Appendix B

A summary of methods used to evaluate emergency shelter participation in the Child and Adult Care Food Program

Susannah Barr, PhD, MPH
Child Nutrition Research and Analysis Division
Office of Policy Support
USDA Food and Nutrition Service

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Introduction

This Appendix summarizes the methods for each sub-project of the CACFP Emergency Shelter Characteristics Study.

CACFP Emergency Shelter Contact List

In June 2023, the Office of Policy Support contracted with Westat Insight to collect contact information for all shelters participating in the Child and Adult Care Food Program (CACFP) between October 2022 and June 2023. Eleven States confirmed they did not have any CACFP emergency shelters in their States. In total, we received contact information for 368 shelters across 43 States.

Survey Data Collection

The Office of Policy Support at FNS contracted with SP Group, LLC to conduct the 2023 CACFP Emergency Shelters Census. The 20-minute survey captured responses from 242 shelters (response rate: 66 percent) from October 26, 2023 to December 21, 2023 via web or telephone. Most responses (93 percent) were collected via web survey.

Sponsors of multiple shelters were contacted prior to data collection to ensure that information for their shelters was up-to-date and to determine who at the shelter or sponsoring organization should be answering the survey. Neither shelters nor sponsors reported issues with getting the survey to a staff member who could answer all the survey questions. The survey is included in the last section of this appendix.

Survey findings were not weighted. There were no significant variations in non-response rates based on geography, and FNS was not aware of additional factors that might affect response rates.

FNS-44 Data

The National Data Bank is FNS's primary repository for monitoring data collected for its programs.[1] CACFP is administered by 56 agencies in 54 States and territories ("States"). Form FNS-44, "Report of the Child and

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[1] [Program Data Overview | Food and Nutrition Service (usda.gov)](usda.gov)

Adult Care Food Program," must be submitted by the administering State agency to FNS within 30 and 90 days after the end of the month to claim and receive monthly reimbursement for meals served.[2] The FNS-44 form collects data for all CACFP providers including family daycare comes, childcare centers, adult daycare centers, and emergency shelters. Emergency shelters are a subset of childcare centers, along with outside school hours care centers, for-profit childcare centers, head start centers, and at-risk afterschool programs.

The FNS-44 form refers to institutions and outlets. Institutions are analogous to sponsoring organizations, while outlets are analogous to sites.[3] Throughout the main report on emergency shelters, we use "shelters" instead of "sites" for the sake of clarity. The total number institutions and outlets that participate in CACFP as childcare centers are reported quarterly on the FNS-44 (December, March, June, September) in rows 8 through 10. Data for emergency shelters is reported semi-annually (October, March) in Boxes 11e, 12e, and 13e. Data in the National Data Bank is organized by federal fiscal year (FY), which begins on October 1 and ends September 30 and is named for the year in which it ends.

Average daily attendance (ADA) is a statewide measure of the number of participants that received meals through CACFP each day that a site operated CACFP. [4] The FNS-44 does not provide instructions for calculating ADA, but instructions for calculating ADA in other FNS programs indicate that is based on meals served.[5] Throughout the main report and Appendix A, ADA or average daily attendance is described in terms of participants per day.

We pulled sponsor (Box 11e), shelter (Box 12e), and ADA (Box 13e) counts from October 1999 to March 2023 to conduct national and State-level analysis of the program. We calculated the number of shelters per sponsor (sponsor size) and the number of participants per shelter (shelter size or participants per shelter per day or ADA per shelter) for each reporting period.

We performed the same analysis for the number of CACFP childcare centers (Box 9a) and their sponsors (Box 8a) to compare emergency shelters to other CACFP childcare centers in the main report.

