



Food and Nutrition Service
U.S. DEPARTMENT OF AGRICULTURE

Summer Electronic Benefit Transfer for Children Evaluation, 2015-18

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Glossary

CBO	community-based organization
CEP	Community Eligibility Provision
CEPI	Center for Educational Performance and Information
CNP	Child Nutrition Program
EBT	Electronic Benefit Transfer
FDPIR	Food Distribution Program on Indian Reservations
FNS	Food and Nutrition Service
ISP	Identified Student Percentage
IT	information technology
ITO	Indian Tribal Organization
MIS	management information system
NSLP	National Student Lunch Program
PL	Public Law
SBP	School Breakfast Program
SEBTC	Summer Electronic Benefit Transfer for Children
SFA	school food authority
SFSP	Summer Food Service Program
SNAP	Supplemental Nutrition Assistance Program
TANF	Temporary Assistance for Needy Families
USDA	U.S. Department of Agriculture
WIC	Special Supplemental Nutrition Program for Women, Infants, and Children

I. Introduction

During summers of 2011-2014 the Summer EBT demonstrations¹ were piloted with in 10 States and Indian Tribal Organizations (ITOs).² The authorizing legislation—the 2010 Agriculture Appropriations Act (PL 111-80)—also required an independent evaluation of the 2011-2014 Summer EBT demonstrations. That evaluation, funded by FNS and conducted by Abt Associates and its partners, included a random assignment impact study, an implementation study, and a cost study. The impact study found large positive impacts on food security and child nutrition. The associated implementation study showed that grantees implemented the projects successfully in a range of settings and with a range of implementation strategies (Collins et al., 2016).

Building on the success of the 2011-2014 demonstrations, FNS provided funding to 11 grantees during 2015-2018, including nine grantees from the earlier cohort. Grants were awarded annually between 2015 and 2018, with FNS typically announcing the awards between March and May, notably close to the start of the project period each year.

Over 2015-2018, the grantees continued existing projects from 2011-2014, expanded into additional rural areas and areas of extreme need, and tested new and innovative concepts to make Summer EBT more accessible to families that might face barriers to participating in related programs such as the Summer Food Service Program (where prepared meals are served to children in a congregate setting).

This document reports the results of the evaluation of the 2015-2018 Summer EBT demonstration projects conducted by Abt Associates. It documents how Summer EBT projects were implemented and administered during the summers of 2015 through 2018, including lessons learned from eight established grantees as they continued to evolve and mature their approaches to implementation. Three additional grantees offered further examples of project implementation. The evaluation also analyzed grantee administrative costs and describes benefit use during the same time period including participation and redemption patterns across a number of household and program characteristics.

Chapter 1 provides a broad overview of the evaluation. Chapters 2 through 5 present findings from the Implementation Study, starting with an overview of Summer EBT demonstration projects in Chapter 2. Chapter 3 describes the organizational structure of the projects, including staffing models at the lead agency and partnerships. Chapter 4 describes project operations including the process, challenges, successes, and future considerations of the benefit issuance process and outreach, technical assistance, and training. Chapter 5 provides an analysis of project administrative costs.

Chapter 6 provides findings from the Benefit Use Study, including analyses of household and child benefit use, benefit use by household characteristics, redemption rates by project mode and type of store where benefits were redeemed, and how benefit use varied with access to retailers and by locale.

A synthesis of the Implementation Study and Benefit Use Study is provided in Chapter 7. The appendices provide additional documentation, grantee profiles, and supporting data tables.

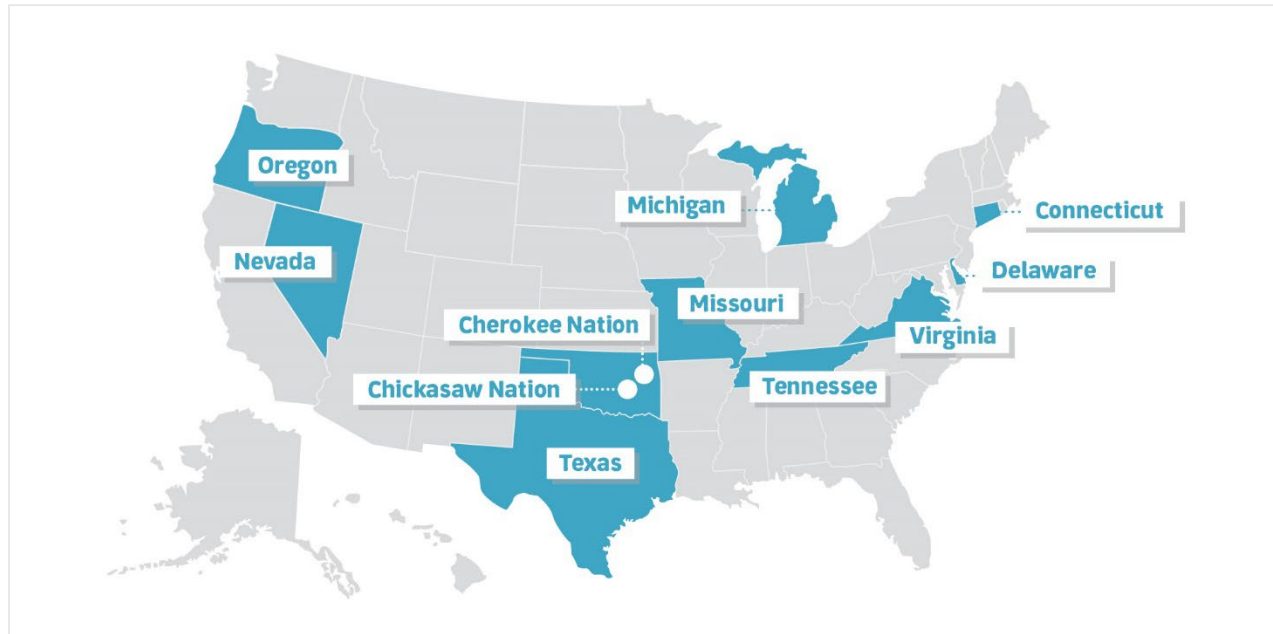
¹ Previously referred to as the Summer EBT for Children (SEBTC) Demonstration.

² 2011-2014 grantees: Cherokee Nation, Chickasaw Nation, Connecticut, Delaware, Michigan, Missouri, Nevada, Oregon, Texas, and Washington.

1.1 Overview of Summer EBT 2015-2018 Grantees

Between 2015 and 2018, FNS awarded Summer EBT demonstration grants to 11 States and Indian Tribal Organizations (ITOs) (Exhibit 1-1 below). States/ITOs had the flexibility to choose which of their agencies would lead their Summer EBT project.³ They also defined the roles of their other State and local partners. Most grantees chose their human services agency administering the Supplemental Nutrition Assistance Program (SNAP) or Special Supplemental Nutrition Program for Women, Infants, and Children program (WIC) to lead the Summer EBT project. Chapters 2 and 3 provide more detail about grantee agencies and their partners.

Exhibit 1-1. 2015-2018 Summer EBT Grantees



Grantees also identified local service areas in which their Summer EBT projects operated. These areas varied by size, urbanicity (urban/rural classification), number of children served, and number of participating school food authorities (SFAs). Over the course of the demonstration, funding appropriation levels grew from \$16M in 2015 to \$36M in 2018, allowing FNS to fund projects that served an increased number of children. (See Section 2.3 for more detail about service areas and number of children served.)

³ Throughout this report the term “project” refers to a grantee’s Summer EBT demonstration project.

Grantees chose to implement the demonstration through their EBT systems for SNAP (“Debit Card model”) or WIC (“Food Package model”). Five grantees operated the project through their WIC EBT system and six through their SNAP EBT system, following general SNAP or WIC program rules respectively. In States using the Debit Card model to deliver Summer EBT benefits, participants could redeem benefits for SNAP-eligible foods at any SNAP-authorized retailer in the country. In States/ITOs using the Food Package model participants could redeem benefits for a pre-determined set of foods at WIC-authorized retailers. FNS modified the traditional WIC food package to accommodate the nutritional needs of school-age children participating in Summer EBT. (See Section 2.5 for more detail about project models.)

Exhibit 1-2 below summarizes key features of the Summer EBT grantees from 2015 to 2018. In 2015, eight grantees implemented Summer EBT projects issuing benefits to approximately 146,000 children. Over the course of the following three years, the cohort expanded to 11 grantees issuing benefits to approximately 426,000 children.⁴ Half of the grantees used a Food Package model and half used a Debit Card model, and in 2015 and 2016 four grantees offered two different benefit amounts (Cherokee Nation, Chickasaw Nation, Michigan, and Nevada). The \$60 monthly benefit amount in 2015 and 2016 was only provided to those children who had participated in the 2011-2014 impact study; new participants at these grantee sites were offered the \$30 monthly benefit amount. For 2017 and 2018 all new and existing participants were only offered the \$30 monthly benefit. The Benefit Use study examines how redemption patterns vary across different models and benefit amounts, using available EBT data that covered nearly all households issued benefits in 2015 and 2016, and approximately 90 percent of households in 2017 and 2018. Due to incomplete and inconsistent grantee reporting, Exhibit 1-2 does not fully capture grantee operations and benefit issuance.

⁴ Delaware did not report the number of children or households issued benefits in their 2015-2017 Child Nutrition Program Surveys. Therefore, the number of children and households issued Summer EBT benefits in Delaware are not included.

Exhibit I-2. Overview of the Summer EBT Demonstrations by Year

Summer	Number of grantees (number of SFAs) and sites	Summer EBT model	Benefit amounts offered	Number of children participating ^f	Number of households participating ^f
2015	8 grantees (311 SFAs) ^a Cherokee Nation, Chickasaw Nation, Connecticut, Delaware, Michigan, Missouri, Nevada, Oregon	4 Food Package model 4 Debit Card model	\$30 and \$60	111,063	64,284
2016	8 grantees (476 SFAs) ^b Cherokee Nation, Chickasaw Nation, Connecticut, Delaware, Michigan, Missouri, Nevada, Oregon ^c	4 Food Package model 4 Debit Card model	\$30 and \$60	184,303	109,389
2017	9 grantees (499 SFAs) ^d Cherokee Nation, Chickasaw Nation, Connecticut, Delaware, Michigan, Missouri, Nevada, Oregon, Virginia	4 Food Package model 5 Debit Card model	\$30 only	205,229	117,832
2018	10 grantees (723 SFAs) Cherokee Nation, Chickasaw Nation, Connecticut, Michigan, Missouri, Nevada, Oregon, Tennessee, Texas, Virginia ^e	5 Food Package model 5 Debit Card model	\$30 only	279,184	167,190

Source: 2015-2018 Child Nutrition Program (CNP) Surveys and EBT transaction data

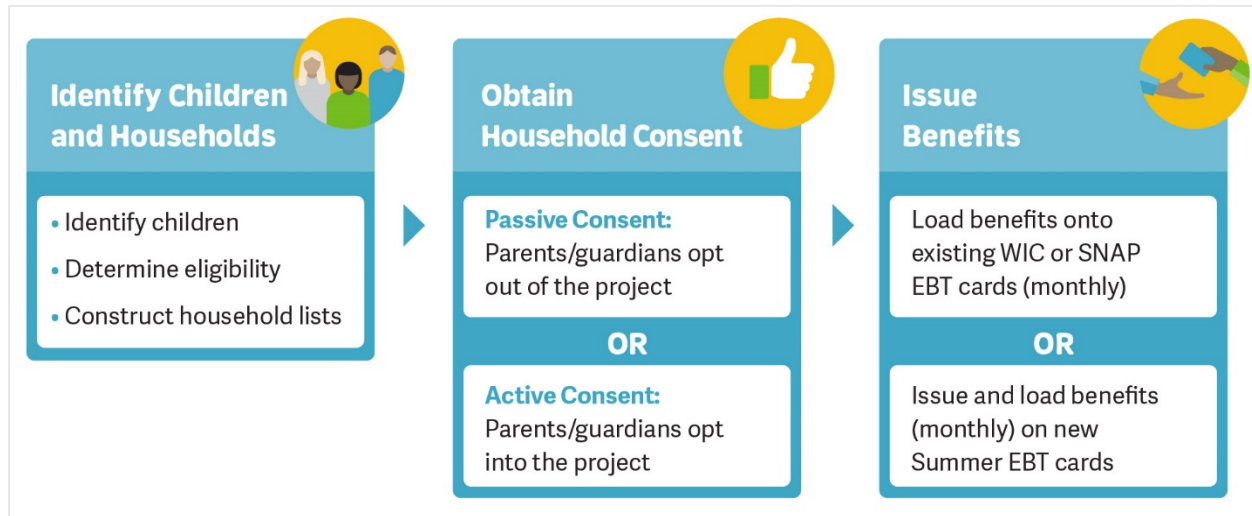
Notes:

- ^a SFA count does not include Delaware, Michigan, Missouri, or Oregon because those grantees provided an alternate metric for the size of their service area (i.e., number of school districts, counties) in their 2015 CNP Surveys.
- ^b SFA count does not include Missouri or Oregon because those grantees provided an alternate metric for the size of their service area (e.g., number of school districts) in their 2016 CNP Surveys. SFA count does not include Delaware because it did not provide the number of SFAs in its service area in its 2016 CNP Survey.
- ^c Virginia provided Summer EBT benefits in 2016 through a Demonstration Project to End Childhood Hunger authorized and funded by Section 141 of the Healthy, Hunger-Free Kids Act.
- ^d SFA count does not include Delaware because it did not provide the number of SFAs in its service area in its 2017 CNP Survey.
- ^e Delaware did not receive an award in 2018.
- ^f The Benefit Use Study relies on EBT transaction data, and is limited to households for which data were available. Excluded are Delaware (no EBT data provided for any year). Values are approximate given missing data.

1.2 Overview of Benefit Issuance Process

Grantees issued benefits to households either on an existing SNAP or on a new Summer EBT card. The benefit issuance process involved identifying children and households, obtaining consent, and issuing benefits onto existing SNAP cards or issuing and delivering new Summer EBT cards. Exhibit 1-3 provides an overview of the benefit issuance process (see Chapter 4 for more details).

Exhibit 1-3. Benefit Issuance Process Overview



1.3 Evaluation Overview

The 2015-2018 Summer EBT Evaluation addressed FNS’s goals and objectives through two components: (1) an **Implementation Study** to describe 2015-2018 grantees’ implementation processes, costs, challenges, and successes; and (2) a **Benefit Use Study** to describe 2015-2018 household use patterns and benefit redemption locations.⁵ Exhibit 1-4 provides an overview of the evaluation design.

1.3.1 Implementation Study

The Implementation Study collected and analyzed data from three data sources: (1) FNS Child Nutrition Program (CNP) surveys of the participating grantees; (2) semi-structured phone interviews with FNS staff and grantees; and (3) “cost data forms” completed by the grantees.

CNP Surveys of Grantees

Abt analyzed data collected through the CNP Surveys administered by FNS each year to the Summer EBT grantees. Grantees completed the surveys and included both data on children and households participating in the projects and narratives about project design and implementation. Information from the surveys was used to develop grantee profiles (provided in Appendix A). The study team also used data

Objectives

Objectives of the 2015-2018 Summer EBT Evaluation:

- To document how the Summer EBT demonstration grants were implemented and administered during the summers of 2015 through 2018; and
- To collect and analyze EBT data from the grantees and retailers to describe household benefit use in that period.

⁵ The evaluation’s research questions are detailed in Appendix B.

from the CNP Surveys to inform Chapter 5 on administrative costs, specifically the reported survey data on households and children participating in Summer EBT.

The 2018 CNP Surveys provided information on the innovative concepts that grantees tested during that summer. This report provides details on these innovative practices in the Lessons Learned sections of Chapters 3 and 4.

Semi-structured Phone Interviews

Of the 11 grantees in the 2015-2018 cohort, FNS selected nine to be interviewed for this evaluation.⁶ The nine selected for this portion of the evaluation include seven grantees that participated each year during 2015-2018 and two grantees that launched new projects in 2018.⁷

Abt developed one discussion guide for semi-structured phone interviews with FNS/CNP staff and a second discussion guide for semi-structured phone interviews with grantee staff (Appendix C).

In summer 2019, Abt interviewed three key FNS staff responsible for grantee oversight and one key staff person in each of the nine grantees selected for interviews. Interviews focused primarily on 2018 project operations and activities, including programmatic changes made between 2017 and 2018. For the new 2018 grantees (Texas and Tennessee), however, interviews captured changes from their proposed approaches.

Cost Data Forms

Abt developed a cost data form (provided in Appendix D) consisting of worksheets that collected data about grantee and subgrantee expenditures for each year of the grants. The form captured those costs paid using Summer EBT grant funds and those paid using non-grant funds. The form also collected information on labor cost, fringe benefits, travel, indirect costs, subcontracts, and other direct costs such as printing and mailing.

Abt analyzed the cost data forms and presents results in Chapter 5, Administrative Costs.

Exhibit I-4. Evaluation Design



⁶ The 2015-2018 grantees selected for the interviews: Cherokee Nation, Chickasaw Nation, Connecticut, Michigan, Missouri, Nevada, Oregon, Tennessee, and Texas.

⁷ Grantees included in semi-structured interviews include seven grantees that participated in all four years: Cherokee Nation, Chickasaw Nation, Connecticut, Michigan, Missouri, Nevada, and Oregon and two grantees that launched new projects in 2018: Tennessee and Texas. Delaware and Virginia did not participate in telephone interviews.

1.3.2 Benefit Use Study

The Benefit Use Study complements and expands the findings from the Implementation Study, by providing an analysis of patterns of participants' actual level of use of Summer EBT benefits.

Specifically, the Benefit Use Study collected and analyzed quantitative data from three data sources: (1) EBT transaction data on benefits redeemed; (2) grantee administrative data on participating households; and (3) retailer data from stores participating in SNAP and WIC. Grantees also provided documentation that included code lists, issuance schedules, and anomalies in service delivery that might result in unusual trends in program participation or redemption. Abt worked with grantees to resolve data anomalies and build standardized analysis files to compare benefit use across grantees using cross-tabulations.

Household Administrative Data

Grantees shared household-level data files with Abt for each year in which their project was active. Household data include the number of children included in the grant, household address, and (when relevant) the benefit amount. When grantees provided data at the child level, the study team rolled up the data to the household level and then merged the information with household-level transaction data to allow for analyses by number of children, location, and benefit amount.

EBT Transaction Data

Similarly, grantees sent Abt a set of EBT transaction files for each year in which their project was active. These files included information about issuance (date, amount, and type) and redemptions (date, location, amount, and type). Grantees using a Food Package model also included the quantity and price of items redeemed. Transaction-level data were structured similarly across grantees (with one row per transaction), though each project used unique codes and formatting. Abt relied on documentation from grantees to transform the raw files into standardized analysis files.

Retailer Data

The study team used retailer files to classify retailers by store type and location. The retailer files provided a list of all SNAP and WIC retailers and included FNS Retailer ID (as in the EBT transaction files), store type, and address.

Chapter 2 provides an overview of Summer EBT demonstration projects.

Previous Publications

Findings from prior Summer EBT research efforts are presented in the following reports:

- *Summer Electronic Benefits Transfer for Children: Early Experiences Through June 2011 of the Proof-of-Concept Year* (Belotti et al., 2011)
- *Congressional Status Report: Summer Electronic Benefits Transfer for Children Demonstrations* (Briefel et al., 2011)
- *Summer Electronic Benefits Transfer for Children (SEBTC) Demonstration: Evaluation Findings for the Proof-of-Concept Year* (Collins et al., 2012)
- *Summer Electronic Benefits Transfer for Children (SEBTC) Demonstration: 2012 Congressional Status Report* (Briefel et al., 2012)
- *Summer Electronic Benefits Transfer for Children (SEBTC) Demonstration: Evaluation Findings for the Full Implementation Year* (Collins et al., 2013)
- *Summer Electronic Benefits Transfer for Children (SEBTC) Demonstration: 2013 Congressional Status Report* (Briefel et al., unpublished)
- *Summer Electronic Benefits Transfer for Children (SEBTC) Demonstration: Findings for the Third Implementation Year* (Collins et al., 2014)
- *Summer Electronic Benefits Transfer for Children (SEBTC) Demonstration: Summary Report* (Collins et al., 2016)
- "Improving Nutrition by Increasing Supplemental Nutrition Assistance Program Benefits" (Collins et al., 2017)
- "Delivering Summer Electronic Benefit Transfers for Children through the Supplemental Nutrition Assistance Program or the Special Supplemental Nutrition Program for Women, Infants, and Children: Benefit Use and Impacts on Food Security and Foods Consumed" (Gordon et al., 2017)
- "A Summer Nutrition Benefit Pilot Program and Low-income Children's Food Security" (Collins et al., 2018)

2. Description of Summer EBT Grantees

This chapter provides an overview of grantees' Summer EBT projects, including period of operations, lead agency(ies) responsible for the project, service areas in which benefits were offered, benefit delivery models, consent processes, and benefit amounts.

2.1 Period of Operations

As noted earlier, over the course of 2015-2018 11 grantees operated Summer EBT demonstration projects. Seven operated during all four summers: Cherokee Nation, Chickasaw Nation, Connecticut, Michigan, Missouri, Nevada, and Oregon. Delaware operated a project during summers of 2015-2017; Virginia, during summers of 2017-2018. Tennessee and Texas launched new projects for summer of 2018. Exhibit 2-1 displays their periods of operation between 2011 and 2018.

Exhibit 2-1. Grant Period of Operation for Summer EBT Grantees, 2011-2018

Grantee	Summer of operation							
	2011-2014 grants				2015-2018 grants			
	2011	2012	2013	2014	2015	2016	2017	2018
Cherokee Nation		✓	✓	✓	✓	✓	✓	✓
Chickasaw Nation		✓	✓		✓	✓	✓	✓
Connecticut	✓	✓	✓		✓	✓	✓	✓
Delaware		✓	✓		✓	✓	✓	
Michigan	✓	✓	✓	✓	✓	✓	✓	✓
Missouri	✓	✓	✓		✓	✓	✓	✓
Nevada		✓	✓		✓	✓	✓	✓
Oregon	✓	✓	✓	✓	✓	✓	✓	✓
Tennessee								✓
Texas	✓	✓	✓					✓
Virginia						^a	✓	✓
Washington		✓	✓					
Total grantees	5	10	10	3	8	8	9	10

Note:

^a Virginia provided Summer EBT benefits in 2016 through a Demonstration Project to End Childhood Hunger authorized and funded by Section 141 of the Healthy, Hunger-Free Kids Act.

