For the food hubs, transportation costs were key, but they also noted that often the markets for local food in Kansas are higher-income regions — i.e., front range of Colorado served by the northwest Kansas food coop, and high-end KC restaurants served by emerging northeast Kansas food hub. They were uncertain if small rural grocery stores could afford the prices they charge.

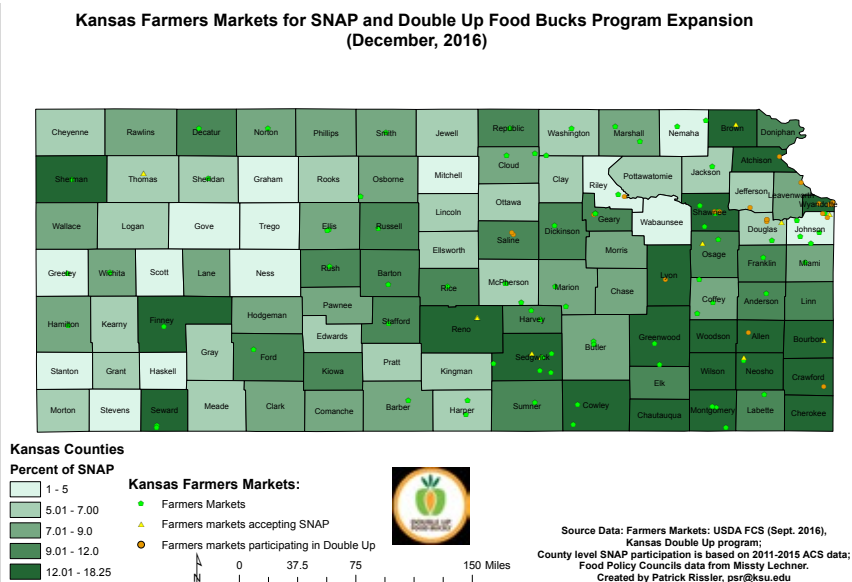
For these reasons, both the large wholesale distributor and local food hubs recommended that rural grocery stores buy local produce directly from the farmer to reduce transportation costs and to avoid the food safety and insurance minimums that larger distributors require.

With some of the key program implementation challenges identified through interviews and focus groups, we then utilized GIS mapping to assess the areas of the state that may be strategic expansion locations for the future of the DUFb program.

markets, 32 of them currently accept SNAP benefits at their markets. Of the 32 that accept SNAP, 19 of them already participate in the DUFb program. Six of these markets are in KC metro area, and are partners in DUFb through Cultivate KC. Thirteen of these markets are dispersed throughout eastern Kansas and are partners in DUFb through Douglas County.

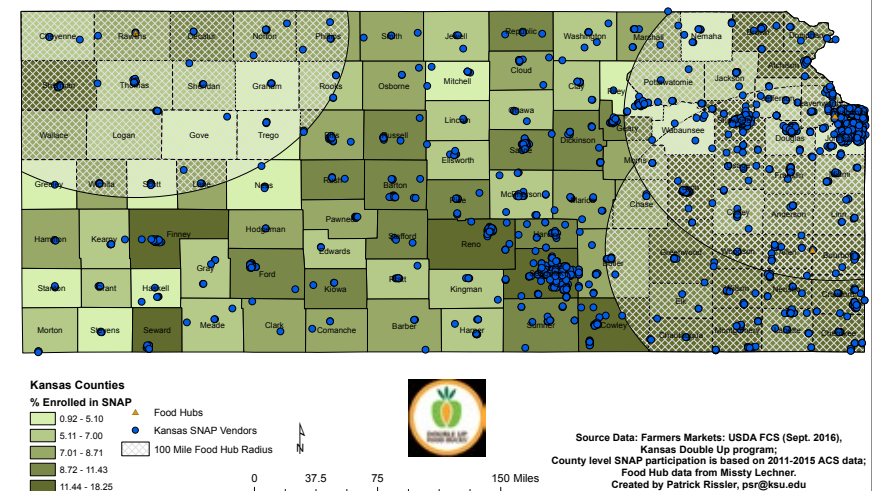
We utilized this map to identify communities that may benefit from DUFb expansion based upon two key success factors: the presence of a farmer's market that accepts SNAP, and a high percentage of enrollees in the SNAP program. These communities are Brown County, Hiawatha Farmer's Market; Sedgwick County, Delano Market; and the three locations coordinated by Kansas Grown Inc.: Reno County-Hutchinson, and Bourbon County-Fort Scott Farmer's Market.