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[2] fns-44cacfp.pdf (azureedge.us)
[3] These aspects of the program are explained in the main body of the report.
[4] Participants can be hildren, adults with disabilities, or adults over the age of 65, depending on the CACFP component.
[5] SFSP09-2017 (azureedge.us)

School Meal Operations Study

The School Meal Operations (SMO) study collected monthly administrative data for all components of CACFP from State CN agencies from the start of the pandemic in March 2020 through September 2022. The subset of SMO data analyzed for this report describes monthly meal claims by meal service (breakfast, lunch, supper, or snack service) and participants served for each month of the SMO study period. Most States provided this data for each emergency shelter that operated in their State.

Table 1. Summary of missing and interpolated data for each year of the SMO study.

Study Year	March 2020 to September 2020	October 2020 to September 2021	October 2021 to September 2022
States without CACFP emergency shelters	Arkansas	Arkansas	Arkansas
	Mississippi	Mississippi	Mississippi
	Wyoming	Wyoming	Wyoming
	Puerto Rico	Puerto Rico	Puerto Rico
	Vermont	Vermont	Vermont
	Guam	Guam	Guam
			Oklahoma
			Montana
			Oregon
States without shelter-level SMO data[6]	California	California	California
	Rhode Island	Rhode Island	Rhode Island
	Connecticut*	Nevada*	Georgia*
	Maryland*	Nebraska*	
	Pennsylvania*		
	Iowa*		
	Wisconsin*		

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[6] The asterisk (*) denotes States for whom the number of operators, total number of meals, and calculated participation could be estimated based on FNS-44 data and reporting for two SMO data collection periods.

However, some State CN agencies were unable to provide shelter-level data for every year of the SMO study[7] so we used FNS-44 data to determine whether these States had any emergency shelters operating during those years. For States that were able to provide data some years but not others, we used FNS-44 data combined with other years of SMO data to estimate number of shelters, total number of meals, and participants served. They are marked with an asterisk (*) in Table 1. Six State agencies did not report any emergency shelters participating in CACFP on the FNS-44 during the SMO study period.

Based on FNS-44 data, Rhode Island and California account for about 10% of the total number of CACFP shelters operating during the SMO study phases. The exclusion of shelter-level data for California may have skewed the results of analysis from the SMO study, as the vast majority of shelters for which there was missing data were in California.

Public Data Searches

In collaboration with SP Group and Abt Associates, FNS used public data searches to identify a) State agencies that oversee CACFP for emergency shelters in each state where shelters were participating in FY 23, b) the State agencies that receive Emergency Services Grant funding from US Housing and Urban Development in each state, and c) key information about the way emergency shelters are governed in each state. Throughout our efforts we encountered other open data sources that would be helpful for supporting research at the State and local levels, including the State of Texas Open Data Portal. The data from public data searches is integrated into State descriptions in Appendix A.

Texas Department of Agriculture Data

The Texas Department of Agriculture (TDA) posts participation data for CACFP on Texas's Open Data Portal[8]. TDA collects data on the first of the month (e.g., October 1, 2017) to describe participation in the previous month (e.g., September 1 – 30, 2017). We used data from TDA to understand a large spike in FNS-44 data for Texas in October 2017. TDA identified shelters that were part of the response to Hurricane Harvey by adding "HH" to the name of the shelter, which made this analysis possible. Using the TDA data and a series of focused internet searches, we answered the following questions:

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[7] States were asked to provide data at the lowest level of aggregation available. States without outlet-level data were able to provide sponsor-level data, which does not distinguish emergency shelters from other CACFP outlets.

[8] 2018 | Open Data Portal (texas.gov)

1. How many of the sponsors and shelters reported on the FNS-44 in October 2017 were involved in the response to Hurricane Harvey?

2. How much of the ADA reported for Texas on the FNS-44 in October 2017 was due to Hurricane Harvey?

3. What kinds of sponsors and sites did TDA designate as CACFP emergency shelters during the response to Hurricane Harvey?

According to our calculations, shelters in Texas operated CACFP for 20.24 days of the October 1 meal claiming period. CACFP Operating days are not posted in TDA's public data set. This number was calculated by dividing the total enrollment reported by TDA for all shelters by the ADA reported on the FNS-44.