FNS awarded the Summer EBT grants annually, notifying grantees between March and May of each demonstration year. The delay with award notifications was a result of the appropriations process. Exhibit 2-2 and Exhibit 2-3 list grant notification and award start dates for each grant year. In mid-July 2018, FNS provided a second round of funding to seven grantees (Cherokee Nation, Connecticut, Michigan, Missouri, Oregon, Tennessee, and Texas). All grantees, except Missouri, used these funds to expand to additional service areas and offer benefits to additional children for the months of July and August 2018 only. Missouri used these funds to expand to additional service areas and offered one \$45 benefit for these children for the entire summer. Tennessee and Texas offered benefits only in 2018, but they received administrative funds in 2017. They used these funds to plan for implementing the project and offering benefits in 2018.

Exhibit 2-2. Timing of Grant Awards (except Texas and Tennessee)

Year	Award notification date	Award start date
2015	3/31/2015	4/1/2015
2016	4/12/2016	4/8/2016
2017	3/31/2017	4/1/2017
2018	5/18/2018	5/25/2018
2018 Expansion	7/19/2018	5/25/2018

Note: Delaware did not receive a grant in 2018. Virginia did not receive a grant in 2015 or 2016. Oregon received the 2016 grant on 4/13/2016.

Exhibit 2-3. Timing of Grant Awards (Texas and Tennessee only)

Year	Award notification date	Award start date
2017	6/27/2017	7/1/2017
2018	4/26/2018	5/1/2018
2018 Expansion	7/19/2018	5/25/2018

Grantees and FNS staff reported that the notification coming so close to the project start date, particularly in 2018, affected grantees’ ability to plan for and implement their projects. In 2017 and 2018, the award notification was a month later than grantees had anticipated given the language in the Requests for Application solicitation. Grantees modified their proposed schedules in order to issue benefits on the planned date, but with less preparation time. The award date also shifted from year to year, making it challenging to adopt the same timeline as in previous grant years. As discussed throughout this report, the timing of grant award affected grantees’ ability to retain staff or dedicate staff time to their demonstration project (Section 3.1.1), obtain lists of eligible students from SFAs (Section 3.2.1), issue benefits in a timely manner (Section 4.1.4), and conduct outreach and training (Section 4.2.3).

2.2 Lead Agency

Summer EBT projects were implemented and operated by the grantees’ State/ITO agencies responsible for administering a variety of food assistance programs, including departments of human or social services, health services, nutrition services, education, or agriculture. For most grantees, the agency that received the grant from FNS (“lead agency”) was the one responsible for administering the State’s/ITO’s SNAP and/or WIC program. For Virginia, the lead agency was its Department of Education, responsible for administering the National School Lunch Program (NSLP) and other child nutrition programs in schools.

Texas had a unique structure, with two agencies (the Department of Health and Human Services, which administers SNAP and WIC, and the Department of Agriculture, which administers the NSLP) awarded funds to cover their respective portion of the administrative costs. This differed from other grantees, where FNS awarded administrative funds to a single lead agency that distributed those funds to project partners. The Texas Department of Agriculture, however, was the lead agency and point of contact for the FNS.

Exhibit 2-4 shows the lead agency responsible for implementing each grant and the State program the agency administers.

Exhibit 2-4. Lead Agency by Grantee

Grantee	Lead agency	State/ITO nutrition assistance programs administered by lead agency
Cherokee Nation	Cherokee Nation Health Services	WIC, FDPIR
Chickasaw Nation	Chickasaw Nation Nutrition Services	WIC, FDPIR
Connecticut	Connecticut Department of Social Services	SNAP
Delaware	Delaware Division of Social Services	SNAP, WIC
Michigan	Michigan Department of Health and Human Services	SNAP, WIC
Missouri	Missouri Department of Social Services	SNAP
Nevada	Nevada Department of Health and Human Services	SNAP, WIC
Oregon	Oregon Department of Human Services	SNAP
Tennessee	Tennessee Department of Human Services	SNAP
Texas	Texas Department of Agriculture	NSLP
Virginia	Virginia Department of Education	NSLP

Note: The FDPIR (Food Distribution Program on Indian Reservations) is an alternative to SNAP funded by USDA.

2.3 Service Areas

Grantees designated service areas within their State/ITO. These service areas varied across grantees in geographic size, number of children served, urbanicity, and number of participating SFAs.⁸ Grantees proposed service areas in alignment with FNS priorities, which included rural areas and areas facing extreme need (i.e., experiencing an emergency).⁹ All nine interviewed grantees proposed service areas that included rural communities where they believed barriers to food access were more pronounced. One grantee reported that programs such as the Summer Food Service Program (SFSP) that require children to come daily to a central location posed a significant barrier for some families living in rural areas. Though Summer EBT does require households to redeem benefits at authorized retailers, families can choose the timing of and frequency at which they redeem benefits. In order to increase accessibility, Chickasaw Nation considered proximity to authorized retailers when identifying service areas. Some grantees targeted service areas that were experiencing a crisis or natural disaster. For example, in 2016, Michigan offered Summer EBT benefits to children in Flint in response to the crisis of lead in its drinking water. Similarly, in 2017, Missouri included regions affected by flooding.

Based on information provided in grant applications, CNP surveys and through phone conversations, grantees also considered a variety of factors when identifying local service areas for their Summer EBT projects, including:

- Percentage of children eligible for free and reduced-price meals (all grantees);
- Absence of Summer Food Service Program (SFSP) sites (Connecticut, Michigan, Missouri, Oregon, and Tennessee);
- Poverty and unemployment rates (Missouri, Oregon, and Virginia);
- Proximity to grantee headquarters (Chickasaw Nation, Texas); and

⁸ Throughout this report the term *school food authority* refers to both school districts and school food authorities.

⁹ FNS Requests for Applications 2015, 2016, 2017, 2018.

2. DESCRIPTION OF SUMMER EBT GRANTEES

- Participation in previous summer demonstration project (Virginia).

Increased congressional funding for Summer EBT allowed FNS to approve projects targeting more children each year (see Exhibit 2-5).

Exhibit 2-5. Congressional Funding by Year

Year	Congressional funding
2015	\$16M
2016	\$23M
2017	\$32M
2018	\$36M

Grantees used this increased funding to expand their Summer EBT service areas from summer to summer (Exhibit 2-6).¹⁰ For example, Chickasaw Nation expanded from 57 SFAs in 2015 to 166 in 2018, increasing steadily each year. Michigan served 95 SFAs in 2016 and 2017¹¹ and then more than doubled that in 2018 to 219 SFAs.¹² Other grantees had more measured growth. Connecticut, for example, started with 35 SFAs in 2015, grew to 55 SFAs in 2016 and 2017, and added five additional SFAs in 2018.

Exhibit 2-6. Grantee Service Areas (number of SFAs) by Year

Grantee	Number of SFAs			
	2015	2016	2017	2018
Cherokee Nation	22	37	37	37
Chickasaw Nation	57	108	140	166
Connecticut	35	35	55	60
Delaware	a	a	a	n/a
Michigan	a	95	95	219
Missouri	a	a	24	30
Nevada	10	13	16	16
Oregon	a	a	93	98
Tennessee	–	–	–	5
Texas	–	–	–	2
Virginia	–	–	39	50

Notes:

^a Denotes the grantee provided the number of school districts, counties, or service areas in its CNP Surveys but did not include the number of SFAs.

Grantees determined where to expand their projects. Beyond the factors noted at the start of this section, some grantees took into account contiguity to previous Summer EBT service areas (Chickasaw Nation, Missouri) and others recommendations from Summer EBT project partners (Cherokee Nation, Missouri,

¹⁰ The number of service areas for each grantee are presented in Appendix C, Grantee Profiles.

¹¹ Michigan did not provide the number of SFAs served in 2015 in its 2015 CNP Survey. Staff did, however, discuss serving nine school districts.

¹² The Benefit Use Study provides more detail on grantees' service areas.

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Nevada, Oregon). Beginning in 2012, Chickasaw Nation, for example, identified areas of high need based on poverty and number of schools operating the community eligibility provision. They began with a subset of schools in those high need areas based on proximity to the grantee headquarters and retailer locations. Each subsequent expansion included areas farther from Chickasaw Nation headquarters, until the grantee was serving nearly all of the tribe's jurisdiction and part of the Choctaw Nation. Missouri communicated with community partners to help it determine expansion areas (see spotlight below). Oregon and Tennessee worked with their respective Departments of Education to identify areas with fewer SFSP meal sites.



Grantee Spotlight: Missouri's Hunger Atlas

The Missouri grantee used the [Hunger Atlas](#) to guide its expansion. The Hunger Atlas is a tool produced by the University of Missouri's Interdisciplinary Center for Food Security that identifies and ranks each county's need based on a composite of the following food insecurity indicators:

- Percentage of population that is food insecure.
- Percentage of K-12 students enrolled in schools eligible for free and reduced-price lunch.
- Percentage of county residents eligible for SNAP.
- Percentage of infants and children younger than age 5 in the county eligible to receive WIC benefits.

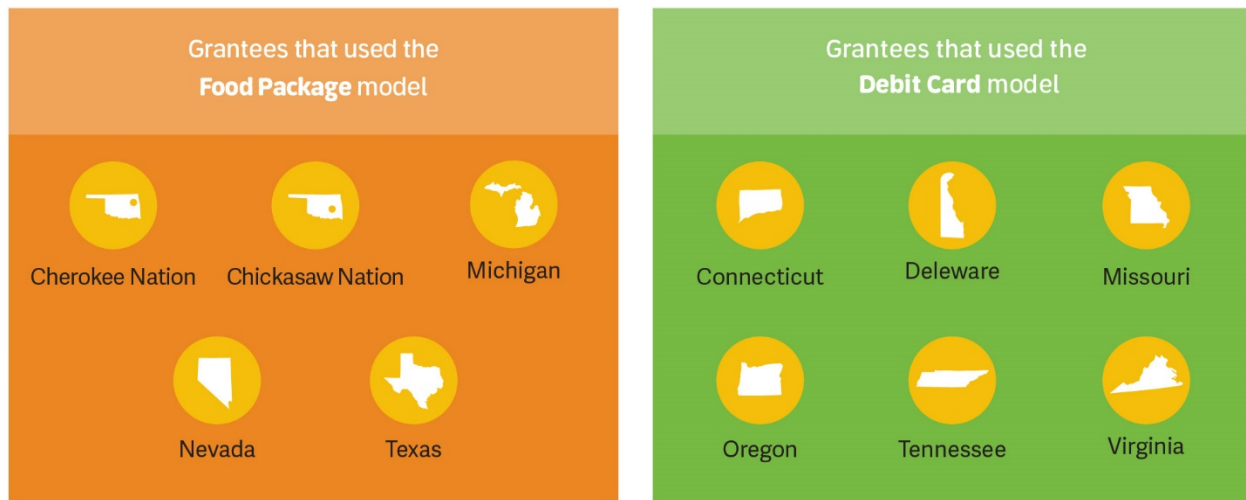
The grantee partnered with the Missouri State Department of Health to identify communities lacking robust summer feeding programs, and the State worked with community partners to determine how to expand services in a manner that effectively covered those residents with the highest needs.

Source: https://foodsecurity.missouri.edu/wp-content/uploads/2016/07/20160708_New-Missouri-Hunger-Atlas-2016-text-final_3_full-doc-w-county-profiles.pdf

2.4 Benefit Delivery Model

Grantees chose which EBT system to use for benefit issuance and redemption (Exhibit 2-7). All 11 grantees kept the same model across 2015-2018. Five grantees used their WIC EBT system (Food Package model) and broadly followed WIC rules—that is, benefits could be redeemed only for specified packages of foods at WIC-authorized retailers. Six grantees used their SNAP EBT system (Debit Card model) and broadly followed SNAP rules—that is, benefits could be redeemed for nearly any food and at any SNAP-authorized retailer.

Exhibit 2-7. Summer EBT Project Model by Grantee



Children served through the WIC program are infants and children up to age 5 years. Summer EBT serves school-aged children. Therefore FNS provided Summer EBT grantees a sample \$30 food package adjusted for the nutritional needs of school-aged children. Grantees were able to modify the package with FNS approval. As part of their 2018 grant, two grantees (Michigan and Nevada) using the Food Package model increased the variety of the foods available to Summer EBT households. In response to participant feedback requesting more options, Nevada added cheese and legumes (as an alternative to milk and peanut butter, respectively) to its food package. The grantee hoped a more appealing food package would increase benefit redemption. Based on its experience, Nevada staff recommended including foods that appeal to specific populations, reporting that beans were less frequently purchased by English-speaking households and peanut butter by Spanish-speaking households. Michigan modified its food package to remove yogurt and canned tuna and salmon, and added canned soup and cheese. The grantee staff reported these modifications better suited their school-age children’s needs and preferences.

2.5 Consent Type

FNS required grantees to obtain consent from households to participate in their Summer EBT project. Grantees chose whether to implement “active” or “passive” consent (Exhibit 2-8). In 2018, nine of the 10 grantees implemented a passive consent process—that is, eligible households were automatically enrolled in the project and issued benefits unless they indicated they *did not* wish to be included. For some grantees the process of opting out included sending a form that participants could complete if they did not want to participate. For other grantees, the opt out process was more informal and grantees assumed that if participants did not use any of the benefits issued, they were opting out of participating in Summer EBT. Chickasaw Nation implemented an active consent process—that is, households completed an application online or by phone, and those confirmed as eligible were enrolled in the project and issued benefits. There are benefits and drawbacks to both consent processes. Passive consent appeared to require less direct engagement with participants and was perceived as generally quicker and more efficient than

2. DESCRIPTION OF SUMMER EBT GRANTEES

active consent. However, grantees that used passive consent often struggled to ensure they had accurate household data, and redemption rates are lower among these participants. Active consent required more effort from grantees who had to conduct outreach to potential participants and assist with applications. However redemption rates were often higher with active consent and grantees reported fewer challenges with obtaining accurate household data (see 4.1.5 for more detailed discussion).

Grantees reported basing their consent process decision on timing of the award and resources available. Interestingly, in 2017 Cherokee Nation adopted a hybrid consent process: households that did not redeem benefits in 2016 or were newly identified as eligible in 2017 were enrolled after applying (active). Households that had previously participated in 2016 were enrolled automatically (passive). Cherokee Nation adopted the hybrid model because staff believed that both consent options offered together best served their families - the passive consent process would allow benefit cards to reach households that had previously not engaged in Summer EBT h, while the active consent would result in higher redemption rates and more accurate address information from households. In 2018, Cherokee Nation enrolled households using only passive consent because it did not have enough time between award notifications and issuing benefits to conduct active consent. The Michigan grantee attempted active consent in 2017; of the 49,947 consent forms it mailed, 23,348 completed forms returned (47 percent). Due to this low consent rate, the State enrolled the remaining households using a passive consent process. In 2018, all households were enrolled using a passive consent process.

Exhibit 2-8. Consent Type by Grantee and Year

Grantee	Consent type			
	2015	2016	2017	2018
Cherokee Nation	Passive	Passive	Active/Passive ^a	Passive
Chickasaw Nation	Active	Active	Active	Active
Connecticut	Passive	Passive	Passive	Passive
Delaware ^b	Active	Active	Passive	–
Michigan	Passive	Passive	Active/Passive ^c	Passive
Missouri	Passive	Passive	Passive	Passive
Nevada	Passive	Passive	Passive	Passive
Oregon	Passive	Passive	Passive	Passive
Tennessee	–	–	–	Passive
Texas	–	–	–	Passive
Virginia	–	Passive	Passive	Passive

Notes:

^a Cherokee Nation adopted a hybrid consent process in 2017. The grantee actively consented households new to the project and households that did not use the benefits in 2016, but passively consented households that redeemed benefits in 2016.

^b Delaware did not provide clear consent information in its 2015-2017 CNP Surveys. The consent determination for Delaware reflects the study team’s best attempt at understanding the consent information presented in the CNP surveys.

^c In 2017, Michigan began the summer with an active consent process. During the summer it reverted to passive consent due to low enrollment.

2.6 Benefit Amount

Households typically received \$30 or \$60 per month for each child participating in the grantee’s Summer EBT project. In 2015 and 2016, FNS allowed grantees to continue providing \$60 benefits to those households that had previously received benefits at that amount (with the 2011-2014 impact study). New households, however, were issued \$30 per month. In 2017, FNS set the benefit amount at \$30 per month per child for all children regardless of their prior benefit level for returning children. Exhibit 2-9 shows the benefit amounts varied by grantee and year.

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Exhibit 2-9. Benefit Amount by Grantee and Year

Grantee	Benefit amount			
	2015	2016	2017	2018
Cherokee Nation ^a	\$30 and \$60	\$30 and \$60	\$30	\$30
Chickasaw Nation	\$30 and \$60	\$30 and \$60	\$30	\$30
Connecticut	\$60	\$60	\$30	\$30
Delaware	\$30 and \$60	\$30 and \$60	\$30	–
Michigan	\$30 and \$60	\$30 and \$60	\$30	\$30
Missouri ^b	\$30	\$30	\$30	\$30
Nevada	\$30 and \$60	\$30 and \$60	\$30	\$35 ^c
Oregon	\$30 and \$60	\$30 and \$60	\$30	\$30
Tennessee	–	–	–	\$30
Texas	–	–	–	\$30
Virginia	–	–	\$30	\$30

Notes:

^a In 2017 and 2018, Cherokee Nation benefits were \$30 per eligible child for three benefit cycles. In local areas where school started in early August, the three cycles included May, June, and July. In local areas where school started in mid-August, it shifted the benefit cycles so that a half package (\$15 per child) was issued in May, a full package (\$30 per child) was issued in June and July, and another half package (\$15 per child) was issued in August. This was to prevent a gap in support for children during the first few weeks in August when the free and reduced-price meals programs were not yet available.

^b Missouri issued \$45 benefits twice during the summer, instead of \$30 three times during the summer.

^c In 2018, Nevada added cheese and legumes to the food package responding to feedback from participants requesting additional food benefit options.

3. Project Structures

Grantee Summer EBT demonstration projects were implemented with both internal and external support. As described in Chapter 2, grantees were responsible for coordination and execution of their Summer EBT projects, but they relied on partnerships with a variety of other State and local organizations. This chapter provides an overview of the staffing structure at the grantee/lead agency and partnerships associated with project operations.

3.1 Staffing

Project teams varied in size and composition. Among the nine interviewed grantees, the number of staff working on the project at the grantee ranged from 2 in Michigan to 16 in Oregon. Some of these staff worked on the project full-time; others worked part-time on Summer EBT while performing other duties. Teams included, but were not limited to, project director/manager, data and systems manager, policy/data analyst, and EBT coordinator (see Appendix A for more details about staff composition by grantee).

Because the Summer EBT grant was awarded annually and the projects operated in a concentrated few summer months, staffing needs varied depending on the time of the year. Summer EBT grantees addressed this temporal variation in staffing needs in a variety of ways. Some hired temporary staff during peak project months (generally April-September), whereas others used lead agency staff who split their time between Summer EBT and other work responsibilities. Notably, Chickasaw Nation was approved for pre-award costs each year, thus allowing it to staff the project year round. During the summer, when project activities increased, Chickasaw Nation also hired part-time temporary staff.

3.1.1 Challenges

In interviews, grantee and FNS staff identified a range of staffing challenges related to size, turnover, and availability.

Staff Size

Of the nine interviewed grantees, five (Cherokee Nation, Michigan, Missouri, Nevada, and Tennessee) reported that the limited number of staff working on the Summer EBT project was a significant challenge. The challenges of having a small team were exacerbated by the timing of award of annual grants. These grantees reported that their small teams were overwhelmed by the project demands of identifying eligible children, creating household lists, issuing benefits, providing any necessary follow-up such as reaching out to school districts and families where there were discrepancies in household contact information, and providing customer service such as assistance on how to use the card. In 2018, Michigan proposed hiring more staff to address this challenge, but was unable to do so because its grant award notification did not come until May 18. By then, there was not sufficient time to hire new staff. Tennessee reported they had not anticipated the large volume of returned mail due to incorrect addresses. Reconciling addresses in order to re-issue benefit cards overwhelmed their staff of three. They eventually requested assistance from other departments. Similarly, Nevada reported having to rely on help from other agency staff.

Information gathered during interviews suggests that operating the Summer EBT project on a permanent basis could potentially alleviate many of the challenges associated with having a small staff.



“The biggest challenge with staffing the Summer EBT is the time constraints.... In 2018, we didn’t actually get the grant award notice until May 25th, and we were supposed to implement benefits June 1st. That gives you one week to get an entire multi-million-dollar project off the ground...hiring staff takes time. Especially in a State environment, there’s quite a bit of bureaucracy, and we’re picky with our candidates. By the time you can get someone hired, you’ve already implemented the program, essentially.”

Staff Turnover

The annual grant cycle often hindered grantees' ability to hire full-time staff to work on Summer EBT throughout the year. Instead, grantees relied on temporary staff, contracted staff, or agency employees with time available around their usual responsibilities. The ability to retain the same staff and institutional knowledge across project years varied with the grantee. For example, Nevada grantee staff reported the Project Coordinator left in 2018, and they found it challenging to hire and train a replacement in time to issue benefits. Chickasaw Nation, Nevada, and Oregon staff specifically cited turnover, whether it be due to temporary positions or seasonal work, as a challenge to their staffing structures. These grantees reported that State/ITO government hiring processes can be onerous, and the limited time between award and the start of benefit issuance made it difficult to hire and train new staff. The amount of training necessary for staff to implement project activities often exceeded the time available once the grant was awarded. Sometimes grantees were able to hire the same staff from year to year. Missouri staff reported that had they not had the same staff return to work for them each summer, the transition from summer to summer would not have been as smooth.

Staff Availability

Many grantee staff who worked on the Summer EBT project had to juggle competing work responsibilities. This presented a challenge, especially because the implementation period was only a few months. In addition, uncertainty about grant funding prevented most grantees from dedicating full-time staff to the project. Consequently, many grantee staff were overwhelmed by the amount of work required to issue benefits on time while keeping current with their other work demands. Missouri staff reported that as soon as the summer ended they had to return their attention to other responsibilities and so were unable to devote time to Summer EBT activities that would have streamlined the project for the following year.