Various other factors influence a market's ability to implement DUFb, including, but not limited to, market manager and vendor interest in the program, and our Douglas-County-based staff's ability to effectively manage a growing geographic footprint.



Map 2: Kansas Farmer's Markets for SNAP and Double Up Food Bucks Program Expansion shows farmer's markets, those markets that accept EBT and those that participate in DUFb, overlaid on a base map of SNAP enrollment participation. According to the USDA Farmer's Market Database, there are 109 farmer's markets in Kansas. The highest concentration of markets is found around the urban centers of Kansas City, Lawrence, Topeka and Wichita. Of those 109

Kansas Grocery Stores Accepting SNAP and Local Food Hubs (September, 2016)



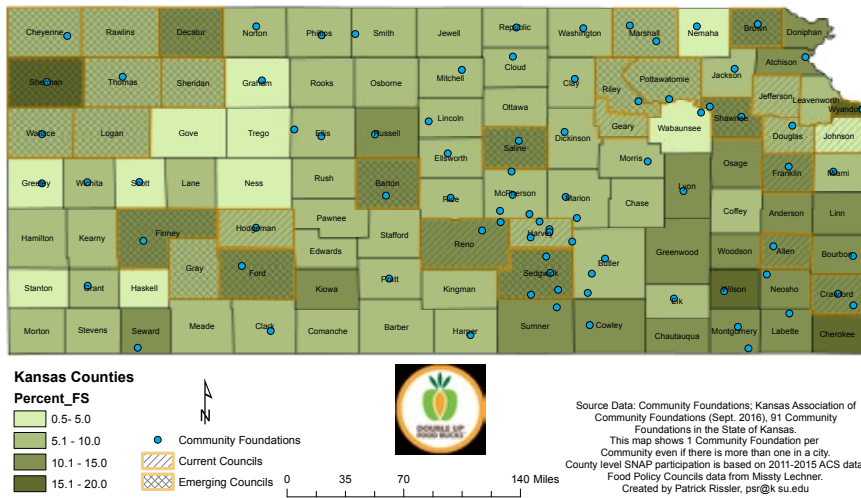
Map 3: Kansas Grocery Stores Accepting SNAP and Local Food Hubs shows the potential for expansion of DUFb into a new venue: rural grocery stores. The map shows grocery stores that accept SNAP and the 100-mile-radius service area of the state's three local food hubs overlaid on a base map of SNAP enrollment participation rates.

We utilized this map to identify communities with the key ingredients for a successful rural grocery pilot: A rural grocery partner that accepts SNAP, a grocery store within 100-mile delivery distance of one of the local food hubs to ensure

availability of local produce, and the SNAP participation to provide customers. Key findings from this map:

- Eastern Kansas is well-served by local food hubs, and also represents the fruit and vegetable producing region of the state.
- The counties in the southeast portion of the state have the highest SNAP enrollment percentages, are served by a food hub and have multiple grocers accepting SNAP.
- Although northwest Kansas has a vibrant High Plains Food Coop in Rawlins County, there are fewer grocers and lower SNAP participation in that part of the state. Given the location of the local food hub, though, and community interest in food systems work, northwest Kansas remains a longer-term expansion possibility for the DUFb grocery project in the next three to five years.

**Partners for Expansion of Double Food Bucks:
Food Policy Councils and Community Foundations (December 2017)**



Map 4: Partners for Expansion of DUFb attempts to map additional elements that we propose as key assets for expansion and long-term sustainability of DUFb: political, social, and financial capital.