Review of State Emergency Shelter Regulations

SP Group focused their efforts on state-level regulation of emergency shelters by scouring State agency websites and legal codes for relevant information. Information availability varied by State. The study team found that eight States have significant regulation of emergency shelters at the State level (CA, CT, DE, HI, IL, NJ, NY, and TX), while 26 States do not impose significantly more regulation than the US Department of Housing and Urban Development requires for its Emergency Solutions Grant (ESG) program. Thirteen States had limited information available for the study team to determine the level of State involvement in regulating emergency shelters (CO, FL, GA, IA, ID, IN, MI, MT, NM, SD, WA, WI, and WV).

Survey Questions and Answers

Q1. Do the following apply to your site?

Help screen: Site – physical location of licensed or permitted building where clients receive meals
National-level non-profit organization- Examples of national non-profit organizations include The Salvation Army, YWCA, and Catholic Charities

	Yes	No	Don't Know
Faith-based	1	2	8
Affiliated with a national-level non-profit organization	1	2	8

Participates in HMIS (Homeless Management Information System)	1	2	8
Dependent on volunteers for meal operations	1	2	8

Section 2. Client Demographics

Q2. Under normal (non-pandemic) circumstances, what populations does your site serve?

    a. Indicate Gender Restrictions. Select all that apply.

☐ Males only

☐ Females only

☐ Other Gender Restrictions

☐ No gender restrictions applied

☐ Don't Know

        i. (ASK IF Q2A= Males only, Females only, OR Other Gender Restrictions) Do these gender restrictions only apply to individuals aged 18 years or older?

            (1)   Yes

            (2)   No

            (3)   Don't Know

    b. Indicate Age Groups. Select all that apply.

☐ Infants (0 – 12 mo.)

☐ Children (13 mo. – 5 yrs)

☐ Children (6 – 12 yrs)

☐ Youth (13 – 18 yrs)

☐ Young Adults (19 – 24 yrs)

☐ Adults (25 – 64 yrs)

☐ Elders (65+)

☐ Don't Know

    c. Identify for which age groups your site claims meals as an Emergency Shelter through CACFP. Select all that apply.

☐ Infants (0 – 12 mo.)

☐ Children (13 mo. – 5 yrs)

☐ Children (6 – 12 yrs)

☐ Youth (13 – 18 yrs)

☐ Disabled Adults (19+)

☐ Don't Know

Q3. Average Daily Attendance (ADA) is calculated as the total number of people served divided by the number of days of service. What is your site's ADA? If you don't have the exact number, your best guess is fine. _____ (RANGE 0-1000)

Help screen: Average daily attendance (ADA)– total number of people served divided by the number of days of service. FNS usually requests ADA for one month, but ADA can be calculated for other timescales (weeks, quarters, years, etc.)

a. If available, please provide Average Daily Attendance (ADA) by age group. If you don't have the exact number, your best guess is fine. If this information is not available and you do not feel you can make an accurate guess, check the "Not available" box.

Programming Note: Only age groups selected in Q2b should appear in the table below. If all Q2b groups selected are all under age 18, then this question is skipped because Q3 answers it.

Age Group	Average Daily Attendance (ADA)	Not Available
Children 0-18 years		☐
Adults with Disabilities		☐
Adults without Disabilities		☐

b. Did the Average Daily Attendance (ADA) counts you just provided include clients who are ineligible for meal claims (i.e. non-residents, adults whose meals cannot be claimed, etc.)? If the numbers provided ONLY reflect clients for whom meals were claimed, choose "No".

(1)   Yes

(2)   No

(3)   Don't Know

Q4. Is it in your organization's mission to serve any specific groups of people experiencing homelessness? Select all that apply.