3.1.2 Lessons Learned

Grantees identified several staffing factors as important to consider when implementing a Summer EBT project. Among the most common staffing factor was having full-time, year-round staff devoted to the project. Given the nature of annual grant awards, this was not possible for the grantees except Chickasaw Nation due to their funding covering pre-award costs. If FNS were to award grants on a multi-year, or permanent basis, grantees potentially could hire full-time staff, reducing the burden on agency staff borrowed during the summer months, helping to retain institutional knowledge, and allow for streamlining the benefit issuance process.

Chickasaw Nation, Michigan, and Tennessee discussed hiring additional staff as a solution to staffing constraints if they did not receive funding on a permanent basis. However, hiring additional staff would only be effective if the grantees had enough time after award to hire and onboard that new staff.

Chickasaw Nation noted that the larger the service area, the more staff members and supervisors needed to operate the project.

Grantees reported that having staff with subject area expertise also eased some of the burden of staff training. For example, Tennessee's team consisted of staff familiar with SNAP. Although the Summer EBT project was new to them, they were familiar with the systems and policies from SNAP and were able to adapt that knowledge.

Several grantees and FNS staff reported that having staff with "individual hustle," willing to go the extra mile, made a large difference to project success. For example, when the Texas grantee experienced a delay in mailing EBT cards beyond their control, staff organized with a local community-based organization (CBO), the Central Texas Food Bank, to distribute food to families that had not received benefits yet. This was not an activity outlined in the grantee's proposal, but its staff went above and beyond their prescribed responsibilities to ensure children were being fed.

3.2 Partnerships

The planning and implementing of the Summer EBT project required the involvement of numerous State/ITO and local partners. Those partners included State/ITO food assistance agencies; SFAs; State education agencies; community-based organizations; other State and ITO agencies; and third-party vendors. Grantees had discretion to choose partners and determine their level of involvement. As a result, grantees formed diverse partnership structures. Exhibit 3-1 illustrates the roles of the various partners across grantees.

State/ITO Food Assistance Agency. The lead agency for most grantees was the State/ITO agency responsible for food assistance programs, most commonly SNAP and/or WIC. Texas had two co-lead agencies: the Department of Health and Human Services, which administered SNAP and WIC, and the Department of Agriculture, which administered the NSLP. In all cases, the lead agency remained the grantee throughout the entirety of the project.

SFAs. All grantees worked with SFAs, particularly around identifying eligible children, recruitment, consent, and determining eligibility. Five grantees (Chickasaw Nation, Michigan, Tennessee, Texas, and Virginia) partnered with SFAs to provide outreach and technical assistance to households (e.g., help desks).

State Education Agency. The Virginia grantee was the only project led by a State education agency, the Virginia Department of Education, which oversees the NSLP. All of the grantees, except Chickasaw Nation, Cherokee Nation, Missouri, Nevada, and Texas, partnered with State education agencies to help identify and recruit eligible households. In Virginia, Connecticut, Michigan, and Tennessee, the State education agency's role was more expansive and included responsibilities such as obtaining consent and assisting with outreach and technical assistance.

Community-based Organizations. More than half of the grantees (Delaware, Missouri, Nevada, Oregon, Tennessee, and Texas) collaborated with CBOs. CBOs developed project materials and liaised both with the school districts and directly with the participating families. For example, in Missouri, CBOs were responsible for assisting with identifying expansion areas, providing outreach and technical assistance and reminding families to redeem their benefits. In Texas in 2018, a local food bank provided supplementary food packages to households that had not received benefits due to a third-party vendor error and delay in Summer EBT benefit issuance. While distributing supplementary packages, the food bank staff also identified eligible children the grantee may have missed. Few grantees made changes to partnerships with CBOs throughout their years of operation. In 2016, Chickasaw Nation and Missouri added CBOs to support new service areas to act as liaisons with the SFAs and provide outreach to households. Similarly, Missouri, Nevada, and Oregon also added additional CBO partners in 2018. CBO partners identified potential areas for expansion, communicated with SFAs, and provided household outreach.

Other State/ITO Agencies. Cherokee Nation, Chickasaw Nation, Delaware, Michigan, and Nevada partnered with State/ITO agencies other than the education agency. Cherokee Nation worked with an ITO mailing agency, Cherokee Nation Mailroom, to mail card packets. Chickasaw Nation partnered with the Chickasaw Nation IT Department and the Department of Interior Services to develop an online application and database for Summer EBT. They also assisted with troubleshooting software issues. The Delaware grantee worked with the Division of Management Services to prepare the list of eligible households. In 2017 and 2018, the Michigan grantee partnered with the Michigan Department of Technology, Management, and Budget to access to Center for Educational Performance and Information (CEPI) student data files to create lists of eligible children (see Section 4.3 for more information). In 2017, Nevada added a partnership with the Nevada State Printing and Mail Services agencies to print Summer EBT cards.

Exhibit 3-1. Summer EBT Partner Roles



Third-party Vendors. All grantees except Oregon partnered with third-party vendors to issue and load cards with benefits for participants. Another common role for third-party vendors was IT development, including establishing and maintaining database systems and operating help desks. Connecticut, Delaware, and Nevada also hired vendors to assist with managing student data related to eligibility determinations. For example, in 2018, professional services company Deloitte designed Connecticut’s new eligibility management system. The system helped Connecticut capture Summer EBT data such as duplicate households and lists of foster children. Several other grantees made changes to their third-party vendors throughout their years of operation. In 2017, Chickasaw Nation added a partner to develop an online application for participants. In 2018, Nevada changed the vendor it used to provide robo-calls to a vendor that also sent text messages and email reminders. Michigan reported switching the third-party vendor it used to print and mail cards.

3.2.1 Challenges

Interviewed grantees identified challenges with partners related to the timing of grant awards (discussed in Section 2.1). For instance, it was often difficult for SFAs to produce lists of eligible children or to inform families with potentially eligible children about the project when school was no longer in session. Grantees frequently reported the lack of SFA staff availability over the summer as a barrier when working with SFAs. Summer schedules and varying levels of SFA engagement led to insufficient communication. Chickasaw Nation found that data quality and responsiveness suffered in 2018, which its staff believed was tied to the grantee moving away from providing a stipend to SFAs, as it had in previous years.

Working with partners’ schedules and other demands was also a challenge in some cases. For example, the Texas grantee reported that collaborating with its partner agency was challenging at times given the partner had its own responsibilities and priorities related to administering WIC.

Chickasaw Nation and Nevada struggled to partner with food retailers. FNS reported Chickasaw Nation’s difficulty establishing retailer agreements with stores in the Choctaw Nation, largely because of the project’s compressed timeline. The Nevada grantee experienced low redemption rates in some areas because, in a few cases, it was unable to set up retailer agreements with the only store in a large rural area. Additionally, the Texas grantee had to switch its card issuance vendor because the original vendor failed to send out the cards on the agreed-upon schedule (see Section 4.1.4).

3.2.2 Lessons Learned

With the exception of Texas, each interviewed grantee, reported leveraging existing relationships as a particularly important strategy for project implementation. For example, Chickasaw Nation and Tennessee, respectively, partnered with State/ITO agencies such as the Chickasaw Nation Department of Interior Services and the Tennessee Department of Education, agencies the grantees had previously worked with on other projects. Grantees found it advantageous to look to their existing network and their network’s connections when choosing partners. This strategy facilitated better communication because each already understood the other’s organizational structure and operations.

The Michigan grantee also described the advantage of working with long-term partners in the same geographical area. Three Sigma, its benefit issuance vendor, and all of its existing State partners were located in the Lansing area. This proximity made it easier to schedule quick meetings to troubleshoot benefit issuance issues and quickly address possible delays.

Five grantees (Chickasaw Nation, Michigan, Missouri, Nevada, and Texas) and FNS staff reported the importance of strong relationships with SFAs and/or State education agencies to identify and reach eligible children and households. Grantees reported that engaging SFAs made outreach more effective, built community trust in the Summer EBT project, and improved redemption rates. For example, Chickasaw Nation’s future plans include visiting SFAs in person rather than communicating primarily by telephone or email.

Grantees viewed partnerships with CBOs as a way to targeted effective outreach and technical assistance to participating households. Grantees also viewed better relationships with community partners as a way to connect participating households to a network of resources, such as farmer’s markets and food banks.



Grantee Spotlight: Missouri’s Work with Local CBOs

Unlike other grantees that can choose whether or not to work with CBOs, the Missouri grantee is required by State law to work with CBOs from different regions of the State. It reported that these relationships added significant value to its Summer EBT project. CBOs understood the needs of the community at the local level and were able to use this knowledge of, and relationships with, their communities to increase participation in the project. For example, one CBO was aware that migrant farm workers in the area picked up their mail on only one day of the week. Using this information, the grantee targeted the timing of the benefit mailing, to increase redemption rates and project access among this population. The grantee reported that if it were to increase the number of its service areas or implement statewide, this partnership model would have to be modified to accommodate the greater number of children.

Chapter 4 describes project operations including the process, challenges, successes, and future considerations of the benefit issuance process and outreach, technical assistance, and training.

4. Project Operations

The 2015-2018 Summer EBT grantees implemented procedures to determine children’s eligibility, obtain consent, and issue benefits. In addition, grantees provided outreach, technical assistance, and training to households and retailers. This chapter provides an overview of grantees’ Summer EBT benefit issuance processes; outreach, technical assistance, and training; and grantees’ use of information technology and data.

4.1 Summer EBT Benefit Issuance

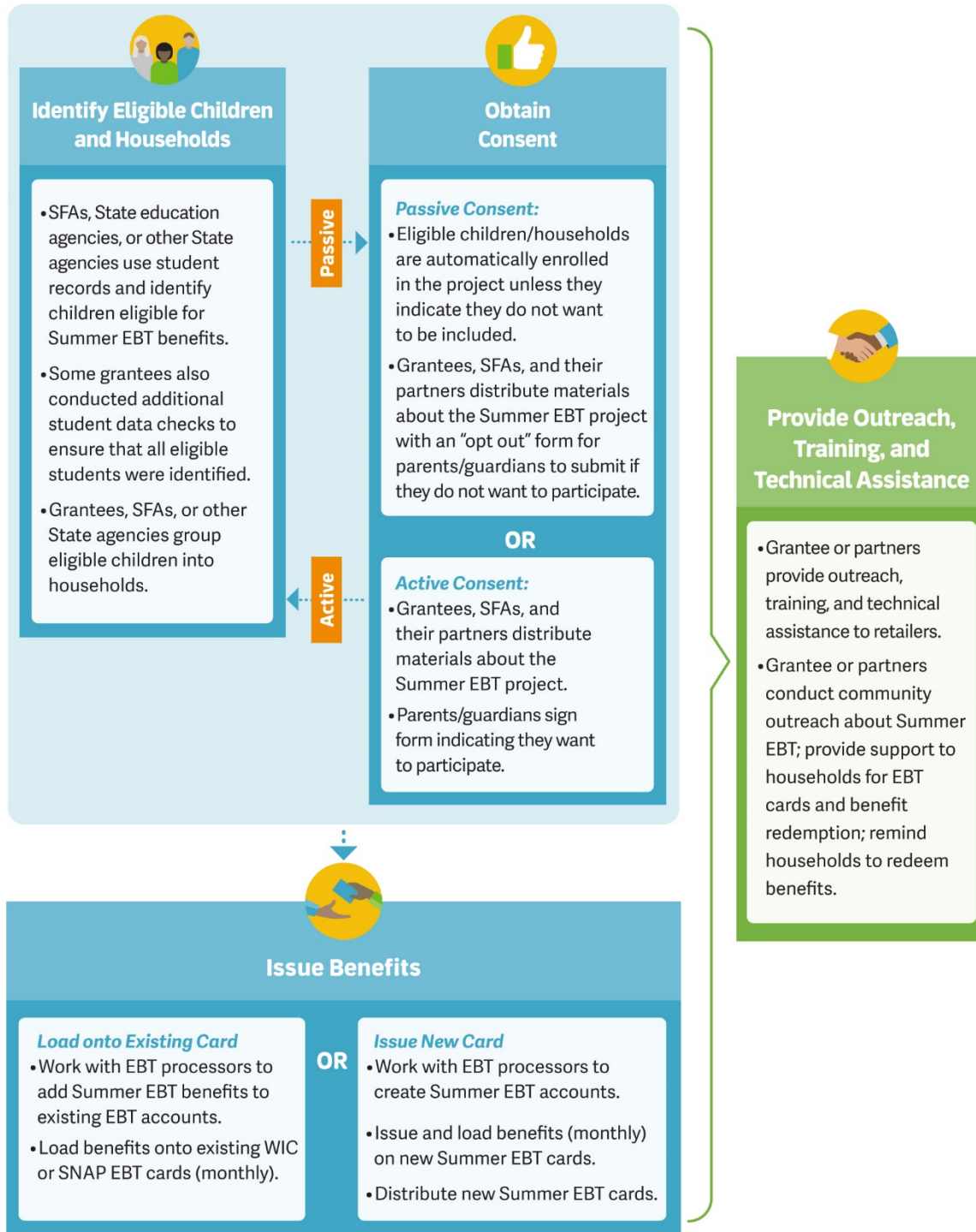
FNS established eligibility criteria for each year of the 2015-2018 Summer EBT project (Exhibit 4-1). These criteria varied slightly from year to year, but eligible children were those who were both approved to receive free or reduced price school meals in the school year immediately preceding each summer in which benefits were issued and who resided or attended school in the approved service area.

FNS allowed grantees to provide Summer EBT benefits to children attending Community Eligibility Provision (CEP)¹³ schools under circumstances defined in the annual Request for Applications, or as proposed by the grantee. CEP provides the option for high-need schools to offer breakfast and lunch to students at no charge. Any district, group of schools in a district, or school with at least 40 percent “identified students”—meaning children who are certified eligible for free school meals without a household application—can choose to participate. Schools or districts with an Identified Student Percentage (ISP) of at least 62.5 percent have all meals served reimbursed at the federal “free” rate. Identified students include children directly certified through data matching because their households receive SNAP, TANF, or Food Distribution Program on Indian Reservations, and in some states, Medicaid benefits, as well as children who are certified for free meals without an application because they are homeless, migrant, enrolled in Head Start, or in foster care. In CEP schools with an ISP below 62.5 percent, grantees relied on direct certification data, in the absence of household application data, to identify eligible children.

Within these parameters, grantees implemented processes (with FNS approval) for identifying eligible children and households, using either a passive or active consent process, and issuing EBT cards and monthly Summer EBT benefits (Exhibit 4-1). For the purpose of this report, “benefit issuance” encompasses all three of these steps.

¹³ The Community Eligibility Provision (CEP) is a meal service option for schools and school districts in low-income areas. CEP allows the nation's highest poverty schools and districts to serve free meals to all enrolled students without collecting household applications.

Exhibit 4-1. Summer EBT Benefit Issuance



4.1.1 Identifying Eligible Children and Households

The process for identifying eligible children and households varied across grantees but involved identifying children, verifying eligibility, and constructing household lists.

Identifying Children

Grantees worked with SFAs, State education agencies, and/or other State/ITO agencies with access to student records to identify children eligible for Summer EBT. In most cases, SFAs identified eligible children based on FNS' and the grantee's eligibility criteria and sent the list to the grantee. For example, the Connecticut grantee compiled a list of children from Department of Social Services and Department of Education records. It then sent the list to SFAs to confirm eligibility against their records. Missouri and Oregon grantee staff cross-checked SFA-provided lists with their previous year's participation lists and SNAP eligibility records to verify eligibility and add any children the SFAs had missed. Chickasaw Nation, the only grantee that consistently used an active consent process, distributed project information and applications to households in its designated service areas. Households were then able to apply online, by phone, or by paper application. The lists of potentially eligible children from these submitted applications were sent to the participating SFAs to confirm eligibility against their free and reduced-price meals participation records.

Over time, several 2015-2018 Summer EBT grantees modified their procedures for identifying eligible children and verifying eligibility. Two grantees (Michigan and Virginia) changed processes for identifying eligible children. Previously, Michigan received files of identified eligible students from SFAs. In 2017, Michigan received the information from a single source, the Center for Educational Performance and Information (CEPI), which houses a statewide database of all student data. In 2018, Virginia required SFAs to provide data using a standard data template, which led to uniform reporting and simplified benefit issuance.

Two grantees instituted changes related to direct certification. In 2018, Connecticut participated in an FNS pilot program to directly certify children for free and reduced-price meals through Medicaid income data. This allowed the grantee to identify additional children eligible for Summer EBT benefits.

Sometimes changes in Summer EBT partnerships led to changes in processes. For example, in 2016, Nevada received a single list of eligible children that was pulled from a statewide free and reduced-price meals eligibility system hosted by the Department of Education. In 2017, school districts no longer used this system and the grantee had to partner with individual SFAs which each provided a file of eligible students.

Two grantees modified their procedures for verifying children's eligibility. In 2017, Chickasaw Nation used a central online application to generate a list of applicants for SFAs to verify, rather than having SFAs collect and verify paper forms as in previous years. This also eliminated the need for the grantee to manually enter data from paper applications.

Constructing Household Lists

Grantees grouped eligible children into households because benefits were issued at the household level (one EBT card per household). For some grantees, this was a manual process, often done by SFAs. The process involved matching siblings and addresses. For other grantees (e.g., Michigan and Nevada) constructing households was more automated. For example, Nevada used its Open Domain Management Information System to group children into households.

Two grantees modified their procedures for constructing household lists. In 2016, Cherokee Nation refined its process by automating the grouping of children into households. Oregon had the schools send the child's school ID number; the grantee also added a unique number identifier for children who received Medicaid benefits. Having these additional identifiers allowed Oregon to more quickly identify and group children into households from year to year.

4.1.2 Obtaining Household Consent

Grantees implemented a passive or an active consent process (see Chapter 2). In Summer EBT projects that used a passive consent process, grantees and/or SFAs distributed project information with an opt-out form to potentially eligible students. Parents/guardians responded only if they wished to opt out of the Summer EBT project. In projects that used an active consent process, CBOs and/or SFAs conducted outreach to inform parents about Summer EBT, parents/guardians completed a paper or online application with child and household data, and then grantees and SFAs verified eligibility as described above (see Section 4.1.1).

Three 2015-2018 Summer EBT grantees modified their consent processes over time. In 2017, Cherokee Nation switched to a hybrid consent process, using passive consent for children who redeemed benefits in 2016 and active consent for any new children. In 2018, Cherokee Nation reverted to a passive consent process, which meant it no longer processed any applications. Chickasaw Nation maintained an active consent process using an online application. In 2017, Virginia distributed an opt-out form for households to elect to not be issued benefits.

4.1.3 Issuing Benefits

With the exception of Missouri and Oregon, all grantees loaded benefits onto new EBT cards specific to the Summer EBT project. In Missouri and Oregon, benefits were loaded onto participants' existing SNAP EBT cards. Most grantees had new cards printed and distributed by a third-party vendor. Cherokee Nation hired a third-party vendor to print the cards, but mailed the cards itself. Texas used one third-party vendor to print the cards and another third-party vendor to mail them. Oregon had another department within its grantee lead agency print and distribute the cards.

Once EBT cards were distributed, grantees loaded benefits monthly (\$30 or \$60 per month for each participating child).¹⁴

Over time, Summer EBT grantees modified how they distributed EBT cards and issued benefits. Four grantees (Chickasaw Nation, Michigan, Missouri and Nevada) changed the way benefits were loaded and redeemed from EBT cards. Chickasaw Nation, Michigan and Nevada extended the availability of all monthly Summer EBT benefits so they were available to be redeemed until the last day of the summer (previously benefits expired at the end of each month, like other food package sites). In Missouri, households receiving SNAP had their Summer EBT benefits loaded onto the same SNAP card. SNAP benefits are not time limited, whereas Summer EBT benefits must be used during the specified benefit period (i.e., during summer months). Missouri found that households were sometimes using their SNAP benefits first, putting households at risk of not redeeming Summer EBT benefits before they expired. In 2018, Missouri worked with its EBT processor to ensure households with both Summer EBT and SNAP benefits on one card would redeem Summer EBT benefits first.

4.1.4 Benefit Issuance Errors

Given the complexity of the benefit issuance process several issuance errors occurred across the project years. Exhibit 4-2 displays the types of errors reported by grantees through their CNP Surveys and discussed during interviews with nine grantees. Note that it seems likely that other benefit issuance errors occurred, but the grantee was unaware (or did not report during interviews or in CNP Surveys).

¹⁴ The Missouri grantee issued \$45 benefits twice during the summer, instead of \$30 three times during the summer.

Exhibit 4-2. Types of Benefit Issuance Errors Reported by Grantees

Grantee	Benefit issuance errors			
	Delay in issuance	Issuance to ineligible children or households	Incorrect payment	Double issuance
Cherokee Nation	✓		✓	
Chickasaw Nation	✓	✓		✓
Connecticut	✓	✓	✓	✓
Delaware	✓	✓	✓	
Michigan	✓	✓		
Missouri	✓	✓		
Nevada	✓	✓		
Oregon ^a	✓			
Tennessee	✓		✓	✓
Texas	✓			
Virginia	✓	✓	✓	

Source: 2015-2018 Child Nutrition Program (CNP) Surveys and interviews

Notes:

^a Abt Associates was not provided with a 2017 CNP Survey; therefore, this table does not reflect data from Oregon in 2017.

Delays in issuance were common across all grantees. The timing of grant awards caused broad implementation delays in some years. Many grantees also found a large amount of their initial mailing of EBT cards was returned as undeliverable, leading to delays in household receipt of benefits. Michigan, for example, estimated that in 2018 more than 10 percent of its initial mailing of EBT cards was returned. Even Chickasaw Nation, which used active consent and therefore had updated addresses recently provided by families, found that some of its mail went undelivered (some 40 Summer EBT cards in 2017). In 2018, Texas discovered that its mail vendor had not sent 1,173 cards to households. Some households in Texas received their Summer EBT cards as late as August 2018.

Nearly two-thirds of the 2015-2018 grantees reported that they were aware of errors related to issuing benefits to ineligible children or households. This occurred to varying degrees depending on the grantee. For example, Chickasaw Nation issued \$10,800 in Summer EBT benefits to ineligible households due to a system-level update that did not identify ineligible children (e.g., underage children). The grantee, however, was able to catch the error before any benefits were redeemed. Missouri and Oregon both encountered circumstances in which one or more school districts sent them a list of all the children enrolled at the schools, not just students receiving free and reduced-price meals. In most of these circumstances, the ineligible families were notified and benefits were not redeemed.