As a proxy for political and social capital assets, we mapped counties with emerging or established Food Policy Councils. These councils work directly with elected officials, public institutions and community partners to establish policies that support local food system development. Therefore, councils are an indicator that a community has interest in its local food system and is supported by elected officials.

We also mapped potential financial capital related to charitable giving. It would be impossible to attempt to map all sources of charitable giving, so we chose the presence of a community foundation in the county as a proxy for community support for charitable giving. Often, community foundations can be most responsive to direct community needs. Also, as the DUFb program funding amounts are often modest — i.e., \$2,500 — community foundations often have resources at this level.

We found that of the 22 county-level food policy councils, many are organized in counties that have a high percentage of SNAP enrollment: Allen, Crawford, Brown, Wyandotte, Shawnee, Sedgwick, Reno, Finney and Sherman. Community foundations are distributed throughout the state and often serve a county or a region. Good coverage is available in the aforementioned counties.

Recommendations

SNAP matching programs such as DUFb are evidenced-based interventions that improve low-income families' access to healthy food while also supporting our local farms. There is clear interest in expanding DUFb in Kansas, both in rural grocery stores and in additional farmer's markets. From our research, we recommend the following steps for thoughtful, deliberate expansion of DUFb in Kansas:

- **Address the identified information gaps with technical assistance for rural grocers on how to access local food and to process the DUFb match.** Rural grocers need technical assistance to establish relationships with local farmers and food hubs to manage a consistent supply of locally grown produce. Also, further technical assistance will be needed to refine the technology details of the DUFb match redemption as store capabilities vary widely.
- **Plan expansion locations deliberately, considering a variety of factors.** These factors include the need/demand, the presence of farmer's markets and grocery stores accepting EBT, the proximity to local food supply, the presence of political/social capital, and the potential for community financial support.
 - o We suggest that Sedgwick County be the next site for DUFb expansion in farmer's markets, and southeast Kansas be the focal point for the rural grocery pilot project.
 - o In all cases, DUFb staff should cultivate relationships with food policy councils and local LiveWell initiatives.
 - o For the rural grocery expansion, consider what impact implementation would have on nearby farmer's markets and how to avoid competition. If co-locating, consider joint marketing campaigns to ease this potential conflict.
- **Identify a funding model that provides for long-term program sustainability.** The long-term sustainability of DUFb post-FINI grant funding is critical. We recommend initiating a fundraising campaign in spring 2018 that would provide diversified local funding.

- **Leverage partnerships and momentum with other complimentary efforts.** DUFEB staff should connect with the recently initiated KS Healthy Food Financing Initiative, or HFFI, and the Food and Agricultural Policy Collaboration, or FAPC, to coordinate efforts.

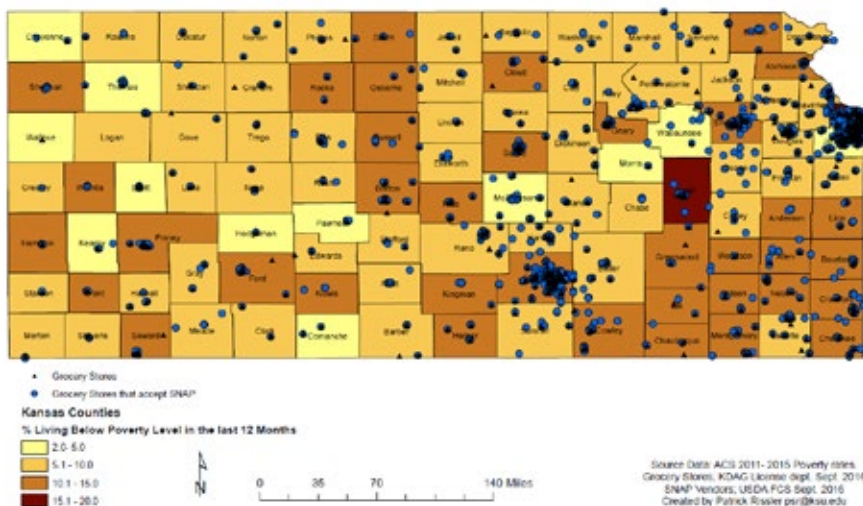
For additional details on each of these recommendations, see Appendix A, *Double Up Food Bucks Expansion Feasibility Plan*

OBJECTIVE 3:

Develop a Plan for Increased WIC Participation for Retailers and Consumers

In order to identify and address statewide food access needs for some of Kansas' most vulnerable populations, K-State's RGI identified counties by poverty rate and grocery stores accepting the SNAP and WIC food assistance programs.