☐ Families

☐ Runaways or unaccompanied minors

☐ Migrants

☐ Domestic abuse survivors

☐ Other (please explain): _____

☐ No, we do not serve specific groups

☐ Don't Know

Q5. What is the average length of stay for your residents (in days)? If you don't have the exact number, your best guess is fine. _____Days (RANGE 0-1000)

Help screen: Resident – an individual who temporarily resides at the shelter

Q6. Does your shelter have a limit on the length of stay per resident?

(1)   Yes

(2)   No-skip to Q7

(3)   Don't Know-skip to Q7

ASK Q6b IF Q6=1

b.   What is the limit on the length of stay per resident? _____(days) (RANGE 0-1000)

Q7. What percentage of residents are considered chronically homeless? If you don't have the exact number, your best guess is fine. _____% [Range 0-100]

☐ Don't Know

Chronically homeless (HUD, abridged)-
o   A homeless individual with a disability who lives in an emergency shelter and has been homeless and living as described for at least 12 months or on at least 4 separate occasions in the last 3 years, as long as the combined occasions equal at least 12 months and each break in homelessness separating the occasions included at least 7 consecutive nights of not living as described.
o   An individual who has been residing in an institutional care facility for less, including jail, substance abuse or mental health treatment facility, hospital, or other similar facility, for fewer than 90 days and met all of the criteria of this definition before entering that facility; or
o   A family with an adult head of household (or, if there is no adult in the family, a minor head of household) who meets all of the criteria of this definition, including a family whose composition has fluctuated while the head of household has been homeless.

Section 3: Emergency Shelter Operations

Q8. Describe your site's current operations schedule (regardless of whether you claim meals for those days). SELECT ONE.

(1)   Every Day including holidays

(2)   Every Day except holidays

(3)   Seasonally

(4)   Weekdays

(5)   Weekends

(6)   As needed

(7)   Don't Know

Q9. Did this site participate in the emergency shelter component of CACFP prior to Fiscal Year 2023?

Help screen: Fiscal Year 2023 (FY 2023)- October 1, 2022 to September 30,2023; Also known as Federal Fiscal Year 2023 and equivalent to Program Year 2023 (PY 2023) for CACFP

    (1)   Yes

    (2)   No-skip to Q9c

    (3)   Don't Know-skip to Q9c

b.   (ASK IF Q9 = 1) How often does your site claim meals from CACFP in a typical fiscal year?

SELECT ONE.

    (1)   Every month

    (2)   6 to 11 months per fiscal year

    (3)   2 to 5 months per fiscal year

    (4)   1 month or less per fiscal year

    (5)   Don't Know

c.   (ASK 9C if Q9=2 or DK) How often did your site claim meals from CACFP in 2023? SELECT ONE.

    (1)   Every month

    (2)   6 to 11 months per fiscal year

    (3)   2 to 5 months per fiscal year

    (4)   1 month or less per fiscal year

    (5)   Don't Know

Q10. Do residents live in a separate location from where they receive CACFP meals?

    (1)   Yes

    (2)   No, residents are housed in the same location where they receive meals-

           skip to Q11

    (3)   Don't Know-skip to Q11

b. (ASK Q10b IF Q10=1) Where are the residents housed?

    (1)   Housed in hotel/motel rooms provided by the program operator

    (2)   Housed in another type of accommodation provided by the program

           operator

(3)   Don't Know

Q11. (ASK Q11 SERIES IF Q9=1) If your site used Covid-Era policies, please indicate the specific practices used. If Covid-19 policies were not used, please select the option "No Covid-19 policies used".

Programming Note: If "No Covid-19 policies used" is selected, respondents should not be allowed to select anything in the table.

Practices allowed by Covid-19 policies:	Yes	No	Don't Know
Meal service to young adults (19–24-year-olds)	1	2	8
Non-congregate Meals	1	2	8
Meal Pattern Flexibilities	1	2	8
Meal Service Time Flexibilities	1	2	8
☐ No Covid-19 policies used			

Section 4. Organization Scope

Q12. In addition to temporary housing and food services, what other types of services does your site offer? Check all that apply.