Five grantees reported issuing households incorrect benefit amounts, both underpayments and overpayments. Connecticut and Virginia did both as a result of challenges with household composition where the grantee had incorrect information about the number of children in a household. Cherokee Nation, Delaware, and Tennessee underpaid some households, often due to errors related to household composition. Delaware had one overpayment in 2017 as a result of a system-level error.

Three grantees reported that they were aware of double issuance errors, where households received more than one EBT card for the summer. The causes varied, and all cases were isolated. For example, in 2018, Chickasaw Nation had two cases of double issuance resulting from the WIC system not receiving the message from the EBT processor that the household had been issued the benefits. Consequently, the WIC

system re-issued the Summer EBT benefit. Tennessee experienced once case of double issuance in 2018 because the school files had listed a child twice, under different addresses.

During interviews, some grantee staff reported on measures they had taken to prevent benefit issuance errors (Exhibit 4-3). Though some grantees successfully implemented preventive measures, others reported that they would make changes to their processes if given the opportunity to operate the Summer EBT project again. Their suggestions included creating automated systems checks to identify potential errors and flag them for review by the grantee’s Summer EBT team, and cross-referencing data with other State systems to catch errors earlier. The household information Chickasaw Nation collected through its active consent process appeared to be more accurate than what other grantees obtained from SFAs or other State/ITO agency databases. This is likely be due, at least in part, to the timing of collecting household information (i.e., spring through active consent versus fall through passive consent and reliance on school data).

SFAs may not be aware of student address changes that occurred after initial NSLP information is collected in late summer or fall of each year. Grantees reported that transient populations were particularly difficult to reach because their addresses were frequently inaccurate, and mailings were returned. Rural areas presented their own mailing-related challenges. For example, the Texas grantee reported the rural mail delivery systems were not equipped to deliver the sudden and large flow of EBT cards. Texas also reported the particular challenge in rural areas, where many households did not speak English as their first language and were not familiar with the US Postal Service address conventions, causing their mail to go undelivered. Conversely, one grantee reported that rural populations tended to be more stable, and thus less mail was returned as undeliverable.

Exhibit 4-3. Preventive Measures by Specific Benefit Issuance Error

Benefit issuance error	Preventive measure
Delay in issuance	<ul style="list-style-type: none"> ● Obtain name and household information of two guardians per child in case mail is returned from the primary guardian (Tennessee)
Issuance to ineligible households and children	<ul style="list-style-type: none"> ● Cross-check the list of eligible students provided by the SFA versus State/ITO SNAP data to ensure accurate household information and Summer EBT eligibility (Connecticut, Tennessee) ● Partner with SFAs to outline data expectations including discussions of eligibility and accurate reporting of child-level data such as household and address (Chickasaw Nation)
Double issuance	<ul style="list-style-type: none"> ● Develop flags in the EBT system to automatically identify duplicate entries (Chickasaw Nation) ● Embed student ID in the dataset to ensure that each child is counted only once (Texas)

4.1.5 Challenges

Though each 2015-2018 Summer EBT grantee had unique benefit issuance processes, they faced similar ongoing challenges when identifying eligible students, confirming eligibility, and issuing benefits.

Identifying Children Enrolled in CEP Schools

Six grantees experienced some difficulty identifying all eligible children in CEP schools/districts that did not meet the 62.5 percent ISP threshold within their service areas. These grantees reported that because CEP schools/districts did not collect household applications, they had to rely on direct certification data to identify eligible children. Grantees expressed some frustration that this process potentially excluded those students eligible for free and reduced-price meals but whose families were not participating in another federal assistance program.

Chickasaw Nation used an approach to attempt to identify these potentially excluded families. They elected to use an alternate income form for CEP schools. That form asked parents to report the federal assistance they received (or, if none, their household size and income). Chickasaw Nation staff used this information to determine eligibility, though the method increased the administrative burden on the schools and families.

The Michigan and Oregon grantees also described challenges working with CEP schools with ISPs that qualified the entire school for Summer EBT benefits. In both cases, households with children who were not otherwise eligible for Summer EBT benefits did not understand why they were offered benefits. Grantee staff reported hearing that some parents said the project “was being wasted on them.” Both Michigan and Oregon reported the percentage of families redeeming benefits dropped because families that did not think they should have received Summer EBT benefits did not redeem them. In 2017 and 2018, Michigan switched to issuing benefits only to children at CEP schools who were deemed to be individually eligible for free and reduced price meals through direct certification.

Household Composition

Seven grantees (Cherokee Nation, Connecticut, Delaware, Missouri, Tennessee, Texas, and Virginia) noted challenges confirming household composition, particularly among more transient populations. For example, three grantees (Connecticut, Missouri, and Tennessee) struggled to determine addresses for foster children. Tennessee and Texas reported they had difficulty creating household profiles due to the complex nature of family units. Tennessee reported this was particularly challenging in rural areas, where seasonal shifts in household composition appeared to be common. In some cases, siblings lived with different guardians or children moved throughout the summer. In other cases, siblings lived together in one household but the grantee issued two EBT cards because one child was officially living with a different head of household, or one child lived with a different parent in a different location for part of the year. Delaware and Virginia also reported difficulty confirming household composition in their CNP Surveys. Delaware reported that resolving guardianship for the summer was a challenge. Virginia switched from working with School Nutrition Directors to someone within the district or school who had greater knowledge of individual families.

Grantees also faced challenges when reconciling conflicting eligibility information from multiple data sources. Often reconciliation involved confirming information with school staff, which could be time consuming. The timing of grant awards coincided with end-of-year school activities or school being out of session, which meant staff were not immediately available to respond to questions. This led to delays in issuing benefits. Michigan and Missouri reported efforts such as obtaining lists of eligible children were particularly challenging in rural locations where smaller SFAs were not operating in the summer months, as opposed to larger SFAs that had staff working during the summer.

Reconciling Returned Cards

All grantees reported difficulties when cards were returned as undeliverable, largely as a result of the challenge of gathering accurate household addresses. Michigan, for example, estimated about 10 percent of its mailed cards were returned. All grantees reported that tracking down the correct addresses often involved checking possible alternate sources of information (e.g., Department of Motor Vehicles or SNAP records), contacting the schools, or contacting the households themselves, if possible. The process was both time and resource intensive. Connecticut



“The list was massive...on a daily basis, like 200 to 300 cards were undeliverable. Of course, with [undelivered cards], we would have to go back and see what was wrong with the address, try to contact the client either through the school, through a phone number if it was provided, or any other method we could. As I said, we had a limited number of staff to do implementation, so that seemed a little bit more overwhelming. We actually had to kind of pull in some other individuals within our organization to assist us in handling that.”

and Oregon each had a temporary staff member focus exclusively on reconciling returned cards. Tennessee reported adding staff from other projects specifically for this purpose. They noted if they were to implement the Summer EBT project again with a passive consent process, they would distribute a form asking parents to provide up-to-date household information before issuing benefits.

4.1.6 Lessons Learned

Grantees made a number of recommendations and suggestions for future project years around the timing of benefit issuance, using online application forms, streamlining information storage, and rolling over benefits.

Benefit Issuance Timing

Because grants were not awarded until late spring, grantees reported they were not able to work with SFAs until schools were nearing the end of the academic year or out of session. This timing exacerbated the challenges of gathering information about children and households, reconciling conflicting data, and issuing benefits. Grantees recommended starting the process earlier and involving the SFAs as much as possible. They suggested implementing an information campaign in partnership with schools to get returning and new households to update their address and contact information. Grantees also recommended mailing the EBT cards while school was still in session, so it would be easier to reconcile undelivered cards either by confirming information with the school or by hand-delivering the cards.

Online Forms

Passive consent does not require an application form. Of the eight interviewed grantees that implemented a passive consent process for the 2018 Summer EBT project, half (Cherokee Nation, Nevada, Tennessee, and Texas) reported considering adding an online form for the sole purpose of collecting accurate address and contact information. Cherokee Nation and Tennessee reported considering shifting to an active consent process that would require an application, including contact information. Texas suggested a statewide address system the grantee could use to reconcile addresses would be more efficient in the future, but did not clarify whether or not it would switch consent processes. Chickasaw Nation reported that a Tribe-wide address database for address verification would be helpful and eliminate the need for multiple rounds of communication with SFAs. Grantee staff felt that adding this step would lead to a standardized contact information format and reduce the number of undeliverable EBT cards.

Streamlined and Centralized Information Storage

Grantees also suggested ways to make their benefit issuance process more efficient. Connecticut considered a data system that would annually compile all household information from multiple sources for households already eligible for free and reduced-price meals into one file to upload to its benefit issuance system, thereby automating the benefit issuance process and eliminating the need to re-screen households and create new accounts for them each year. Three grantees (Chickasaw Nation, Tennessee, and Texas) suggested creating a statewide central database where partners could confirm children's eligibility for Summer EBT, eliminating the need to exchange student lists.

The Nevada grantee suggested adding the application form for Summer EBT into the free and reduced-price meals application to streamline the consent process.

Benefit Rollover

Three grantees (Chickasaw Nation Michigan and Nevada) modified their projects to allow Summer EBT benefits to roll over to the following month (within the summer months of project operation). Chickasaw Nation found this contributed to increased benefit redemption among participating households. Similarly, Nevada found that when it allowed unredeemed June and July benefits to roll over, 93 percent of benefits were used, with most redeemed occurring during August.

4.2 Outreach, Technical Assistance, and Training

Outreach, technical assistance, and training activities varied across grantees, based on the specific needs of the Summer EBT households.

4.2.1 Outreach and Technical Assistance

Grantees employed a variety of outreach techniques to raise awareness of the project and boost redemption rates. These strategies aimed to address one of grantees' primary challenges, which was reaching participants for whom the grantee had outdated or invalid contact information (also see Section 4.1.5). Exhibit 4-4 below shows the different types of outreach and technical assistance provided to households, including the number of grantees that reported using each type.

Exhibit 4-4. Forms of Outreach and Technical Assistance for Summer EBT Households (number of grantees)



Help Desks. All grantees provided households with a help desk phone number to call with questions about Summer EBT. Some grantees hired temporary staff for their help desk, whereas others contracted it out. In Cherokee Nation and Missouri, CBOs ran the help desks. Missouri emphasized the advantage of having a familiar local liaison to field participating households' questions. In Delaware, the grantee gave the State information hotline details on Summer EBT to answer questions if participants called. Throughout project years, grantees made changes to their help desk operations. For example, in 2017, Michigan expanded the hours of availability for its help desk. Missouri and Virginia added a help desk to their outreach efforts.

Mailings. All 11 grantees mailed informational materials to participating households. These materials included instructions on how to activate and use the EBT cards. Some grantees also included information such as frequently asked questions and guides on the types of foods included in the food package, when applicable.

Phone Calls. In collaboration with partners, more than half of grantees (Chickasaw Nation, Connecticut, Delaware, Michigan, Missouri, Texas, and Virginia) called households that failed to activate their EBT cards or redeem benefits, or for which the grantee had an invalid address. These calls were either made by staff working on the project or robo-calls through third-party vendors. For example, Texas partnered with school districts to push out reminder robo-calls and text messages to participants. Chickasaw Nation had staff call households from previous years to tell them Summer EBT project applications were available. Grantees also reported changing the timing, format, and volume of their outreach efforts. In 2016, Nevada

added a second programmed call and email outreach to households. In 2018, Connecticut increased the frequency of calls, and Michigan added robo-calls to remind participants to redeem benefits.

Online Resources. Four grantees (Chickasaw Nation, Michigan, Nevada, and Tennessee) provided participants with online resources that were typically located on a website specific to Summer EBT or on the website of the grantee lead agency. Chickasaw Nation also offered a mobile Shopper App that helped participants identify eligible items for purchase (also see Section 4.2.4).

Text Messages. Four grantees (Chickasaw Nation, Nevada, Texas, and Virginia) used text message services to send reminders and details about benefit balances, as well as to provide households with quick access to official project information, including links to the website.

Social Media and Press. Outreach also included advertising the Summer EBT project to the broader community. This was particularly pertinent in Chickasaw Nation. In contrast to other grantees, Chickasaw Nation was serving its entire jurisdictional territory and used an active consent process that did not rely on SFA-provided lists of eligible children. Chickasaw Nation and its partner, the Choctaw Nation, promoted the project through a local newspaper, websites, press releases, and public service announcements on the radio. They also distributed flyers widely at locations such as the local Boys and Girls Club, schools, churches, grocery stores, and summer programs. Grantees Oregon and Tennessee also used social media and the press to advertise the project. Tennessee reported that its use of social/electronic media helped it quickly disseminate information to the community at large.

Notably, the Texas grantee used an in-person event to provide outreach and support for participating households. It hosted a Food Box Distribution event in partnership with the Central Texas Food Bank. Both used this as an opportunity for project outreach and education. Texas found that some events were better attended than others. The Food Box Distribution was well attended, whereas trainings had lower participation, and the grantee had to find alternative outreach methods, such as mailing families cards with project information (also see Section 4.1.5).



Grantee Spotlight: Tennessee's Branding and Accessibility

Tennessee used electronic communication to reach out to the community. To introduce Summer EBT to the public, the grantee created kid-friendly branding for the project. It shared this branding widely on social media and in local newspapers. Tennessee reported that the branding helped households distinguish between their SNAP and Summer EBT cards, which the grantee believed helped reduce the stigma associated with public benefits.

4.2.2 Training

Grantees reported that providing training to retailers, SFAs, and participating households was instrumental to the success of their Summer EBT project.

Retailers. Grantees offered training to retailers to ensure they could answer participant questions. In some cases, the training involved providing informational materials with details about the project and additional resources to the retailers. For example, the Nevada grantee sent an email to retailers informing them of the Summer EBT project, allowing them enough time to increase their inventory, if necessary. In other cases, grantees took the opportunity to train retailers on Summer EBT during the WIC or SNAP retailer trainings. Whereas some grantees opted to train retailers virtually, others were able to conduct in-person trainings. Chickasaw Nation and Texas conducted in-person trainings. In Texas, these trainings were conducted at select retailers that requested assistance to support customers using the Summer EBT card. Michigan, however, found that retailers were not receptive to in-person trainings, and in 2017 they opted to instead send information to retailers via email.



“Focus on training the [household] over training the vendors, because if the [household] doesn't know how to [redeem their benefits], they're not even going to try. In our materials, we have different food guides with pictures, and we provide constant messaging to them throughout the summer.”

SFAs. Grantees often used trainings to ensure SFAs were knowledgeable about procedures to identify children and households for the project, including how to fill out the template used to report eligible children, if applicable. Grantees most often communicated with SFAs via email. For example, Oregon increased communication and training to ensure participating SFAs understood the Summer EBT project, were conducting outreach, and sent accurate lists of eligible students.

Participating Households. Making sure participating households understood and were comfortable with the benefit redemption process was essential to operating the Summer EBT project. For most grantees, this meant sending out informational packets including instructions on how to activate cards and redeem benefits, including colorful pamphlets with pictures of the types of foods that could be purchased. Some grantees (Chickasaw Nation, Michigan, Nevada, and Tennessee) also included online training materials. Michigan, for example, included training videos posted on the MI-SEBTC website.

4.2.3 Challenges

Summer EBT grantees reported that the timing of the grant award was a challenge for outreach and training. Grantees also reported ongoing challenges with the yearly re-training of staff and retailers. The timing of the award also challenges for conducting outreach after the school year had ended. Grantees reported struggling to contact both potential and identified children/households because of incorrect addresses, emails, and phone numbers. Outreach materials often went undelivered. When discussing how to overcome this challenge, the Michigan grantee suggested distributing Summer EBT cards while schools were still in session. This would allow grantees to work with SFA staff to update and correct contact information and re-distribute EBT cards returned as undeliverable. Doing so would only be possible if notice of grant award was earlier or if Summer EBT were a permanent program. Grantees did not report any overarching challenges with technical assistance activities.

4.2.4 Lessons Learned

Several approaches to improving outreach to increase benefit redemption were noted. Grantees highlighted the importance of diversifying and expanding household outreach efforts. For instance, increasing the number of printed materials (e.g., postcards, handouts, and short letters) and the volume of automated calls and text messages to households. To expand their outreach base, many grantees also emphasized the importance of working with SFAs, which grantees saw as effective partners for

disseminating information to households. They also discussed working with other possible partners including daycares, shelters, faith-based organizations, and existing food coalitions. The Missouri grantee suggested using community SNAP partners to help educate eligible households about the Summer EBT project and inform them of additional resources such as farmer’s markets and food pantries.

Grantees also suggested integrating technical assistance features into their outreach platforms. Michigan for example, plans to update its website to optimize the user experience. New features will let participating households reset their personal identification number online and easily access information about the Summer EBT project. The grantee also plans to launch a mobile app in 2020 that will include notifications and reminders, and will enable participants to update their contact information.



Grantee Spotlight: Chickasaw Nation’s Shopper App

Chickasaw Nation contracted with service provider JPMA for a mobile “Shopper” app to help participating households identify items eligible for purchase through its Food Package model. The app allowed households to scan barcodes to determine whether items were eligible, tracked their available Summer EBT benefits, and provided basic nutrition education. Households could also locate participating grocery stores by ZIP code using the Shopper app. The grantee reported the app made it easier and less stressful to redeem Summer EBT benefits.

In 2018, five grantees (Chickasaw Nation, Connecticut, Michigan, Oregon, and Virginia) implemented innovations related to outreach, technical assistance, and training. Chickasaw Nation implemented its Shopper App to help households identify eligible food items. Cherokee Nation, Nevada, and Virginia used text messages to remind households to redeem their Summer EBT benefits. Nevada used mass text messaging in three waves: (1) to announce the launch of the project and provide households the ability to opt out; (2) to remind households to redeem benefits and provide project updates; and (3) for a post-project survey. Through the survey, the grantee learned that participants preferred text messages over robo-calls or mass emails. Nevada reported it reached 80 percent of telephone numbers via text. The Virginia grantee reported that more than 60 percent of its text messages sent throughout the summer were received and that the grantee believed that the text messages had an overall positive effect on benefit redemption. In contrast, when it sent text messages reminding households to redeem unused benefits, Cherokee Nation found that phone numbers were often out of date.

4.3 Data Management

Operating the Summer EBT project is data intensive. Each grantee collected, obtained, or generated data from different sources, but there were several key data requirements necessary to operate the project. The data needed in order to identify children and confirm eligibility included, but were not limited to, school enrollment data, free and reduced-price meals program data, data on schools that elected to implement the CEP, finalized lists of eligible children, and data on other program participation such as SNAP or direct certification. To match children within households, the grantees and partners needed to obtain or generate household data including address, child name, date of birth, and parent/guardian information. Grantees also required data to conduct outreach and technical assistance. This data included, but was not limited to, benefit



“The Center for Educational Performance and [Information]...keep[s] track of all the student data records throughout the entire [State]. We can electronically get these data records, put them into our system, and then through an interface, it goes over to our EBT host, and so it happens securely, everything's already in place. We're able to get a lot of the essential services off the ground with low burden on staff. That's really the highlight.”

issuance and redemption data. Using those data, grantees were able to identify households that had not activated their EBT card or redeemed benefits, and target those households for outreach.

Grantees received data from partners whose approaches to collecting and storing data ranged from statewide databases to Excel spreadsheets maintained at the local level. In some cases grantees had to compile information from several partners to obtain all of the data needed to operate their project. In Michigan however, all student data is housed with the Center for Educational Performance and Information (CEPI). In 2017, the Michigan grantee partnered with CEPI to generate the student data files used to identify and confirm eligible children. Previously, Michigan had to work with each SFA to generate lists of children. Working with CEPI streamlined the process and enabled the grantee to issue benefits on a larger scale, especially in years when the project timeline was shortened because of the late timing of the award. Though this model worked well for Michigan, it is important to note that some States do not have or allow central student databases.

Grantees used a management information system (MIS) to track benefit issuance and redemption, which also allowed them to identify households for technical assistance and outreach. Grantees often used the same MIS as the State/ITO used for SNAP or WIC but developed customized Summer EBT modules in the software. Chickasaw Nation, for example, used its Spirit System to maintain caseload, issuance, and redemption data.

4.3.1 Challenges

In addition to the challenges associated with the Summer EBT project data (see Section 4.1.5), some grantees faced challenges with their MIS. Three grantees reported their State implemented a new MIS for SNAP and WIC while they were operating Summer EBT. This created issues when the agency did not take Summer EBT into account. For example, the Nevada grantee reported that the State's new MIS did not include the Summer EBT module, so the grantee had to maintain and pay for its legacy system in order to process Summer EBT benefits.

Grantees reported burdens associated with receiving incomplete or inaccurate data from households, in part due to the complexity of integrating multiple data sources. For example, the Missouri grantee issued benefits on participants' existing SNAP cards. This required matching the school district enrollment data with SNAP household data, to ensure that the benefits were being loaded onto the correct cards. Because there was no common identifier across both data sets, it was difficult to match children eligible for Summer EBT with SNAP households. The grantee staff had to look up each child's name and date of birth. Similarly, the Connecticut grantee reported it was difficult to work with multiple partners because they were unable to compare data accurately across systems. Due to State-level regulatory restrictions, one grantee could not access all of the State Department of Education's records, complicating the process of identifying children and households.

4.3.2 Lessons Learned

Summer EBT grantees reported a number of approaches to successfully managing Summer EBT data, including fostering strong communication with the partners creating the student data files. Grantees found they received higher quality data when they set clear expectations about their data needs (and required formats) early in the partnership. In working with partners, grantees also reported the importance of establishing agreements between agencies inside the State/ITO to ensure they can share data and use the same systems.

Many grantees used manual processes to input data into their MIS and desired to automate these processes to improve efficiency.

Using real-time benefit redemption data allowed partners to identify issues and address them proactively. In Texas, for example, grantee staff noticed a large number of Summer EBT cards were not redeemed; investigating further, they found that 30 percent of cards were not delivered due to an issue with a

contractor. Chickasaw Nation used redemption rate data to target households with text message reminders to redeem benefits.

In 2018, four grantees (Cherokee Nation, Connecticut, Michigan, and Virginia) tested innovations related to Summer EBT benefit issuance data and technology, including changes to their internal operations and processes. The grantee also added a new data file import tool that could quickly import student data files into its Summer EBT database. The Connecticut grantee processed all Summer EBT cases in its new agency MIS (rather than using two separate systems as it did in prior years). It also created a spreadsheet that could capture duplication in client identification numbers, households, and names, which could identify duplicates prior to benefit issuance. Michigan opted to use spring semester household data, believing it would provide more accurate household information. Interestingly, the grantee found it had only a marginal impact on data quality. Virginia developed a new data template to streamline its data exchange between SFAs; the grantee reported the template did improve the quality of data it received, but still left room for improvement.