Percentage of Kansas Households living in Poverty at the County level (September 2016)

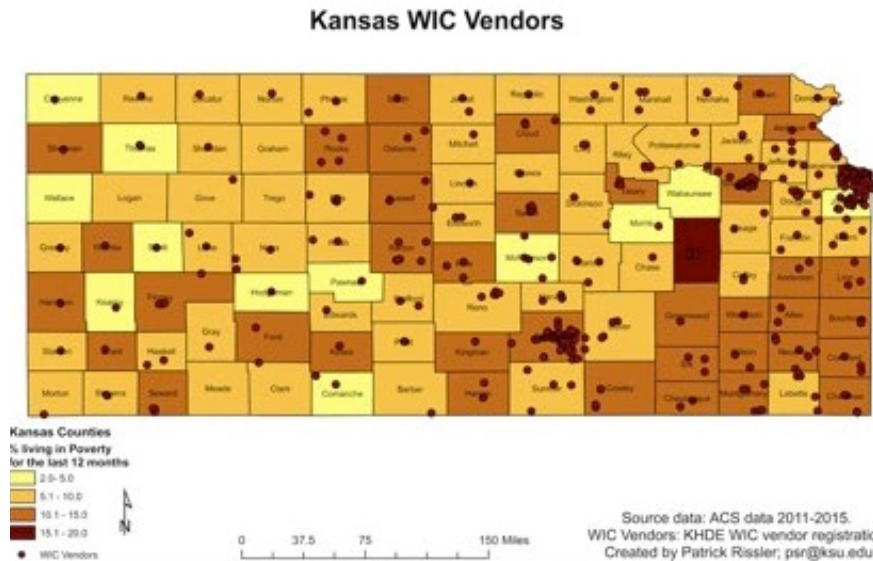


Map 5: identifies poverty by those stores accepting SNAP. For this particular project, however, we were interested primarily in WIC stores and participants.

The Special Supplemental Nutrition Program for Women, Infants and Children, known as WIC, is a federal program that offers nutrition services and health



education to qualifying households. The program is available to pregnant, breastfeeding and post-partum mothers and to their children under age 5 who meet income guidelines and have a documented medical or nutritional need.



Map 6: Illustrates poverty rates by county and identifies stores within those counties that accept WIC.

We convened four focus groups of WIC enrollees, to ascertain their thoughts regarding healthy food access and information needs. The following is a summary of the specific findings from our WIC focus groups. The primary themes identified are: (1) WIC enrollees' perceptions of healthy eating, (2) healthy food access, (3) healthy food strategies, (4) shopping behaviors, (5) food waste, and (6) technical and information resource requests.

Perceptions of healthy eating

When asked, "What does it mean to be healthy?" WIC participants provided a number of responses. For many, eating from all of the food groups and eating low-fat foods constituted being healthy. Most also expressed the importance of imposing restrictions, which included limiting fatty and processed food intake, avoiding fast foods and additives, and controlling portion sizes. Others felt that introducing diversity into diet was essential to being healthy and a few shared confusion over what "organic" really means.

Healthy Food Access

Accessibility was considered from two perspectives: resources and barriers. Healthy food resources included chain supermarkets and grocery stores like WalMart, Dillons, Price Chopper, and Costco. Discount stores are also a popular option, such as Dollar General and Dollar Tree, although healthy options can be very limited. Community-based options like ethnic food marts, local meat lockers, food banks and church pantries are commonly frequented. Many also utilize farmer's markets, community and residential gardens, or raise their own animals. WIC is a source of healthy food for individuals, providing a variety of fresh produce options, and the yogurt is popular with children.