Help Screen: Legal services-Included but not limited to providing residents with a legal advocate, legal consultations or referrals to consultations

Type of Services	Yes	No	Don't Know
a. Clothing Assistance	1	2	8
b. Case Management	1	2	8
c. Mental Health Services	1	2	8
d. Substance Abuse Services	1	2	8
e. Medical Services	1	2	8
f. Childcare Services	1	2	8
g. Legal Services	1	2	8
h. Other (please specify)	1	2	8

a. (ASK IF ANY Q12a-j=1) Are the following service(s) that you offer available to residents and/or non-residents?

Programming Note: Only services that are selected "yes" in Q12 should appear in the following table. If none are selected "yes", skip to Q13a

Help Screen: Legal services-Included but not limited to providing residents with a legal advocate, legal consultations or referrals to consultations

Type of Services	Available to Residents Only	Available to Residents and Non-Residents	Don't Know
a. Clothing Assistance	1	2	8
b. Case Management	1	2	8
c. Mental Health Services	1	2	8
d. Substance Abuse Services	1	2	8
e. Medical Services	1	2	8
f. Childcare Services	1	2	8
g. Legal Services	1	2	8
h. Other (please specify)	1	2	8

Q13. Does your site operate as any of the following site types which also qualify for CACFP:

Site Type	Yes	No	Don't Know
a. Childcare Center	1	2	8
b. Family Day Care Home	1	2	8
c. Adult Day Care Center	1	2	8
d. Outside School-Hours Care Center	1	2	8
e. Head Start Center	1	2	8

a. (ASK Q13A IF ANY Q13.a-e=1) Do you claim meals for non-resident children under the following site types which qualify for CACFP?

Programming Note: The table should only fill with those site types that were selected 'yes' in Q13.

Site Type	Yes	No	Don't Know
a. Childcare Center	1	2	8
b. Family Day Care Home	1	2	8
c. Adult Day Care Center	1	2	8
d. Outside School-Hours Care Center	1	2	8
e. Head Start Center	1	2	8

Q14. Does your facility participate in CACFP At- Risk Afterschool?

<div align="center">

(1)   Yes, including non-residents

(2)   Yes, residents only -skip to Q16

(3)   No -skip to Q16

(4)   Don't Know-skip to Q16

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Q15. (ASK Q15 IF Q14=1) How often does your facility claim meals from CACFP for non-residents participating in the At-Risk Afterschool component?

                  (1)   12 months per fiscal year

                  (2)   6 to 9 months per fiscal year

                  (3)   2 to 5 months per fiscal year

                  (4)   1 month or less per fiscal year

                  (5)   Don't Know

Q16. Do you serve meals (for free or for a price) to non-residents for whom you cannot claim reimbursement?

                  (1)   Yes

                  (2)   No

                  (3)   Don't Know

Section 5. The Value of CACFP for Emergency Shelters

Q17. In addition to CACFP, what other funding sources does your site use? (Check all that apply)

- ☐ Local funding (grants, tax provisions, etc.)
- ☐ State funding (grants, tax provisions, etc.)
- ☐ Federal programs or grants
- ☐ Grants from Private/Non-profit organizations
- ☐ Paid meals/Fees charged to non-residents
- ☐ Private Donations/Fundraising
- ☐ (95) Other Specify_____
- ☐ None
- ☐ (98) I don't know

Q18. Why does your facility choose to participate in CACFP as an Emergency Shelter? If you no longer participate in CACFP, why did you stop?

[Open-ended question]

☐ Prefer not to answer

Q19. The USDA Food and Nutrition Service is trying to improve CACFP participation and would like your feedback. Please describe any past and ongoing challenges that your emergency shelter has faced with CACFP participation. Consider your experiences with initial or reoccurring enrollment, recordkeeping, reporting, etc. If you no longer participate in CACFP, please describe any challenges your emergency shelter faced during CACFP participation.

[Open-ended question]

☐ Prefer not to answer