Chapter 5 provides an analysis of project administrative costs.

5. Administrative Costs

Cost is a crucial consideration for any project. The evaluation collected and analyzed data on administrative costs, both one-time and ongoing, incurred by nine of the 11 grantees: Cherokee Nation, Chickasaw Nation, Connecticut, Michigan, Missouri, Nevada, Oregon, Tennessee, and Texas. Costs considered were labor, other direct costs, and contractual, including payments to their subcontractors, such as EBT processors, SFAs, CBOs, other State/ITO agencies, and other third-party vendors. The study team gathered data on administrative costs through both the CNP Survey and the cost data form, as described in detail below.

“Administrative” Costs

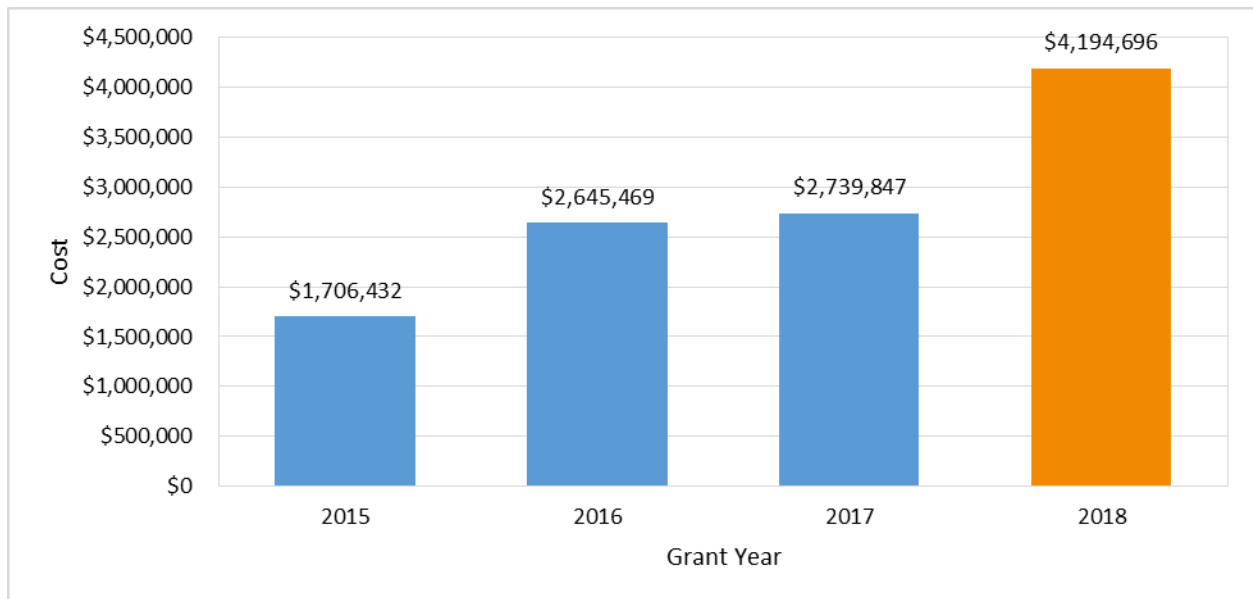
Expenses necessary for the operation and management of the Summer EBT project, both one-time and ongoing. Does NOT include the costs of benefit redemption.

This chapter provides an overview of costs incurred by grantees to administer their projects, and how those costs were structured.¹⁵ Chapter 6, Benefit Use Study, discusses the analysis of benefits used and redeemed. Section 1.3.1.3 includes an overview of the cost data collection approach.

5.1 Overview of Summer EBT Administrative Costs (2015-2018)

From 2015 to 2018, the total cost of administering Summer EBT, as reported by grantees, was \$11.29 million as shown in Exhibit 5-1, costs increased over time, from \$1.7 million in 2015 to more than \$4.1 million in 2018. This trend reflects FNS’s strategy to expand service areas (and thereby the number of children served), as well as the addition of two new grantees in 2018.

Exhibit 5-1. Administrative Costs by Year, 2015-2018 (9 grantees)



Source: Cost data forms submitted by each grantee for 2015-2018.

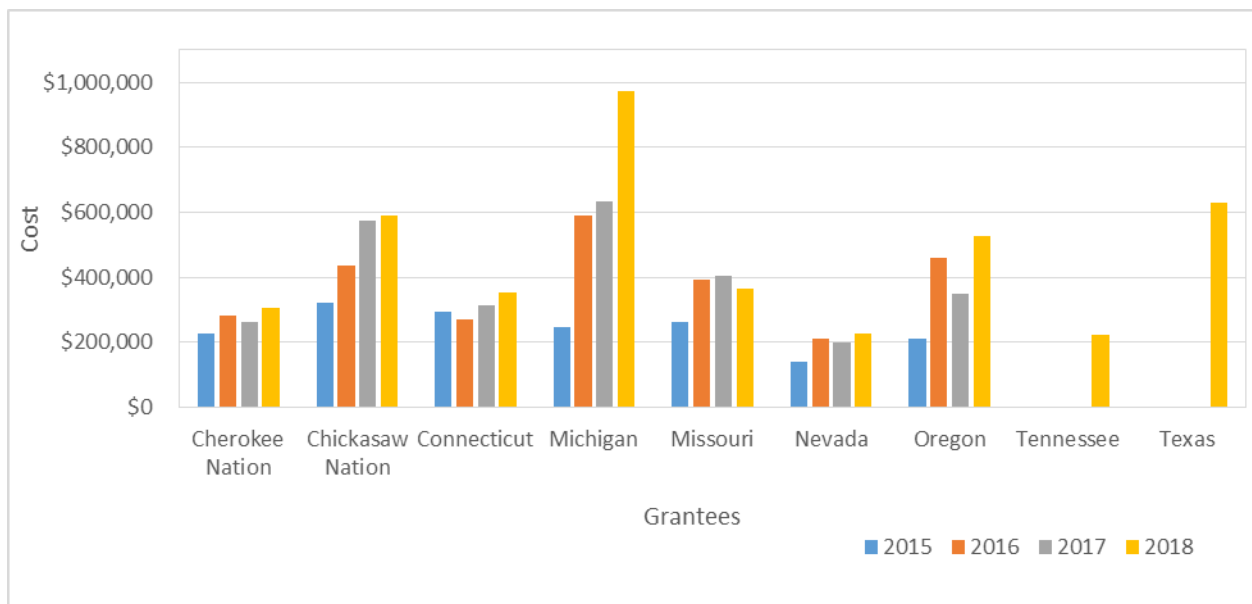
¹⁵ Administrative costs were reported by grantees using a cost data form and the CNP Surveys; benefit information was provided through issuance and redemption data from grantees’ EBT systems.

The overall trend of increasing administrative costs masks variation within and across grantees from 2015 to 2018, as seen in Exhibit 5-2. Several grantees (Michigan, Missouri, and Oregon) experienced a large increase in administrative costs between 2015 and 2016, in line with substantial service area expansions. Michigan had another expansion to another region in 2018, as reflected in another large increase in costs between 2017 and 2018. Details of this service expansion are described in detail in Chapter 1.

Other grantees with steady increases in cost over time (Cherokee Nation, Connecticut, and Nevada) did not have steady increases in program size. That indicates that, while expansion was one obvious driver for increased costs, it was not the only or even the most important driver. As noted earlier, grantees used funds to invest in changes to their EBT systems, adjusted their program and cost structure to respond to delays in the timing of grant payments, and implemented short-term innovations that all have cost implications.

Also notable is that Texas and Tennessee administered Summer EBT for only 2018, so they incurred start-up costs that other grantees did not have. Still there was variation. Tennessee had costs in line with most of the other grantees, while administrative costs for Texas¹⁶ were among the highest administrative costs in 2018. More detail on the types of charges that make up the overall costs for each grantee are provided in Section 5.3.

Exhibit 5-2. Administrative Costs by Grantee and Year, 2015-2018



Note: See Appendix E for total costs in each year for each grantee.

¹⁶ The Texas Department of Agriculture paid administrative costs to communicate with schools, USDA, submit documentation, and oversee the project. The Texas Health and Human Services Agency paid food costs and vendor costs. Exhibit 5-2 displays combined administrative costs reported by both agencies. Because administrative costs were shared, this might partially account for Texas’s high administrative costs.

5.2 Administrative Costs by Household, by Child, and by Model Type

Because grantees each served very different numbers of households and children from year to year over different types of service areas, a more equitable comparison between grantees than total administrative dollars is annual mean administrative costs per household or child, using either the number of households and children issued benefits (“households” and “children”) or the number of households and children redeeming benefits at least once during the summer (“participating households” and “participating children”).

In general, grantees issued benefits to more households than ended up participating. Therefore the mean administrative cost per household is typically less than the mean administrative cost per participating household. Both are included in this analysis, and detailed tables are provided in Appendix E. For the majority of grantees, administrative costs per household in general stayed under \$40 per household for any given year. There was no consistent pattern over time, or any pattern that distinguished existing (Cherokee Nation, Chickasaw Nation, Connecticut, Michigan, Missouri, Oregon and Nevada) versus new grantees (Tennessee and Texas).

Among existing grantees, lowest administrative costs per household were Michigan’s (less than \$10 per household) and highest were Connecticut’s (around \$100 per household) (see Appendix E, Exhibit E-3).

Variations over time reflect changes in the size of the service areas and changes in the types of administrative costs incurred at different points in time. The two new grantees, Tennessee and Texas, incurred start-up costs in 2018. They had very different administrative costs per household—Tennessee’s were around \$20 per household; Texas’s were more than \$150 per household, the highest per household administrative costs of any of the grantees in 2018.

“Households” and “Participating Households”

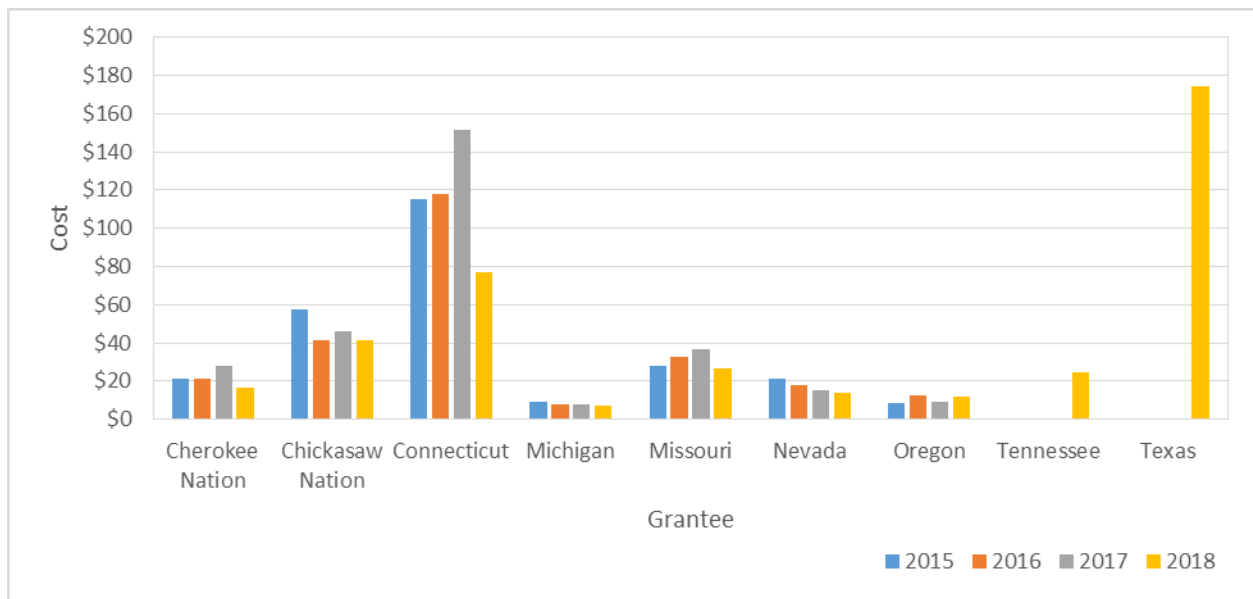
Households: Those issued benefits.

Children: Those issued benefits.

Participating Households: Those that redeemed benefits at least once during the summer.

Participating Children: Those who used or redeemed benefits at least once during the summer.

Exhibit 5-3. Mean Administrative Costs per Household by Grantee, 2015-2018

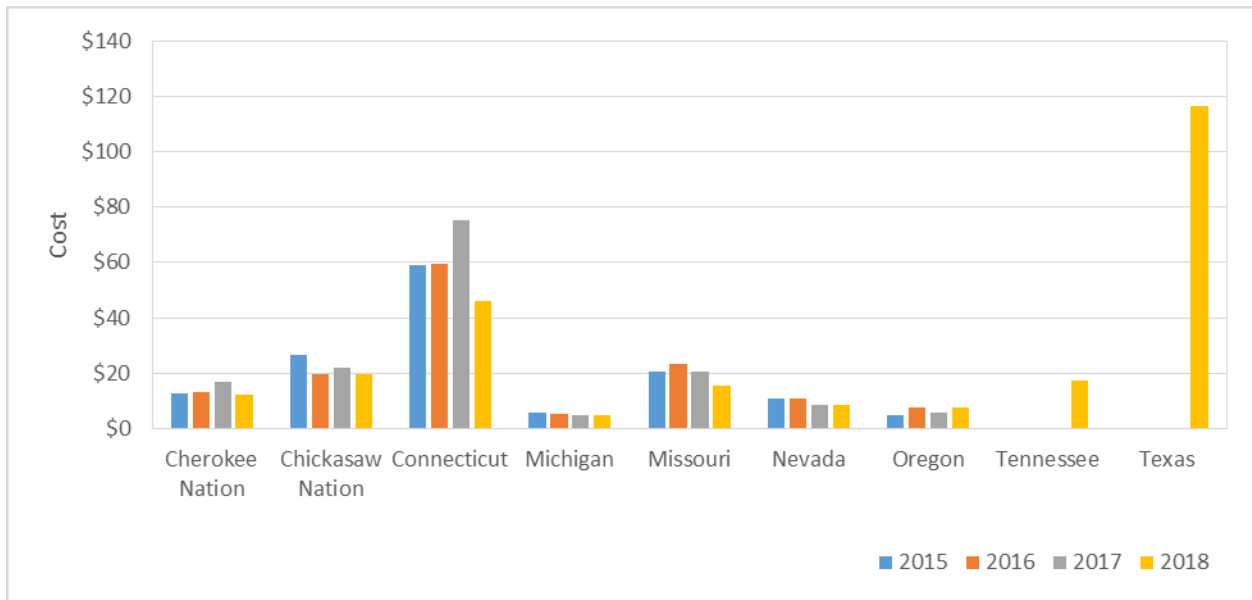


Source: 2015-2018 CNP Surveys.

Note: Cost per household is overall administrative costs reported by grantees on a cost data form for the evaluation divided by number of households issued benefits. Additional detail is provided in Appendix E, Exhibit E-4.

On average, Summer EBT households included one or two eligible children. Therefore, the total administrative costs per child were only slightly less than the total administrative costs per household, and generally followed the same patterns. As shown in Exhibit 5-4, administrative costs per child ranged from less than \$10 in Michigan to more than \$100 in Texas. The Michigan grantee saw a small decline in administrative costs per child over time (reflecting an expansion in its Summer EBT service area and number of households issued benefits that outpaced an increase in costs). Similarly, Connecticut had a notable decline, from about \$75 per child in 2017 to less than \$50 in 2018, reflecting an increase in Summer EBT households issued benefits without much of an increase in costs. This is likely related to Connecticut’s implementation of a pilot program in 2018 that allowed them to directly certify children for free and reduced price meals through Medicaid. The grantee used this information to offer Summer EBT benefits to many eligible students who had not received SNAP or Summer EBT benefits in the past.

Exhibit 5-4. Mean Administrative Costs per Child by Grantee, 2015-2018



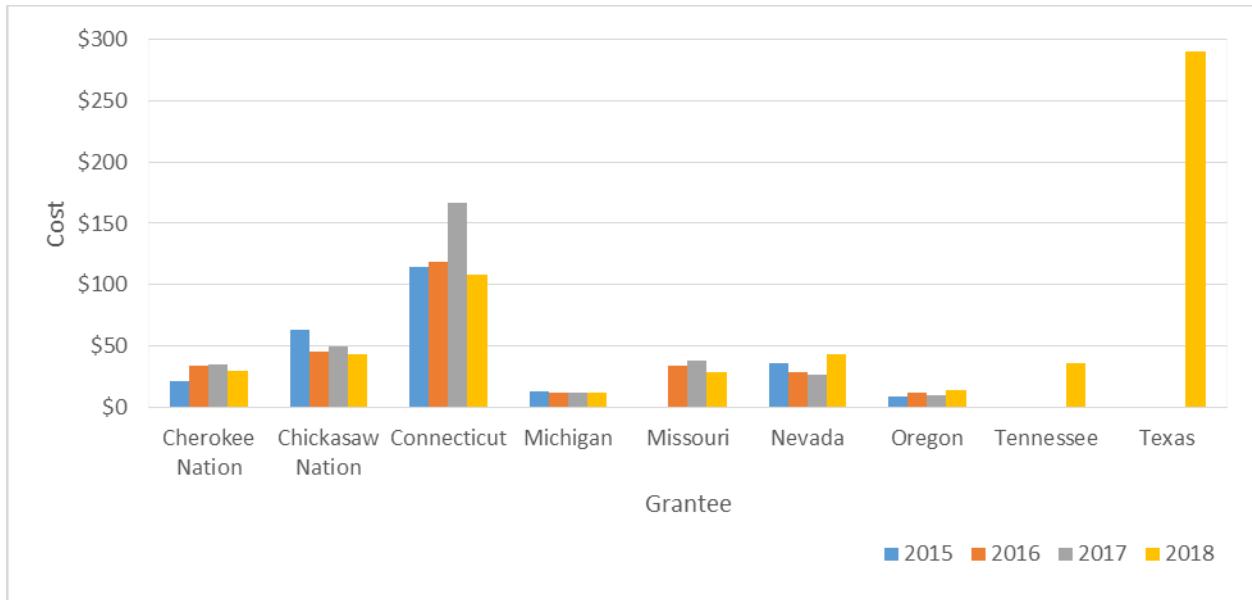
Source: 2015-2018 CNP Surveys.

Note: Cost is overall administrative costs reported by grantees on a cost data form for the evaluation divided by number of children issued benefits.

Grantees had varying rates of participation among households. Chapter 6 provides a more in-depth analysis of patterns in participation, but in general and for a variety of reasons, fewer households participated in Summer EBT than were issued benefits. Thus, the administrative costs per participating household were typically higher than the administrative costs per household. Exhibit 5-5 below shows the mean administrative costs per participating household for each year, and for each grantee.

In Michigan, administrative costs per participating household were about \$12 each year, compared with about \$8 per household. Administrative costs per participating household were substantially higher for Texas (a new grantee), close to \$300 per participating household (versus \$174 per household). In Connecticut and in Nevada, administrative costs per participating household were about \$30 more than mean administrative costs per household in 2018.

Exhibit 5-5. Mean Administrative Costs per Participating Household by Grantee, 2015-2018



Source: 2015-2018 CNP Surveys.

Note: Cost is overall administrative costs reported by grantees on a cost data form for the evaluation divided by number of participating households, as reported by grantees on the CNP Survey. Missouri did not report the number of participating households and participating children for 2015.

5.3 Administrative Cost Structures

Grantees reported a wide range of types of administrative costs associated with administering Summer EBT. This section provides insight into various cost allocations that reflect the different project structures across the nine grantees. Reported are the ways in which grantees allocated administrative costs across **staffing** (labor and fringe costs); **direct costs** for operating projects (EBT system updates, contracted services other than EBT system updates, and other direct costs such as travel, shipping, postage, etc.); and **indirect costs** that are not specific to the project (e.g., accounting and legal expenses, rent, utilities, etc.). Exhibit 5-6 defines the types of costs described in this section.

Exhibit 5-6. Definitions of Administrative Cost Terms

Benefit costs: The cost of food purchased by households by redeeming their monthly Summer EBT benefits.

Staffing (Labor + Fringe costs): The cost of paying employees who operate the Summer EBT project.

- **Labor costs** were recorded by calculating the hourly or salary rate (including overtime labor rates) and the total number of hours or percentage of time that the employee spent on Summer EBT activities.
- **Fringe** includes the cost of benefits such as medical and dental insurance, vacation pay, sick pay, and retirement benefits for staff operating the Summer EBT project.