"You buy a case of Ramen noodles for nothing. It's horrible nutritionally, but you have to do that sometimes to make sure your kids don't go hungry."

The main barriers to healthy food access and healthful eating were lack of affordability, time constraints, limitations imposed by program requirements, lack of education or mixed messages, and transportation.

"I have to work two or three different jobs. One of them I work at a store where I get a discount on my food. I do that so I can keep my discount going."

In terms of affordability, individuals found that unhealthy, processed foods are more affordable — and offered in larger portions — than healthy foods. When individuals are faced with having to choose between paying higher prices for healthier food versus other pressing expenses like housing, utilities, child care, and medical bills, the unhealthy option is more feasible. Furthermore, healthier foods often require more preparation and time constraints are limiting; several individuals expressed a lack of knowledge in food preparation techniques.

Although beneficiaries expressed a desire to eat healthier, program limitations present a challenge. WIC, for example, does not support organic food purchases or provisions for those dietary constraints, and SNAP does not promote healthy foods. This sends mixed messages to beneficiaries about the value of healthy eating. Eligibility guidelines, the application process and service delivery for these programs is a major barrier in and of itself.

Finally, transportation acts as a barrier to healthy food access. Many individuals do not possess cars or they share a car for the household. Public transportation is inconsistent; some communities have well-developed transit systems in place, others do not. Bus stops are sometimes several miles away from neighborhoods or pickups have to be scheduled in advance. Transporting groceries and children is challenging. Although some walk to the

"I have to walk or take the bus"

store, weather conditions will always be a concern, and hauling groceries for several miles, in some cases, is just unrealistic.

Healthy Food Strategies

Beneficiaries have developed strategies to help make decisions that are more healthful by employing personal organization techniques, seeking alternative retail options, taking advantage of discount opportunities, and leveraging relationships and social networks.

Some individuals have personal organization techniques that help them to shop more strategically. Meal planning and grocery lists serve as examples. Many also take advantage of discount opportunities, leveraging incentive programs and collecting coupons to use on “double days.” Some individuals shared that they work at grocery stores to receive employee discounts. Alternative retail options like mobile grocery stores help individuals to access healthy food options. Buying in bulk at discount clubs like Sam’s Club helps as well.

“Assuming a family eats healthy meals is assuming that they have utensils, appliances, knowledge on how to cook, and a lot of other assumptions.”

Finally, individuals leverage relationships and social networks to access healthy food. Local church events and food banks offer meals and vouchers. Having children in the household, more specifically during times of the year when school is not in session, also motivates healthy food stock in households.

Shopping Behaviors

Cost is the greatest influence on shopping behavior. Beneficiaries stretch their limited food budget dollars by seeking coupon deals and participating in rewards programs, especially those that combine fuel savings. Customer service is also a strong influencer. WIC beneficiaries often feel cashiers negatively perceive them and many choose not to shop at certain retailers due to poor treatment. Finally, some individuals expressed a distrust in shopping at alternative retail outlets, such as roadside farm stands.

Food Waste

The most practiced cost-saving and waste-reducing measure taken by beneficiaries is making use of leftovers. Individuals also “transform” leftovers into new meals; burritos were frequently mentioned as a popular transformation. Several individuals try to freeze leftover items for future use; however, this poses an issue for those with limited living space or those who do not have the means to

transport a freezer unit to their residence. Finally, some individuals create animal feed from their leftovers.

Technical and Information Resource Requests

The four main requests for technical and information resources were based in education, marketing and solicitation, program streamlining, and developing community food sources.

- **Education.** Beneficiaries expressed an interest in cooking home meals but lacked the ability. Requests for cooking classes, especially those tailored to healthful eating and WIC-approved products while taking into consideration time limitations and introducing ingredient substitutions, were common. Lessons on the nutritional components of food products and meals are important, including understanding My Plate. Beneficiaries expressed an interest in learning about couponing and in cooking videos, which, for their visual references, are considered useful for multilingual audiences.
- **Marketing and Solicitation.** A common issue shared amongst beneficiaries was a lack of awareness; they believe that resources are generally not advertised well. Individuals would like to have access to resource pamphlets listing local service agencies or locations to purchase and/or rent cooking equipment and supplies. Beneficiaries shared that some communities have established successful swap shops where these items can be found; however, there are many individuals who lack major kitchen equipment altogether. Requests for hotline assistance were also made with the suggestion to leverage churches and libraries in this capacity.
- **Streamlining.** The requirements imposed by WIC can make grocery shopping challenging. Finding ways to make the WIC shopping experience less complicated would be of great value to beneficiaries. The transition to e-WIC helps mitigate some of these issues but not every state has implemented this electronic version yet. Some WIC offices have found success by providing WIC-approved products on-site.
- **Community food sources.** Home-cooked meals are a heavily used cost-saving strategy in beneficiary homes. Developing the means for self-sufficient food

“I’m not going to let a cashier’s attitude deter me from getting food for my family. I do OK getting food; I think my issue is knowing how to prepare it. I wish they had community cooking classes teaching me how to prepare food.”

“I don’t leave my house. I run a day care and I can’t just leave the house and go get it during their hours.”

sources would help to cut costs further. Residential and community gardens are one such viable option.

Challenges and Opportunities

Overall, grocery store owners tended to be more familiar with SNAP than with WIC. In fact, almost all the grocery store owners we spoke to allowed SNAP to be used at their stores but not WIC. One store even spoke about having offered WIC in the past, but deciding to discontinue WIC because of the logistical difficulties in offering the program. Grocery store owners mentioned product mix, stocking requirements and time-consuming paperwork as challenges with the WIC program. For some of the smaller stores and specialty grocers, the inflexible product requirements may not fit the clientele of the store. For example, stores with a focus on natural and organic products tend to not offer WIC in part because WIC guidelines do not allow the purchase of anything organic. In addition, the standards for inventory levels and number of options per item presented a challenge for stores with limited space. In some instances, stores have been able to apply for a waiver through their WIC agency. This allows stores to maintain lower inventory levels as long as when a customer asks for a product that is out of stock, the store is able to acquire that product within 24 hours. As compared to SNAP, WIC is still operated using paper checks. Transitioning from paper checks to an EBT program like SNAP is in the pipeline, and this is looked upon positively by grocery store owners. As the program stands currently, paper checks are problematic during checkout as there is a precise process for cashiers to follow with checks that can be rather time-consuming.

Some positive attributes of the WIC program have been noted by grocery store owners. For some small stores, the ability to offer WIC provides a reliable income that positively impacts the store's bottom line. The addition of WIC may not make much difference for larger chain stores, but for the many independent rural retailers in Kansas, offering WIC has the effect of offering a "niche" market. This is especially helpful in rural areas where a new WIC vendor could be the only one in the county. In addition, the WIC name is known to offer healthy options. In some cases, it's been seen that purchase of WIC products are not only being made by WIC customers, but also by customers interested in making the healthy choice. In this way, offering WIC could bring in additional sales beyond WIC customers.

Recommendations to Increase WIC/Grocery Store Participation:

- Kansas should move as quickly as possible to implement an e-WIC payment process.
- Provide education for store owners regarding economic and health benefits of WIC.
 - Educate owners and employees to reduce stigma.
- Support dollar matching programs such as DUFEB as they are interventions that improve low-income families' access to healthy food while enhancing grocers' bottom line.
- Provide additional education to WIC enrollees.
 - How to shop healthy.
 - How to cook healthy.
 - Additional service information — how to access social services; where to find additional sources of healthy food.