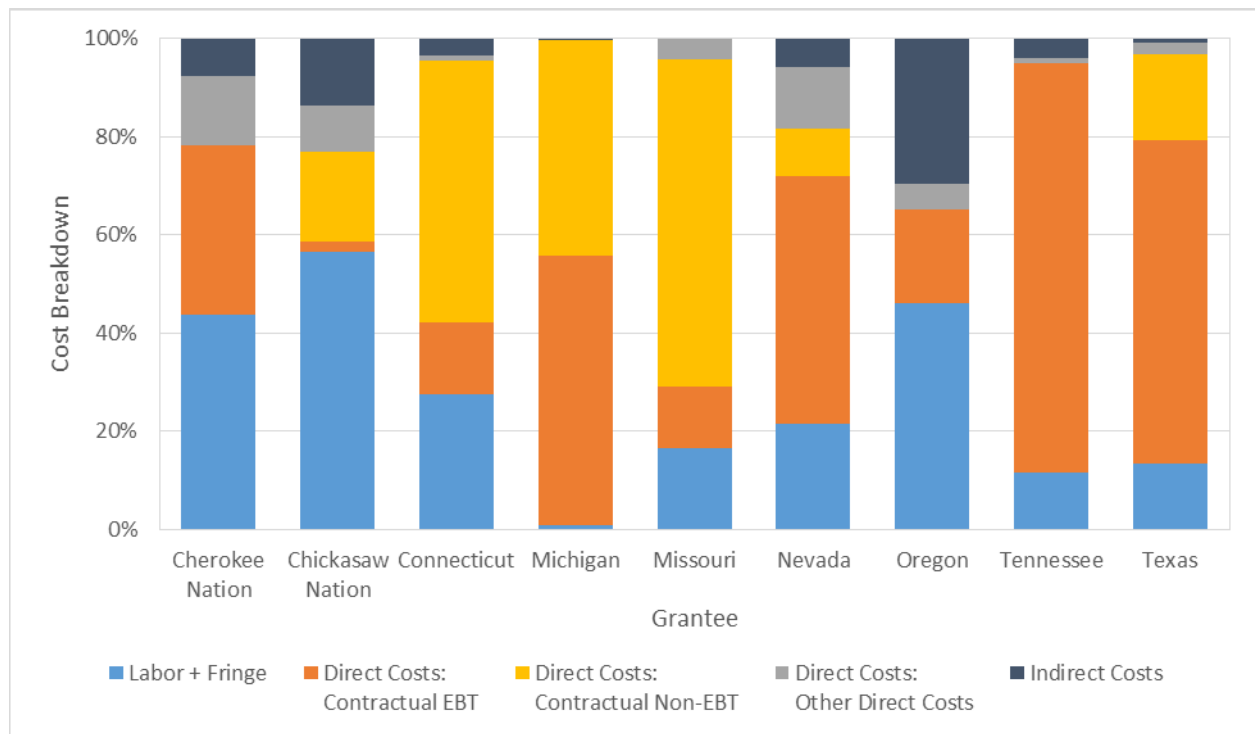
Direct costs: A cost that can be attributed directly to operating the Summer EBT project:

- **Direct costs – Contractual EBT:** Electronic Benefit Transfer management information system development, testing, and maintenance.
- **Direct costs – Contractual Non-EBT:** Hiring (non-EBT) contractors to administer the Summer EBT project; examples include additional State/ITO agencies, non-profits, SFAs, and private partners.
- **Direct costs – Other:** Not paid to contractors; for example, costs including travel, shipping, and postage.

Indirect costs: Expenses not directly related to the operation of the Summer EBT project but necessary for its operation; for example, accounting and legal expenses, rent, and utilities.

Exhibit 5-7 shows how the cost structure reflects a mix of grantee experiences in implementing Summer EBT between 2015 and 2018, including some that expanded their service area during that period and the two new 2018 grantees that made larger one-time start-up investments. Detailed tables are included in Appendix E.

Exhibit 5-7. Administrative Costs by Grantee and Type, 2015-2018



Source: Evaluation cost data forms returned by grantees.

As shown, labor and fringe costs vary as a portion of total administrative costs, ranging from almost none of the total cost for the Michigan grantee (1 percent) to more than half for Chickasaw Nation (56 percent). The variation in labor and fringe costs between these two grantees may reflect differences in administrative structures of these projects, as Chickasaw Nation hired dedicated staff whereas Michigan outsourced staffing needs to subcontractors in 2015-2017 and also contributed in-kind staffing.

Direct costs for EBT contracts (illustrated with the green bar) made up a large portion of costs for most grantees, especially Tennessee and Texas. Chickasaw Nation and Nevada also reported changing EBT processor or making modifications to their EBT system to accommodate expansions of their service area during the study period, which may account for higher EBT processor costs in some years, even for grantees with existing projects. Each grantee's EBT processor costs varied from year to year, with no set pattern, except for Michigan, which saw a regular, annual increase in EBT processor costs starting at \$110,000 in 2015 and increasing to \$570,000 in 2018.

The highest direct costs for contractors other than EBT processors (illustrated with the beige bar) were in Missouri (67 percent), Connecticut (53 percent), and Michigan (44 percent). For these grantees, the majority of funds were used to contract partners such as SFAs, CBOs, and vendors for printing and mailing cards and Summer EBT materials, processing student data files, staffing help desks, and providing the Summer EBT coordinator position. These partners undertook many of the essential project tasks, such as conducting outreach, providing technical assistance, and identifying eligible children. "Other" direct costs and indirect costs typically made up the smallest portion of spending, though for the Oregon grantee, indirect costs made up 30 percent of its total administrative costs.

The distribution across the types of administrative costs also varied across years for each grantee. Exhibit 5-8 beginning on page 44 shows yearly cost breakdowns for each grantee (with detail provided in Appendix E, Exhibit E-4).

In general, cost structures remained relatively stable for grantees Cherokee Nation, Chickasaw Nation, and Missouri. Connecticut recorded a large contractual EBT cost in 2015 that made up most of its budget that year. Although a similar cost was incurred in 2018, its overall administrative budget was larger that year so the EBT costs represented only 14 percent of the total. Similarly, for Nevada, a large portion of its 2015 budget was of one type, non-EBT contractual costs; and although a similar cost was incurred in 2018, its overall administrative budget was larger, so the non-EBT cost represented only 10 percent of the total. For Oregon, labor and fringe costs made up most of its budget in 2015 and 2017, whereas indirect costs made up a larger portion of the budget in 2016 and 2018. Finally, in Michigan, administrative costs in 2018 were much higher than for any other grantee that year and represented a substantial increase from Michigan's costs in 2017. The bulk of the increase was in EBT contractor and private contractor costs (particularly large increases in printing, mailing, and software). Michigan expanded its service area to a new region in 2018, which, despite it being the first year of Summer EBT for this region, had higher participation rates than any other region in Michigan. Details of this service expansion are described in detail in Chapter 1.

5.4 Discussion

The cost structure provides important context for how grantees organized their projects and gives insight into administrative costs for potential new grantees. Overall, administrative costs increased as projects expanded. Costs increased, but not always in predictable ways. Program costs trended somewhat with project size (in terms of the number of households issued benefits), with exceptions for large EBT investments and short-term innovations.

The costs per-household allows for a more standardized comparison across grantees and over time; however, it is important to view the costs in the context of benefit use measures, such as participation rate and redemption rate. It is conceivable that some innovations might increase the number of households

issued benefits but with a low take-up rate, while others might come with a higher cost per household but yield substantial increases in participation and/or redemption rates. Also, grantees that contracted out staffing (Michigan) or hired permanent staff (Chickasaw Nation) may have been more insulated from challenges related to delays in grant awards. (Section 2.1 discussed these delays, showing timing details in Exhibit 2-3.)

Chapter 6 examines several measures of participant use, including participation, redemption, exhaustion and access to retailers.

Exhibit 5-8. Administrative Costs by Grantee, Year, and Type, 2015-2018

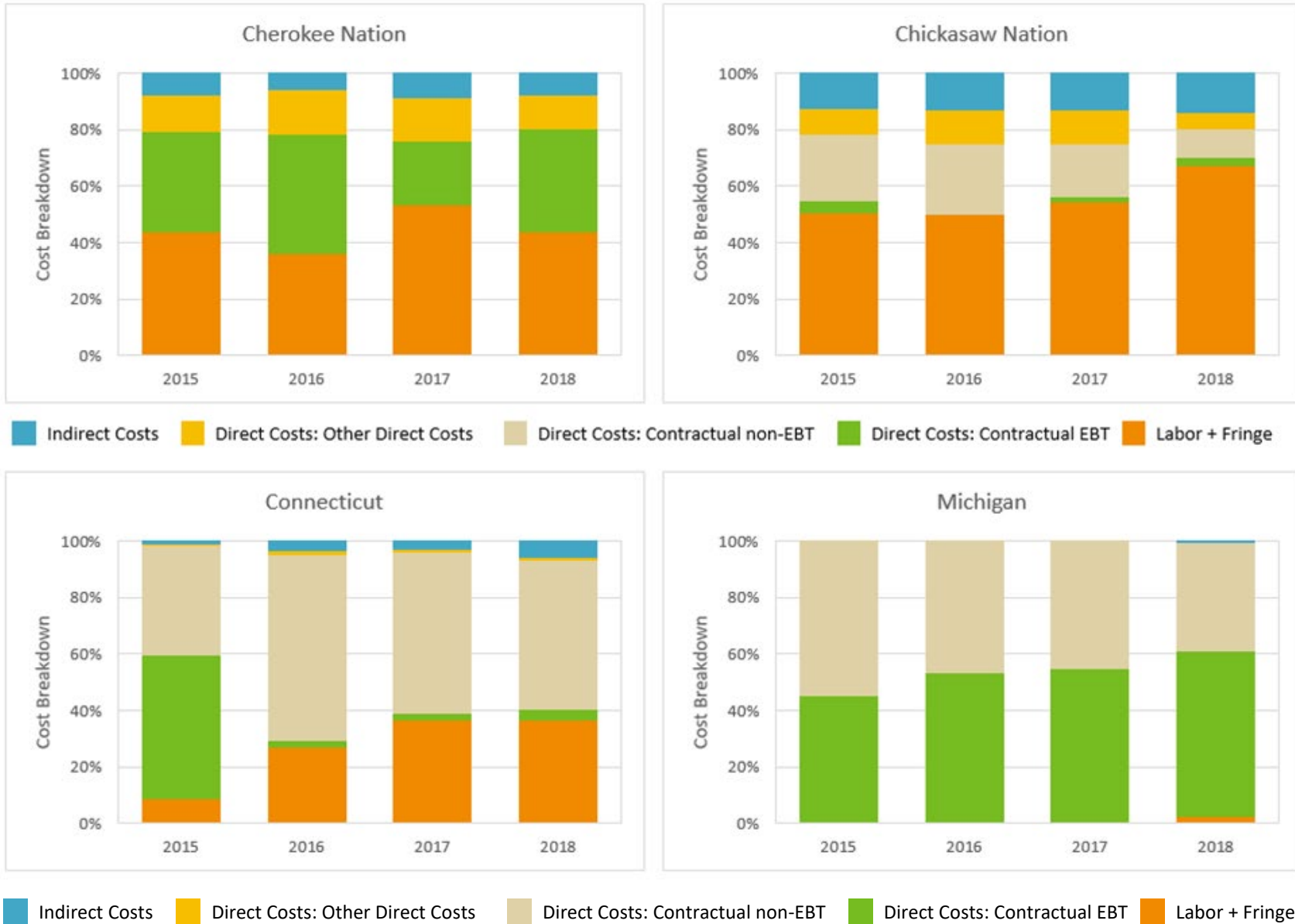
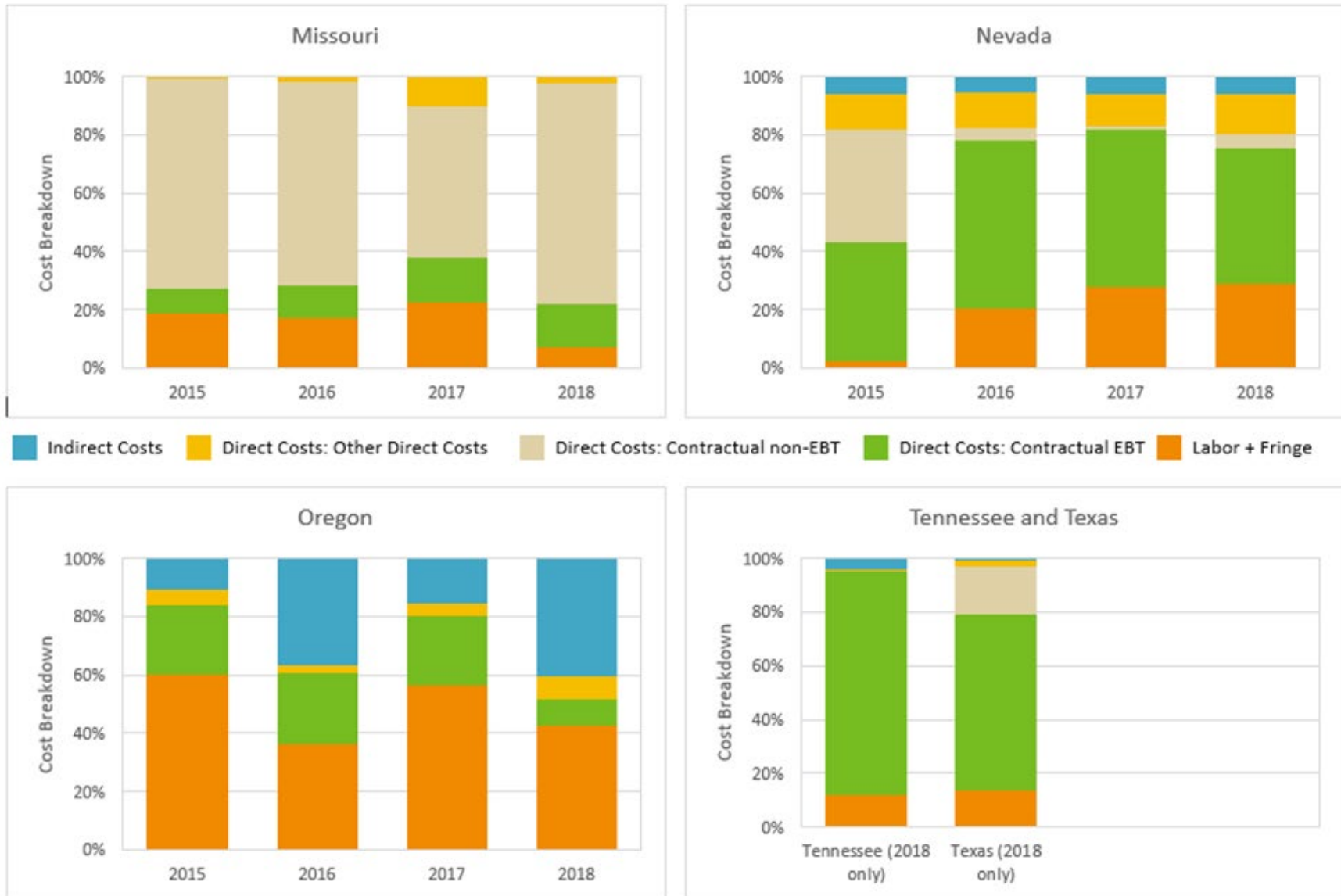


Exhibit 5-8 (continued). Administrative Costs by Grantee, Year, and Type, 2015-2018



6. Benefit Use Study

This chapter addresses the evaluation’s second objective—to conduct a Benefit Use Study to describe 2015-2018 household use of Summer EBT benefits. Conducting a Benefit Use Study is important in understanding how successful the 2015-2018 grantees were in delivering Summer EBT benefits and ensuring households redeemed those benefits to feed their children during those summer months. The Benefit Use Study complements and expands the findings from the Implementation Study, by providing an analysis of patterns of participants’ actual level of benefit use.

Section 6.1 describes the Benefit Use Study broadly. The remainder of this chapter presents its key findings. Section 6.2 describes benefit use overall and by grantee, including *household participation in Summer EBT* (i.e., percentage of households that redeemed any benefits during the summer), *benefit redemption rate* (i.e., mean percentage of benefits issued that were redeemed), and *benefit exhaustion rate* (i.e., percentage of households that redeemed all benefits issued). Section 6.3 provides information on benefit use by household characteristics such as benefit amount (\$30 or \$60), family size, and food item or category. Section 6.4 describes benefit use by retailer characteristics, including household redemption rates by store type. Section 6.5 presents results of the spatial analysis.

6.1 Study Overview and Data Sources

The Benefit Use Study collected and analyzed quantitative data from three data sources: (1) grantee administrative data on participating households; (2) EBT transaction data on benefits redeemed; and (3) retailer data from SNAP and WIC retail stores. Grantees also provided documentation that included code lists, issuance schedules, and records of anomalies in service delivery that might result in unusual trends in program participation or redemption. Abt worked with grantees to resolve data anomalies and build standardized analysis files to compare benefit use across projects using cross-tabulations.

6.1.1 Household Administrative Data

Grantees shared household-level data files with Abt for each year in which their Summer EBT project was active. Household data included the number of children included in the project, household addresses, and (when relevant) the benefit amounts. When grantees provided data at the individual (child) level, the study team rolled up the data to the household level and then merged them with household-level transaction data to allow for analyses by number of children, location, and benefit amount.

6.1.2 EBT Transaction Data

Similarly, grantees sent Abt a set of EBT transaction files for each year in which their project was active, including information about issuances (date, amount, and type) and redemptions (date, location, amount, and type). Grantees using a Food Package model also included the quantity and price of items redeemed. Transaction-level data were structured similarly across grantees (with one row per transaction), though each project used unique codes and formatting. Abt relied on documentation from grantees to transform the raw files into standardized analysis files.

6.1.3 Retailer Data

The Abt study team used retailer files to classify retailers by store type and location. The retailer files provided a list of all SNAP and WIC retailers and included FNS Retailer ID (as in the EBT transaction files), store type, and address.

6.1.4 Analysis

Abt aggregated the EBT transaction files to the household level to create a household summary transaction file (with total issuances, total redemptions, and number of transactions; and in Food Package service areas, quantity and value redeemed by food category). The study team then constructed variables for the dollar value of redemptions and issuances for each month of the summer, and indicators for whether households exhausted their benefits. For Food Package service areas, the study team considered

benefits for a specific food category to be exhausted if the remaining balance for that food category was below a specific threshold. The team used the threshold rules established in previous Summer EBT evaluations: if a household had an unredeemed quantity of items in any food category that was less than the minimum purchase amount for that category, the benefit was deemed to be exhausted.

Abt also merged the retailer data with the EBT transaction data and rolled up the data to summarize transactions by retailer type for each household, for each grantee and each year.

6.2 Household and Child Benefit Use

This section describes aggregate patterns of Summer EBT benefit use by year, per household and per child, for all benefit amounts. It also includes benefit use by grantee, by year and by model type (Food Package or Debit Card).

6.2.1 Overall Benefit Use

Across all grantees and all years, a total of 661,640 Summer EBT issuances were made to households, for a total of 1,065,465 issuances of benefits to children.¹⁷

Trends over time are presented in Exhibit 6-1. From years 2015 to 2018, the overall number of households and children issued benefits increased, though not all households that were issued benefits actually redeemed them. Overall, the total **participation rate** (*percentage that redeemed any benefits among those issued benefits*) across all years was 69 percent among households issued benefits and 73 percent among children issued benefits. Participation declined from 2015 to 2018 for both households and children, respectively, from 77 percent and 80 percent participating in 2015 to 64 percent and 68 percent in 2018. The decline in participation may be driven by different factors, and additional research is needed to make further conclusions.

Among households that participated, the mean **redemption rate** (*percentage of benefit dollars redeemed*) remained steady—on average, households spent about 80% of their benefit across most years.

Few households exhausted all of their benefit—among those who participated, the **exhaustion rate** was about 32 percent.

¹⁷ Some households participated in multiple years. The count of issuances across all years includes each time a household or child was issued a benefit. Counts of households and children throughout this chapter will not align perfectly with the number of households and children reported by grantees in their End-of-Year Summary Reports (Exhibit 1-2, Exhibit 2-6), because the analyses in this chapter exclude some records from the household-level and transaction-level data with data irregularities (including missing or out-of-range issuance or redemption information).

Exhibit 6-1. Overall Benefit Use by Year, 2015-2018

Use	2015	2016	2017	2018	Total
Number issued benefits					
Households	83,269	152,565	166,194	259,612	661,640
Children	138,310	242,824	274,369.70	409,961.50	1,065,465
Participation rates (i.e., percentage redeeming benefits)					
Among households issued benefits	77.2%	71.7%	70.9%	64.4%	69.3%
Among children issued benefits	80.3%	75.9%	74.8%	68.1%	73.2%
Redemption rates (i.e., mean percentage of benefit dollars redeemed)					
Among all households issued benefits	61.8%	57.2%	56.1%	51.3%	55.2%
Among participating households (i.e., redeeming benefits at least once)	80.1%	79.8%	79.2%	79.7%	79.6%
Exhaustion rates (i.e., mean percentage of households redeeming 100% of their benefits)					
Among all households issued benefits	29.8%	23.0%	22.7%	19.0%	22.2%
Among participating households (i.e., redeeming benefits at least once)	38.5%	32.1%	32.0%	29.5%	32.0%
Mean dollars redeemed					
Per household issued benefits	\$120.90	\$95.49	\$88.47	\$77.02	\$89.68
Per child issued benefits	\$68.15	\$54.94	\$49.93	\$45.08	\$51.47

Source: Grantees' household and transaction records.

6.2.2 Participation Rate by Model Type and Grantee

Of the nine grantees in the Benefit Use Study, five implemented the Food Package model for their Summer EBT benefits and four grantees implemented the Debit Card model (see Section 2.4). On average, participation rates (*percentage issued benefits that redeemed any benefits*) for each year and overall (total) were lower for Food Package model grantees than for Debit Card model grantees by about twenty percentage points (Exhibit 6-2). The relatively low participation rates for Food Package model participants could be driven by different factors, including participants not having co-loaded benefit cards and the limited flexibility for making purchases within particular food categories. In addition, households with school-age children are more likely to have knowledge of SNAP, which the Debit Card model is modeled after, and less likely to be familiar with WIC, which the Food Package model is modeled after, because WIC is limited to families with infants and younger children. Households in Food Package grantee sites without prior knowledge or experience with WIC may be less likely to use their Summer EBT benefit. Additional research to include interviews with parents of participants is needed to make further conclusions.

The exception is Chickasaw Nation, which was a Food Package model grantee that maintained a participation rate around 90 percent or above each year. Chickasaw Nation used active consent to enroll households into the program. As discussed in Section 2.5, grantees that use active consent required households to opt into the Summer EBT program, as opposed to grantees that used passive consent, where households were enrolled in Summer EBT if they did not opt out. Households that opt in are more likely to be aware of the program and motivated to spend benefits.

Overall, participation rates declined between 2015 and 2018, from 88 percent to 82 percent for Debit Card model grantees, and from 70 percent to 58 percent for the Food Package model grantees. Again, Chickasaw Nation is exceptional, as the participation rate increased from 91 percent in 2015 to 96 percent in 2018.

Exhibit 6-2. Participation Rate by Model Type, Grantee, and Year, 2015-2018

Grantee	Participation rate				
	2015	2016	2017	2018	Average
Food Package Model	69.5%	66.3%	65.1%	58.1%	63.0%
Cherokee Nation	55.7%	63.0%	84.7%	62.4%	65.2%
Chickasaw Nation	90.6%	89.5%	94.1%	96.4%	93.2%
Michigan	71.4%	64.0%	60.4%	57.1%	60.7%
Nevada	63.3%	63.4%	55.6%	31.3%	50.5%
Texas	N/A	N/A	N/A	52.8%	52.8%
Debit Card Model	88.2%	85.3%	84.7%	82.1%	84.5%
Connecticut	89.2%	94.7%	92.4%	76.5%	85.8%
Missouri	94.9%	94.2%	95.1%	92.9%	94.2%
Oregon	85.6%	82.0%	81.1%	82.2%	82.4%
Tennessee	N/A	N/A	N/A	69.1%	69.1%
All Sites	77.2%	71.7%	70.9%	64.4%	69.3%

Source: Grantees' household and transaction records.

6.2.3 Redemption Rate by Model Type

Similar to participation rates, total overall redemption rates (*mean percentage of dollars redeemed among all households issued benefits*) were much higher for Debit Card model grantees (82 percent) than they were for Food Package model grantees (44 percent). The relatively low redemption rates for Food Package model participants may be driven by the same factors that led to lower participation rates discussed above. Section 6.3.5 provides a more detailed discussion of redemption rates for specific food categories (some of which may be more difficult to redeem than others).

Overall redemption rates appear to decrease between 2015 and 2018 for both models—from 86 percent to 79 percent for Debit Card model grantees, and from 45 percent to 41 percent for Food Package model grantees (Exhibit 6-3).

Exhibit 6-3. Overall Redemption Rate by Model Type, Grantee, and Year, 2015-2018

Grantee	Mean percentage of dollars redeemed				
	2015	2016	2017	2018	Total
Food Package Model	45.0%	46.9%	45.3%	41.4%	44.0%
Cherokee Nation	35.1%	39.0%	50.8	40.2	40.7%
Chickasaw Nation	63.1%	61.1%	66.1%	81.2%	69.2%
Michigan	46.6%	47.4%	43.7%	40.2%	43.3%
Nevada	36.5%	38.7%	32.2%	22.3%	31.1%
Texas	N/A	N/A	N/A	32.3%	32.3%
Debit Card Model	85.9%	83.1%	82.0%	79.4%	82.1%
Connecticut	87.4%	92.4%	89.5%	72.9%	83.0%
Missouri	93.7%	93.4%	94.1%	92.0%	93.2%
Oregon	82.8%	79.4%	78.0%	79.4%	79.6%
Tennessee	N/A	N/A	N/A	64.6%	64.6%
All Sites	61.8%	57.2%	56.1%	51.3%	55.2%

Source: Grantees' household and transaction records.

Notes: For Food Package sites, redemption rate was calculated by first multiplying issued and redeemed quantities by the mean price for each food category in a given year and for a given grantee, and then dividing the imputed amount redeemed by the imputed amount issued.

Among participating households, the total redemption rates (*mean percentage of dollars redeemed among households redeeming benefits at least once*) were higher (97 percent versus 70 percent) and more stable over time (Exhibit 6-4 below). Redemption rates are still lower for Food Package model grantees than for Debit Card model grantees by about 30 percentage points.

Exhibit 6-4. Redemption Rate Among Participating Households by Model Type, Grantee, and Year, 2015-2018

Grantee	Mean percentage of dollars redeemed				
	2015	2016	2017	2018	Total
Food Package Model	64.7%	70.7%	69.5%	71.2%	69.9%
Cherokee Nation	63.0%	61.9%	59.9	64.4	62.5%
Chickasaw Nation	69.6%	68.3%	70.2%	84.2%	74.3%
Michigan	65.3%	74.1%	72.4%	70.4%	71.3%
Nevada	57.6%	60.9%	57.9%	71.3%	61.6%
Texas	N/A	N/A	N/A	61.1%	61.1%
Debit Card Model	97.3%	97.5%	96.9%	96.7%	97.1%
Connecticut	98.1%	97.6%	96.9%	95.3%	96.7%
Missouri	98.7%	99.1%	99.0%	99.0%	99.0%
Oregon	96.7%	96.9%	96.1%	96.7%	96.6%
Tennessee	N/A	N/A	N/A	93.5%	93.5%
All Sites	80.1%	79.8%	79.2%	79.7%	79.6%

Source: Grantees' household and transaction records.

Notes: For Food Package sites, redemption rate was calculated by first multiplying issued and redeemed quantities by the mean price for each food category in a given year and for a given grantee, and then dividing the imputed amount redeemed by the imputed amount issued.

6.2.4 Exhaustion Rate, by Grantee and by Model Type

Both the overall exhaustion rate (*percentage of all households that redeemed all benefits issued*) and the exhaustion rate among participating households (*percentage of participating households that redeemed all benefits issued*) varied greatly by model type (Exhibits 6-5 and 6-6).

Overall exhaustion rates were very low for Food Package model grantees (4 percent) and increased only slightly among participating households (7 percent). These numbers also remained consistently low for Food Package model grantees for each year from 2015 to 2018. In contrast, Debit Card model grantees had much higher overall exhaustion rates (66 percent) and higher exhaustion rates among participating households (78 percent) than did Food Package model grantees. This could be in part because for most Food Package grantees in most years, benefits did not roll over, and so all unspent benefits became unavailable at the end of each month. However, for Debit Card model grantees, the benefits rolled to the end of the summer, so they had a lot more time to redeem their benefits. Another possible reason, as noted above, is that Food Package benefits are not co-loaded with other benefit cards, unlike Debit Card benefits. Further research is required to understand the reasons for low exhaustion rates. Section 6.3.5 provides a discussion of redemption and exhaustion by food category.

Similar to participation and redemption rates described above, overall exhaustion rates for Debit Card model grantees declined from 2015 to 2018 (71 percent in 2015 to 61 percent in 2018). Exhaustion rates among participating households for Debit Card model grantees also declined during this time period (80 percent to 74 percent).

Exhibit 6-5. Overall Exhaustion Rate by Model Type, Grantee, and Year, 2015-2018

Grantee	Exhaustion rate				
	2015	2016	2017	2018	Total
Food Package Model	1.1%	5.1%	4.2%	4.4%	4.2%
Cherokee Nation	0.0%	0.0%	0.0	0.6	0.2%
Chickasaw Nation	1.1%	1.1%	1.3%	11.5%	4.5%
Michigan	1.7%	7.1%	5.8%	4.7%	5.3%
Nevada	0.0%	0.8%	0.1%	0.2%	0.3%
Texas	N/A	N/A	N/A	2.0%	2.0%
Debit Card Model	70.6%	68.0%	66.6%	60.5%	65.5%
Connecticut	50.9%	50.5%	50.4%	42.9%	47.5%
Missouri	81.8%	80.5%	81.8%	80.3%	81.0%
Oregon	68.6%	65.6%	62.9%	63.2%	64.6%
Tennessee	N/A	N/A	N/A	28.2%	28.2%
All Sites	29.8%	23.0%	22.7%	19.0%	22.2%

Source: Grantees' household and transaction records.

Notes: For Food Package sites, redemption rate was calculated by first multiplying issued and redeemed quantities by the mean price for each food category in a given year and for a given grantee, and then dividing the imputed amount redeemed by the imputed amount issued. Exhaustion thresholds by food category were used to deem benefits redeemed even if the redemption rate was less than 100%.

Exhibit 6-6. Exhaustion Rate Among Participating Households by Model Type, Grantee, and Year, 2015-2018

Grantee	Conditional exhaustion rate				
	2015	2016	2017	2018	Total
Food Package Model	1.5%	7.7%	6.5%	7.5%	6.6%
Cherokee Nation	0.0%	0.0%	0.0%	1.0%	0.4%
Chickasaw Nation	1.2%	1.2%	1.4%	11.9%	4.8%
Michigan	2.3%	11.1%	9.5%	8.3%	8.7%
Nevada	0.0%	1.3%	0.1%	0.5%	0.5%
Texas	N/A	N/A	N/A	3.7%	3.7%
Debit Card Model	80.0%	79.8%	78.6%	73.7%	77.5%
Connecticut	57.0%	53.3%	54.6%	56.0%	55.4%
Missouri	86.2%	85.4%	86.1%	86.4%	86.0%
Oregon	80.0%	80.0%	77.5%	76.9%	78.4%
Tennessee	N/A	N/A	N/A	40.8%	40.8%
All Sites	38.5%	32.1%	32.0%	29.5%	32.0%

Source: Grantees' household and transaction records.

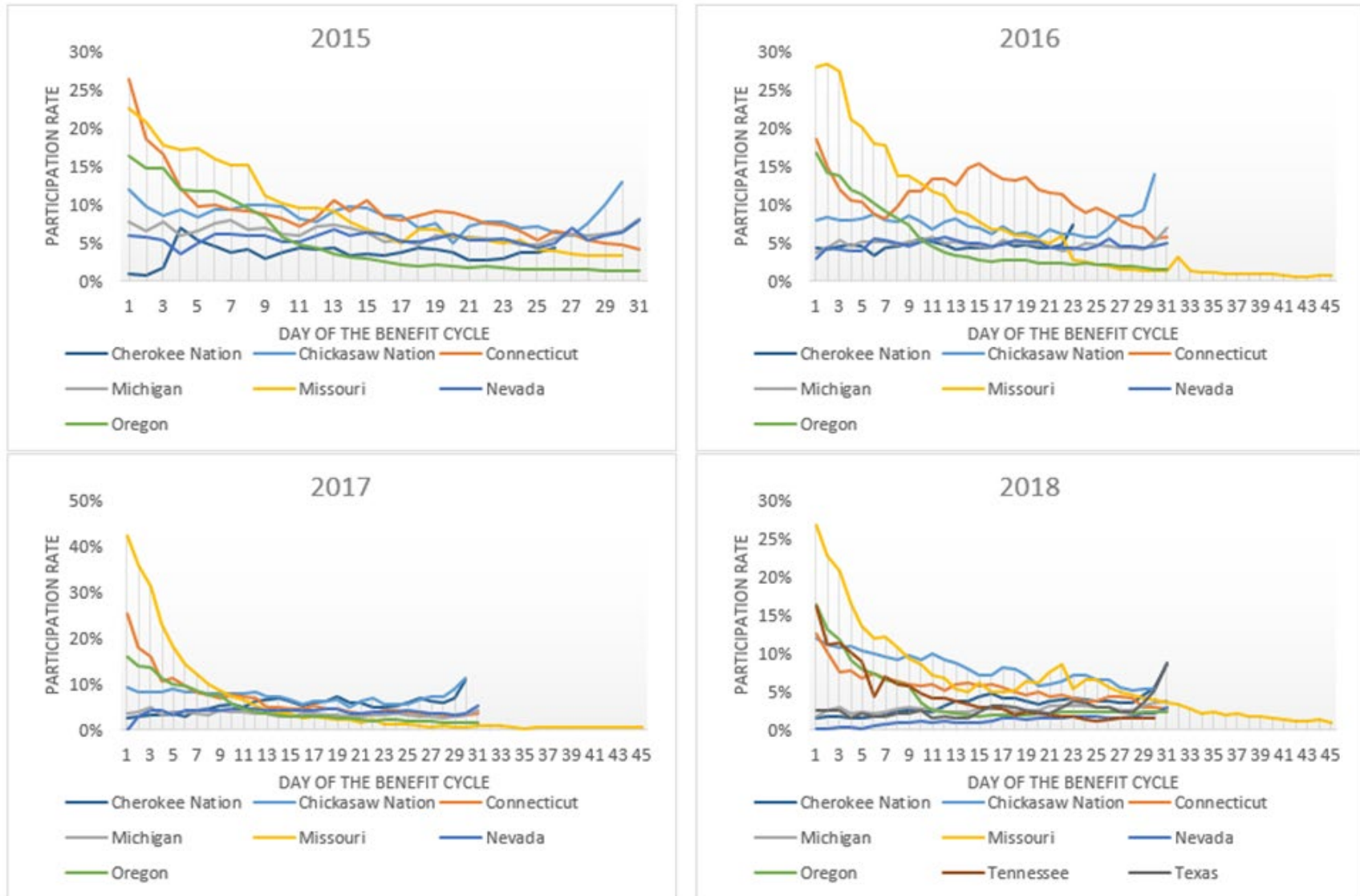
Notes: For Food Package sites, redemption rate was calculated by first multiplying issued and redeemed quantities by the mean price for each food category in a given year and for a given grantee, and then dividing the imputed amount redeemed by the imputed amount issued. Exhaustion thresholds by food category were used to deem benefits redeemed even if the redemption rate was less than 100%.

6.2.5 Timing of Summer EBT Participation

Exhibits 6-7 and 6-8 show participation rates and redemption rates among participating households, respectively, for the second benefit cycle in each summer. In general, as shown in Exhibit 6-7, participation was highest at the beginning of a benefit cycle and then tapered off. In sites where benefits expire at the end of the benefit cycle (rather than rolling over to the third benefit cycle), there is an uptick in participation towards the end of the cycle.

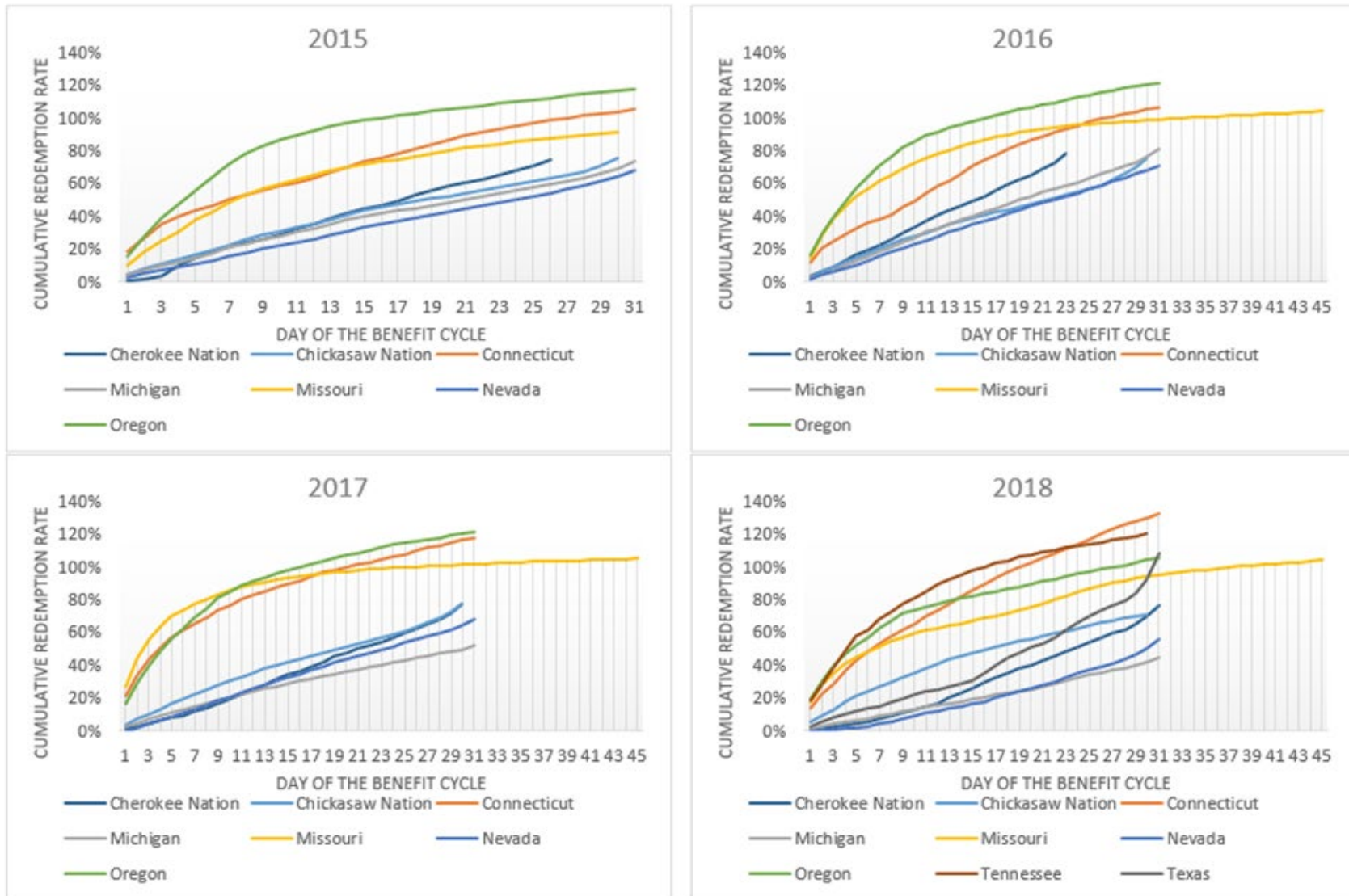
The analysis of daily redemptions is limited to participating households (with at least one redemption during the benefit cycle). Exhibit 6-8 below shows the mean cumulative redemption rate throughout the benefit cycle. That is, for each day of the benefit cycle, the average percentage of benefits that households had spent by that day. Among Debit Card Model grantees, households (on average) redeemed most of their benefits within the first week or so of the benefit cycle. Redemptions were slower among households of Food Package grantees, with mean cumulative redemptions growing steadily throughout the month and reaching about 50% redemption by the middle of the month.

Exhibit 6-7. Daily Benefit Participation by Year and Grantee, 2015-2018



Source: Grantees' household and transaction records.

Exhibit 6-8. Daily Mean Cumulative Redemption Rate (Among Participating Households) by Year and Grantee, 2015-2018



Source: Grantees' household and transaction records.

Notes: The daily cumulative benefit redemption rates during the second benefit cycle are calculated by dividing redemptions from the first cycle day up to the given day by benefits issued for the second cycle. Benefit redemption rates greater than 100% are due to households redeeming unused benefits from the previous benefit cycle.

6.3 Benefit Use by Household Characteristics

This section describes benefit use (participation, redemption and exhaustion rates) by a variety of characteristics—by benefit amount (*whether the benefit was \$30 or \$60*), by the size of the family (*number of children participating in Summer EBT*), by previous Summer EBT participation, and by food category.

6.3.1 Benefit Use by Benefit Amount

As described in Section 2-7, grantees provided monthly benefits of either \$60 or \$30 per eligible child to Summer EBT participants. As seen in Exhibit 2-8, only five grantees provided the \$60 benefit in 2015 and 2016—four Food Package model grantees and one Debit Card model grantee. By 2017, all grantees were providing only the \$30 benefit per eligible child each month to participants.

Exhibit 6-9. Benefit Use by Benefit Amount, 2015-2018 (9 grantees)

Use	\$30	\$60	Total
Number issued benefits			
Households	633,530	28,110	661,640
Children	1,013,791	51,674	1,065,465
Participation rates (i.e., percentage redeeming benefits)			
Among households issued benefits	68.7%	82.8%	69.3%
Among children issued benefits	72.6%	85.6%	73.2%
Redemption rates (i.e., mean percentage of dollars redeemed)			
Among all households issued benefits	54.7%	66.3%	55.2%
Among participating households (i.e., redeeming benefits at least once)	79.6%	80.0%	79.6%
Exhaustion rates (i.e., mean percentage of households redeeming 100% of their benefits)			
Among all households issued benefits	22.6%	12.0%	22.2%
Among participating households (i.e., those redeeming benefits at least once)	33.0%	14.4%	32.0%
Mean dollars redeemed			
Per household issued benefits	\$84.18	\$213.52	\$89.68
Per child issued benefits	\$48.85	\$110.54	\$51.47

Source: Grantees' household and transaction records.

Participation rates among households and children, redemption rates among all households and participating households, mean dollars redeemed per household and per child were all higher for the \$60 benefit. Overall exhaustion rates, however, were lower for the \$60 benefit versus the \$30 benefit (12 percent versus 23 percent) as were exhaustion rates among participating households (14 percent versus 33 percent)

6.3.2 Redemption Rate by Model Type, Grantee, Benefit Amount, and Year

Similar to total overall redemption rates above in Exhibit 6-9, redemption rates by model type were higher for the \$60 benefit versus the \$30 benefit for both Food Package model grantees (62 percent versus 43 percent) and for Debit Card model grantees (90 percent versus 82 percent).

Debit Card model grantees had higher total redemption rates than Food Package model grantees for both benefit amounts.

Exhibit 6-10. Overall Redemption Rate by Model Type, Grantee, Benefit Amount, and Year, 2015-2018

Grantee	Benefit amount	Mean percentage of dollars redeemed				
		2015	2016	2017	2018	Total
Food Package Model	\$30	40.7%	44.8%	45.3%	41.4%	43.1%
	\$60	58.0%	65.3%	N/A	N/A	61.5%
Cherokee Nation	\$30	34.4%	38.5%	50.8%	40.2%	40.6%
	\$60	42.8%	48.8%	N/A	N/A	45.4%
Chickasaw Nation	\$30	59.7%	59.5%	66.1%	81.2%	68.9%
	\$60	75.4%	75.0%	N/A	N/A	75.2%
Michigan	\$30	40.4%	44.9%	43.7%	40.2%	42.2%
	\$60	60.6%	68.8%	N/A	N/A	64.5%
Nevada	\$30	35.3%	36.7%	32.2%	22.3%	30.0%
	\$60	39.6%	49.5%	N/A	N/A	44.6%
Texas	\$30	N/A	N/A	N/A	32.3%	32.3%
Debit Card Model	\$30	85.8%	82.6%	82.0%	79.4%	81.9%
	\$60	87.4%	92.4%	N/A	N/A	89.8%
Connecticut	\$30	N/A	N/A	89.5%	72.9%	78.0%
	\$60	87.4%	92.4%	N/A	N/A	89.8%
Missouri	\$30	93.7%	93.4%	94.1%	92.0%	93.2%
Oregon	\$30	82.8%	79.4%	78.0%	79.4%	79.6%
Tennessee	\$30	N/A	N/A	N/A	64.6%	64.6%
All Grantees	\$30	61.6%	56.0%	56.1%	51.3%	54.7%
	\$60	63.0%	69.8%	N/A	N/A	66.3%

Source: Grantees' household and transaction records.

Notes: For Food Package sites, redemption rate was calculated by first multiplying issued and redeemed quantities by the mean price for each food category in a given year and for a given grantee, and then dividing the imputed amount redeemed by the imputed amount issued.

Overall redemption rates increased from 2015 to 2017 but decreased in 2018 for the \$30 benefit for Food Package model grantees (41 percent in 2015 to 45 percent in 2017) but steadily decreased for Debit Card model grantees (86 percent to 80 percent).

However, from 2015 to 2016, the two years when grantees offered the \$60 benefit, redemption rates for the \$60 benefit increased for both Food Package model grantees (58 percent to 65 percent) and Debit Card model grantees (88 percent to 92 percent).

6.3.3 Benefit Use by Family Size

Overall benefit use increased as household size increased (Exhibit 6-11).

Participation rates (*percent redeeming benefits among those issued benefits*) for households and for children increased as household size increased; participation among households with one child was 64 percent, with two children was 75 percent, and with three or more children was 82 percent.