Concluding Thoughts

From our year of research, it is clear that there is significant need for technical assistance for those stakeholders working to improve Kansans' access to healthful food and for grocery owners running their small businesses. Beyond the need for increased access to information, there is also the need for a coordinating entity. We believe the recommendations identified in this report could best be addressed by creating an infrastructure for a statewide technical assistance collaborative and learning laboratory. This collaborative and laboratory would focus its technical assistance and learnings around three interrelated healthy food access challenges:

- The challenge of strengthening retail food outlet business practices while expanding the healthy food options within grocery stores, especially in rural parts of Kansas. As part of this challenge, this project explored the technical assistance needs for collaborating with a Community Development Financial Institution to administer a healthy food financing initiative.
- The challenge of increasing the reach of the Double Up Food Bucks program beyond the current six farmer's markets in northeast and southeast Kansas where Market Match currently exists; and.
- The challenge of expanding the number of WIC-authorized retailers, especially in rural and frontier towns and counties.



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Appendix A: Double Up Food Bucks Sustainability Plan

Significant interest exists in Kansas for the expansion of Double Up Food Bucks, or DUFb, programming. Recognizing the benefits to families and farmers, Kansas communities across the state regularly request the inclusion of their farmer's market or grocery store in the Double Up program.

The following Sustainability Plan charts a course for the growth of DUFb across the state. This plan is informed by stakeholder interviews, national models of SNAP matching programs in other states, and experience operating the current program in Kansas.

The successful DUFb Program in Kansas will focus on four core functions:

- Program Implementation and Communications
- Measurement and Evaluation
- Fundraising for Sustainability
- Partnerships and Advocacy

Program Implementation and Communications: The heart of the DUFb program is the actual implementation of SNAP matching at farmer's markets and grocery stores. This involves setting up new markets, managing existing markets' program implementation challenges, and ensuring that the program is run efficiently and effectively. Communication involves all of the program promotion needed to ensure that SNAP users understand and utilize the program, that vendors can effectively implement and communicate the program benefits, and that market and grocery managers have the necessary tools to promote DUFb in their communities.

Measurement and Evaluation: The DUFb incentive is tracked in two ways: The DUFb earned — i.e., the dollar for dollar match in DUFb tokens a customer receives when they scan their Vision card — and the DUFb redeemed — i.e., how much is actually spent at the vendors' booths. The Fair Food Network provides an online data entry portal for markets to consistently report programmatic data. Program staff continue to look for ways to improve the tracking and measurement of these core data sets. Independent, third party evaluation of the DUFb program is also a necessary program component. External evaluators gather data on the two

central program goals: nutritional improvements in low-income families and local economic impact for farmers.

Fundraising for Sustainability: Funding insecurity is a key threat to the DUFB program. The program is currently funded by a USDA FINI grant, but that funding will end in May 2019. To ensure the longevity of the program, a diverse funding base should be built in 2018. (See Page 2 for details).

Partnerships and Advocacy: Double Up Kansas is part of the Double Up Heartland Collaborative, which involves five partner organizations across Kansas and Missouri. Continuing this bi-state collaborative will ensure program coordination between all entities implementing DUFB in the region. Advocating for ongoing support for FINI funding in future farm bills and state level support for SNAP programs will also be crucial for program longevity and success.

Funding a Future Double Up Food Bucks Program

Funding for DUFB post-FINI grant is critical. A diverse funding mix will create a stable, sustainable program for Kansans.

We recognize that significant momentum exists and a variety of funding sources are available to support this work in Kansas and across the nation. This funding mix will take advantage of these timely opportunities to build a robust organization, while simultaneously engaging local communities in supporting programs that benefit their own communities.

Proposed Funding Mix



Proposed Funding Strategy

Funding for core program services, personnel, indirect costs and contractual items would be provided primarily through three sources: Federal funding, such as the USDA's various grants that support local food systems and health like FINI, FMPP and LFPP; Kansas agencies and foundations, such as Kansas Health Foundation, Sunflower Foundation, Blue Cross Blue Shield and K-State Research and Extension; and national organizations, such as Fair Food Network and Wholesome Wave.

The funding for the actual dollar for dollar match should be raised in local communities. We envision this being an extension of the dollar for dollar match concept. Here's a potential scenario: A community approaches DUFB to launch a program at the local farmer's market, and we estimate the need to be \$5,000 over the course of the season. DUFB can provide \$2,500 if it is matched by \$2,500 in the local community. These modest funds could be provided through community foundations, family foundations, chambers of commerce or fundraising events. We see this local funding match as critical to proving community support for these initiatives and evidence of community buy-in.

In this funding scenario, the four core program functions listed on Page 1 create the support structure under which a new community can join DUFB. The dollar for dollar match provided by that community will be relatively modest — \$1,000 to \$7,500 — but 90 percent of local funds will go directly to low-income families, not to program overhead. We have found that local community foundations especially want to see most, if not all, dollars go to direct service rather than program administration. However, we would advocate for including a 10 percent overhead charge to offset a portion of the program administration.

Proposed organizational structure and sample annual program budget

Double Up Kansas should be organized as a 501(c)3 nonprofit organization, or act as a fiscally-sponsored project of an existing nonprofit. This will provide the strongest organizational structure from which to fundraise for program needs.

The board of directors would provide organizational governance and leadership, in partnership with the executive director. The board would assist in stewardship and ensure the continuity of the organization.

The executive director would be responsible for all administrative, programmatic and strategic needs of the organization, including fundraising, community partnerships, and outreach. The executive director would also oversee the organization's personnel needs, as detailed below:

- Supervision of staff accountant responsible for measuring and tracking the DUFB match incentive.
- Management of contracted, local program implementers (managers of individual markets and in some cases, a regional coordinator of several market programs).

- Coordination of a third-party program evaluation firm.
- Communications and design support for earned, paid and social media program advertising.

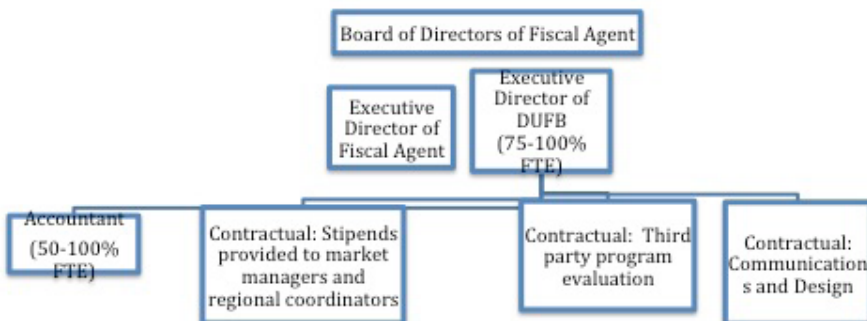
Given the geographic distance across the state, we strongly recommend the creation of regional program leads that assist markets with program implementation. We currently have three regions that have sufficient DUFEB participation to warrant regional coordinators in eastern Kansas, and anticipate that two additional regions would become significant in the future: Wichita area and northwest Kansas.

The following page shows two organizational structure scenarios that DUFEB could pursue: 1) an independent, 501(c) 3 nonprofit status, or 2) partner with an existing nonprofit to serve as fiscal agent.

Scenario 1: Double Up Food Bucks as Stand-alone Nonprofit Organization



Scenario 2: Double Up Food Bucks as Fiscally-sponsored Program of Existing Nonprofit



Sample Annual Budget

Developing an actual annual budget depends upon the number of markets and grocery stores in the program, as the program implementation needs increase or decrease based upon the number of participating markets. However, we have found that the following budget categories are critical to consider when planning for a successful, sustainable program:

Personnel

Salary & fringe (ED & Accountant)

Contracts with market managers/regional coordinators

Contract for third party evaluation

Contract for communications and design work

Double Up Match Funding

Dollar for dollar match for number of markets, groceries

Travel

Funding for two national meetings/conferences for staff

In-state mileage reimbursement for travel to markets

Communications

Printing of DUFEB promotional materials

Advertising, especially social media ad buys

Equipment

EBT equipment, wireless fees needed to operate program

Tokens, coupons, etc.