Overall redemption rates (*mean percentage of dollars redeemed among all households issued benefits*) also increased as household size increased, from 49 percent (one child) to 62 percent (two children) to 69 percent (three or more children).

Redemption rates among participating households (*mean percentage of dollars redeemed among households redeeming benefits at least once*) increased from 77 percent (one child) to 84% (three or more children).

Exhibit 6-11. Benefit Use, by Family Size, 2015-2018 (9 grantees)

	One child	Two children	Three or more children	Total
Number issued benefits				
Households	393,727	172,261	95,639	661,627
Children	393,727	344,522	327,199	1,065,448
Percentage participating (i.e., redeeming benefits)				
Among households issued benefits	63.5%	75.4%	82.3%	69.3%
Among children issued benefits	63.5%	75.4%	82.5%	73.2%
Mean percentage of dollars redeemed				
Among all households issued benefits	49.1%	61.6%	68.7%	55.2%
Among participating households (i.e., redeeming benefits at least once)	77.3%	81.7%	83.5%	79.6%
Percentage of households exhausting benefits				
Among all households issued benefits	19.1%	25.8%	28.4%	22.2%
Among participating households (i.e., redeeming benefits at least once)	30.1%	34.3%	34.5%	32.0%
Mean dollars redeemed				
Per household issued benefits	\$45.17	\$116.22	\$225.12	\$89.68
Per child issued benefits	\$45.17	\$58.10	\$65.49	\$51.48

Source: Grantees' household and transaction records.

Notes: Total number of households and children is less than the sum of households and children across years because complete data were not available to calculate the number of children for some households. Those households are excluded from this analysis.

Overall exhaustion rates (*percentage of households redeeming all benefits issued*) increased as household size increased, from 19 percent (one child) to 26 percent (two children) to 28 percent (three or more children).

Exhaustion rates among participating households (*percentage of households that redeemed all benefits issued among households redeeming benefits at least once*) remained fairly consistent regardless of household size (30 percent for one child, 34 percent for two children, and 35 percent for three or more children).

Mean dollars redeemed also increased, both per household and per child issued benefits. Increases in per household mean dollars redeemed grew from \$45 (one child) to \$116 (two children) to \$225 (three or more children). Mean dollars redeemed per child issued benefits increased from \$45 (one child) to \$58 (two children) to \$65 (three children).

6.3.4 Benefit Use by Previous Summer EBT Status

Previous participation in Summer EBT was associated with higher benefit redemption rates among households and children (Exhibit 6-12). Participation rates, redemption rates, exhaustion rates, and mean dollars redeemed per household and per child were all higher with previous year Summer EBT participation.

Of particular note were differences between exhaustion rates among participating households for prior year participants and differences between household mean dollars redeemed. Exhaustion rates were 38 percent for previous Summer EBT households versus 29 percent for those that had no previous Summer EBT experience. Mean dollars redeemed per household issued benefits was \$40 higher for households that previously participated in Summer EBT versus those that did not (\$105 versus \$65).

Exhibit 6-12. Benefit Use by Previous Summer EBT Status, 2015-2018 (7 grantees)

Use	Participated in a previous year	No previous Summer EBT participation	Total
Number issued benefits			
Households	264,707	258,700	523,407
Children	457,835	376,097	833,931
Percentage participating (i.e., redeeming benefits)			
Among households issued benefits	72.9%	62.0%	67.5%
Among children issued benefits	76.4%	65.1%	71.3%
Mean percentage of dollars redeemed			
Among all households issued benefits	60.7%	47.9%	54.4%
Among participating households (i.e., redeeming benefits at least once)	83.2%	77.3%	80.5%
Percentage of households exhausting benefits			
Among all households issued benefits	27.5%	17.8%	22.7%
Among participating households (i.e., redeeming benefits at least once)	37.8%	28.8%	33.7%
Mean dollars redeemed			
Per household issued benefits	\$104.51	\$64.70	\$84.83
Per child issued benefits	\$56.71	\$41.60	\$49.24

Source: Grantees' household and transaction records.

Note: The figures in the table exclude households in 2015 because this was the first year of the study, Chickasaw Nation (2016 - 2017) and Cherokee (2018) because data could not be linked for these grantees in those years, and Tennessee and Texas because data were only available for one year (2018).

6.3.5 Redemption Rate Among Participating Households, by Food Category

As discussed in Section 6.2.2, the relatively low redemption and exhaustion rates for Food Package model participants could be driven by a number of factors, with one being the limited flexibility for making purchases within particular food categories. Exhibit 6-13 displays the percent of participating households that redeemed only a small proportion of their benefit (less than 25 percent) and the percent of participating households that redeemed nearly all (more than 90 percent) of their benefit for each food category offered in each year.

For example, in 2015, approximately one in eight participating households redeemed less than 25 percent of their milk benefit and only one in three came close to exhausting their milk benefit (redeeming at least 90 percent of their benefit). In contrast, more than half of all participating households redeemed over 90% of their cheese benefit, and from 2015 through 2018, between 40 to 60 percent of participating households redeemed over 90% of their fruits and vegetables voucher.

Overall, about half of participating households in Food Package model grantee sites came close to exhausting their Summer EBT benefits, redeeming at least 90 percent of their entire food package. An

additional one in 10 redeemed between 75 and 90 percent. About one in four households spent less than 50 percent of their benefit, especially for beans and peanut butter and grains. It is beyond the scope of this analysis to draw out the reasons why some food categories have higher redemption rates than others; however, the point remains grantees considering the implementation of Summer EBT and using food package models, should consider carefully whether certain food categories might be less flexible/redeemable than others.

Exhibit 6-13. Redemption Rates Among Participating Households by Food Category and Year, 2015-2018

Food category	Conditional redemption rate				
	0% to 25%	>25 to 50%	>51% to 75%	>75% to 90%	>90%
2015 – Percent of Households In Each Redemption Category					
Milk (Skim, 1%, 2%)	11.9%	19.1%	22.3%	17.4%	29.2%
Cheese	1.9%	15.2%	22.8%	5.7%	54.4%
Eggs	1.8%	17.8%	24.7%	5.3%	50.4%
Juice (64 oz bottle or equivalent)	1.8%	10.9%	22.1%	7.4%	57.8%
Cereal	5.8%	22.4%	26.9%	13.4%	31.5%
Dry or canned beans, peanut butter	7.7%	31.2%	25.8%	5.4%	30.0%
Fish (canned tuna or salmon)	6.2%	21.3%	23.0%	9.0%	40.5%
Grain products (bread, tortillas, rice, & oatmeal)	7.7%	26.9%	25.5%	8.0%	31.8%
Fruits & vegetables	5.3%	14.4%	23.8%	17.5%	39.1%
Total	6.3%	21.5%	24.6%	10.7%	36.9%
2016 – Percent of Households In Each Redemption Category					
Milk (Skim, 1%, 2%)	12.8%	17.3%	18.7%	13.4%	37.8%
Cheese	1.1%	12.6%	19.0%	3.6%	63.7%
Eggs	1.3%	13.0%	20.0%	3.6%	62.1%
Juice (64 oz bottle or equivalent)	1.4%	13.4%	20.5%	5.8%	58.9%
Cereal	3.9%	14.1%	20.5%	13.1%	48.4%
Dry or canned beans, peanut butter	4.2%	21.9%	23.8%	5.3%	44.7%
Fish (canned tuna or salmon)	2.7%	10.3%	17.5%	8.7%	60.8%
Grain products (bread, tortillas, rice, & oatmeal)	4.3%	18.1%	21.3%	5.5%	50.8%
Fruits & vegetables	3.7%	9.4%	15.9%	12.9%	58.2%
Total	4.8%	15.4%	19.9%	8.8%	51.1%
2017 – Percent of Households In Each Redemption Category					
Milk (Skim, 1%, 2%)	10.0%	18.9%	17.2%	12.8%	41.2%
Cheese	6.0%	17.2%	29.6%	5.3%	41.9%
Eggs	1.6%	13.9%	16.6%	3.7%	64.1%
Cereal	4.2%	15.0%	20.6%	14.4%	45.9%
Dry or canned beans, peanut butter	6.8%	22.6%	17.8%	5.1%	47.6%
Fish (canned tuna or salmon)	1.6%	12.0%	17.8%	1.3%	67.4%
Grain products (bread, tortillas, rice, & oatmeal)	4.2%	19.4%	20.8%	7.1%	48.5%
Fruits & vegetables	4.2%	10.3%	18.1%	12.1%	55.3%
Yogurt	4.0%	18.2%	17.9%	4.3%	55.6%
Total	4.9%	16.4%	18.8%	8.1%	51.8%

Food category	Conditional redemption rate				
	0% to 25%	>25 to 50%	>51% to 75%	>75% to 90%	>90%
2018 – Percent of Households In Each Redemption Category					
Milk (Skim, 1%, 2%)	11.8%	20.3%	15.6%	8.1%	44.2%
Cheese	2.1%	13.7%	12.9%	2.6%	68.7%
Eggs	1.8%	13.3%	14.9%	2.7%	67.3%
Cereal	3.1%	12.8%	16.7%	13.2%	54.2%
Dry or canned beans, peanut butter	3.5%	19.8%	15.4%	3.6%	57.6%
Grain products (bread, tortillas, rice, & oatmeal)	4.3%	18.0%	18.6%	4.1%	55.0%
Fruits & vegetables	3.2%	9.4%	13.4%	11.4%	62.6%
Canned Soup	1.2%	9.8%	15.3%	1.5%	72.1%
Total	4.1%	15.0%	15.3%	6.3%	59.4%

Source: Grantees' household and transaction records.

Note: This analysis includes only Food Package sites because Debit Card sites collected data at the transaction level (e.g., total dollars spent for a single store purchase) and did not collect data on particular food items or categories for which benefits were redeemed. Redemption rate was calculated by first multiplying issued and redeemed quantities by the mean price for each food category in a given year and for a given grantee, and then dividing the imputed amount redeemed by the imputed amount issued.

6.4 Benefit Use Retailer Characteristics

This section describes overall redemption rates (*mean percentage of dollars redeemed among all households issued benefits*) by model type and by the type of store where participants redeemed benefits.

Across all sites, households most often redeemed benefits at supermarkets (47 percent), followed by much lower redemption at convenience stores (4 percent) and grocery stores (3 percent). Households redeemed almost no benefits at farmer's markets.

These trends hold true for both the Debit Card model and the Food Package model grantees. Among Food Package grantees, households redeemed the vast majority at supermarkets (39 percent out of 44 percent of mean total redemptions); and similarly among Debit Card grantees, households redeemed most benefits at supermarkets (66 percent out of 82 percent). Convenience store redemption rates were higher for Debit Card model grantees than for Food Package model grantees (10 percent versus 2 percent), as are grocery store redemption rates (4 percent versus 3 percent).

Exhibit 6-14. Mean Overall Household Redemption Rate by Model Type, Grantee, and Store Type, 2015-2018 (9 grantees)

Grantee	Mean household redemption rate by grantee and store type				Overall mean redemption rate
	Supermarkets	Grocery store	Convenience store	Farmer's markets	
Food Package Model	39.1%	2.5%	1.6%	0.0%	44.0%
Cherokee Nation	39.1%	0.1%	0.2%	0.0%	40.7%
Chickasaw Nation	64.7%	4.3%	0.2%	0.0%	69.2%
Michigan	37.3%	2.9%	2.3%	0.0%	43.3%
Nevada	30.0%	0.7%	0.0%	0.0%	31.1%
Texas	28.4%	2.7%	0.6%	0.0%	32.3%
Debit Card Model	66.1%	4.4%	10.3%	0.1%	82.1%
Connecticut	73.4%	1.5%	7.6%	0.0%	83.0%
Missouri	68.1%	7.5%	17.1%	0.1%	93.2%
Oregon	65.8%	3.8%	8.4%	0.1%	79.6%
Tennessee	51.8%	1.5%	11.2%	0.0%	64.6%
All Sites	47.1%	3.0%	4.2%	0.0%	55.2%

Source: Grantees' household and transaction records. Retailer type provided by FNS.

Note: Excluded are specialty stores, including meal delivery and meat/seafood specialty stores, and residential food markets (e.g., at shelters or group housing arrangements).

6.5 Benefit Use Spatial Analysis

This section provides a summary of how benefit use varied with access to retailers and by locale. The section first describes the availability of retailers and mean distance travelled to redeem Summer EBT benefits, and the participation rate (*percentage issued benefits that redeemed any benefits*) and redemption rate among participating households (*mean percentage of dollars redeemed among households redeeming benefits at least once*) for various categories of distance travelled. Then the section describes access and participation within various locales (e.g., city, suburban, town, and rural areas).

6.5.1 Access to Retailers

The average number of available retailers within a 25 mile radius of Summer EBT participants decreased from over 400 in 2015 to less than 300 in 2018 (Exhibit 6-15). Three-quarters of retailers were convenience stores; the next most prevalent category was supermarkets. A small number were grocery retailers, other retailers including farmer's markets and residential providers, or were missing a store type classification. As noted in the previous section, despite the prevalence of convenience stores, households were most likely to redeem benefits at supermarkets

On average, Summer EBT participants lived within two miles of an available retailer, but travelled about four miles to redeem their benefits, suggesting as others have proposed that participants were likely to bypass the retailer closest to them (Furey, Klerman, & Grindal, 2018; Schwartz, Grindal, Wilde, Klerman, & Bartlett, 2017). Participation and redemption appeared to vary with the distance to the nearest available retailer, in different ways. Those living within five miles of an available retailer had a lower participation rate (66 percent in 2018) than those living 15 to 20 miles from the closest available retailer (87 percent in 2018). However, those living within five miles of an available retailer had a higher redemption rate (81 percent compared to 76 percent in 2018, respectively).

Exhibit 6-15. Benefit Use and Access to Retailers, 2015-2018 (9 grantees)

Use	2015	2016	2017	2018
Mean number of available retailers within 25 miles				
Overall	457.10	336.24	331.51	268.39
Supermarkets	93.9	86.0	85.0	70.7
Grocery	53.4	40.3	39.8	32.2
Convenience	371.6	248.6	239.7	191.5
Other retailer type	33.2	24.2	21.6	18.0
Missing retailer type	8.1	7.1	7.2	6.6
Mean distance to nearest available retailer	1.84 miles	1.86 miles	1.91 miles	2.15 miles
Mean distance to nearest used retailer	3.37 miles	3.49 miles	3.54 miles	3.97 miles
Participation rate by distance to nearest available retailer				
Overall	77%	72%	71%	64%
0 to 5 miles	82%	74%	71%	66%
5 to 10 miles	82%	79%	74%	64%
10 to 15 miles	89%	88%	87%	78%
15 to 20 miles	85%	87%	88%	87%
20 to 25 miles	79%	74%	78%	76%
Rural location, unable to be geocoded	67%	77%	94%	91%
Redemption rate (among participating households) by distance travelled				
Overall	80%	80%	79%	80%
0 to 5 miles	82%	81%	81%	81%
5 to 10 miles	74%	73%	74%	77%
10 to 15 miles	72%	73%	74%	77%
15 to 20 miles	71%	71%	73%	76%
20 to 25 miles	74%	74%	75%	78%
Rural location, unable to be geocoded	66%	68%	80%	77%

Source: Grantees' household and transaction records.

Note: "Rural location, unable to be geocoded" includes households with Rural Route and Highway Carrier addresses that could not be matched to geospatial coordinates. Addresses with post office boxes were geocoded to the centroid of the ZIP code. This analysis excludes households for whom no address information was provided, households with incorrect addresses that matched to a different state, and households that otherwise could not be matched to a geocoded location.

The number of available retailers within a 25-mile radius was highest for households living in cities. As expected, the number of available retailers goes down substantially the farther away households are from cities. Remote rural households (on average) had access to fewer than 15 available retailers within a 25-mile radius of their home, compared with more than 500 retailers for city households. Considering only the retailers where household redeemed benefits, participants living in cities travelled, on average, about 2 miles compared to an average of about 10 miles among those living in remote rural areas.

Exhibit 6-16. Retailer Accessibility by Locale and Year

Locale	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	457.10	336.24	331.51	268.39
City households	954.01	680.64	654.93	604.45
Suburban households	606.20	258.29	409.35	352.96
Fringe town households	320.91	202.96	226.23	271.27
Distant town households	49.29	39.54	39.28	53.81
Remote town households	28.94	31.79	33.84	26.29
Fringe rural households	75.63	78.19	74.51	99.30
Distant rural households	26.00	26.85	29.16	39.36
Remote rural households	10.19	11.20	13.85	11.90
Mean distance to closest retailer used				
Overall	3.37	3.49	3.54	3.97
City households	1.83	1.95	1.89	1.90
Suburban households	2.48	2.81	2.59	2.72
Fringe town households	2.36	3.10	2.51	3.18
Distant town households	2.15	2.16	2.24	2.41
Remote town households	1.96	2.04	1.94	1.97
Fringe rural households	5.10	5.28	5.22	5.45
Distant rural households	8.80	9.44	9.02	8.98
Remote rural households	8.75	9.96	9.41	9.18

Source: Grantees' household and transaction records.

Note: Post office boxes were geocoded to the centroid of the ZIP code. Locales were assigned based on household address, using the National Center for Education Statistics locale framework that is composed of four basic types (City, Suburban, Town, and Rural); each contains three subtypes (Large, Midsize, and Small for City and Suburban locales; and Fringe, Distant, and Remote for Town and Rural locales). Additional information about these locale classifications is available online: https://nces.ed.gov/programs/edge/docs/NCES_LOCALE_USERSMANUAL_2016012.pdf

6.5.2 Benefit Use Patterns by Locale

Participation rates varied by locale, but there was no discernible pattern overall. Among households with addresses that could be geocoded, distant town households had the highest participation and redemption rates in most years. In some years, participation rates were higher in rural areas than in urban areas; in other years, participation was higher in urban areas. Similarly, among participating households, redemption rates were higher in urban areas in 2015, but higher in rural areas in 2016 to 2018.

Participation and redemption rates for households with no address provided were substantially lower in 2017 and 2018. However, households in rural areas that could not be geocoded, which amounts for a very small proportion of all households¹⁸, had the highest participation and redemption rates in 2017 and 2018.

¹⁸ Among all households, unmatched-rural households account for 0.8% of households. Among participating households, unmatched-rural households account for 1.0% of households.

Exhibit 6-17. Benefit Use Patterns by Locale and Year

Locale	2015	2016	2017	2018
Mean participation rate				
Overall	77%	72%	71%	64%
City households	79%	70%	66%	62%
Suburban households	81%	68%	67%	62%
Fringe town households	73%	71%	82%	74%
Distant town households	80%	79%	80%	74%
Remote town households	78%	76%	78%	67%
Fringe rural households	75%	71%	70%	66%
Distant rural households	73%	75%	78%	71%
Remote rural households	75%	77%	82%	67%
Rural location, unable to be geocoded	67%	77%	94%	91%
No address provided	75%	67%	50%	28%
Matched, but household address in a different state	81%	78%	81%	66%
Unable to be matched	80%	77%	75%	63%
Mean redemption rate (among participating households)				
Overall	62%	57%	56%	51%
City households	63%	56%	52%	47%
Suburban households	67%	53%	52%	48%
Fringe town households	66%	56%	68%	64%
Distant town households	70%	66%	67%	66%
Remote town households	61%	61%	63%	55%
Fringe rural households	58%	55%	55%	54%
Distant rural households	55%	57%	61%	57%
Remote rural households	56%	59%	63%	53%
Rural location, unable to be geocoded	44%	52%	75%	71%
No address provided	62%	57%	39%	23%
Matched, but household address in a different state	73%	66%	69%	53%
Unable to be matched	72%	67%	65%	71%

Source: Grantees' household and transaction records.

Note: "Rural location, unable to be geocoded" includes households with Rural Route and Highway Carrier addresses that could not be matched to geospatial coordinates. Addresses with post office boxes were geocoded to the centroid of the ZIP code. This analysis excludes households for whom no address information was provided, households with incorrect addresses that matched to a different state, and households that otherwise could not be matched to a geocoded location. Locales were assigned based on household address, using the National Center for Education Statistics locale framework that is composed of four basic types (City, Suburban, Town, and Rural); each contains three subtypes (Large, Midsize, and Small for City and Suburban locales; and Fringe, Distant, and Remote for Town and Rural locales). Additional information about these locale classifications is available online: https://nces.ed.gov/programs/edge/docs/NCES_LOCALE_USERSMANUAL_2016012.pdf

6.6 Discussion

Overall trends in participation, redemption and exhaustion mask variation within and across the nine grantees in this study. Two grantees were new and only operated one year, one had a major expansion in their service area, and several tested new approaches to reaching more eligible households in their existing service area. Grantees used different models for delivering their benefits, and among Food Package models, grantees selected different food packages and then made adjustments to their food packages over time. From all of this variation, several key patterns in benefit use emerge, as follows.

In general, Debit Card model grantees had more benefit use (participation and redemption) than did Food Package model grantees. The exception was Chickasaw Nation, a Food Package model grantee with participation rates close to 90 percent and redemption rates higher than 60 percent. The relatively low benefit use rates for Food Package model participants may be driven by factors which need to be investigated further to draw conclusions. Some possible reasons, which can be explored through parent interviews, are that Food Package participants do not have the Summer EBT benefit co-loaded on other benefit cards, as well as the limited flexibility for making purchases within particular food categories. In addition, households are more likely to be familiar with SNAP than WIC, which the Food Package model is modeled after, because WIC is limited to families with infants and younger children.

Supermarkets were the primary type of retailer in which households redeemed Summer EBT benefits. Households in Debit Card model sites were more likely than those in Food Package sites to use convenience or grocery stores. Few redemptions occurred at farmer's markets; those that did were Debit Card model participants only.

Although the \$60 benefit was offered only by some grantees and only in 2015 and 2016, participation and redemption rates were higher than for the \$30 benefit. Exhaustion rates were higher for the \$30 benefit, presumably because households were needing all (and potentially more) of the assistance provided through the smaller package. In every food category, redemption rates among households using the \$60 benefit were higher than for households using the \$30 benefit. These results are consistent with the findings from the 2013 impact evaluation of Summer EBT, the third implementation year, which was the first year households received the \$30 benefit. The evaluation showed that households that received the \$60 benefit were more likely to participate and redeemed at a higher rate than those that received the \$30 benefit, but were less likely to exhaust their benefits (Collins, et. al., 2014)

Households that had participated in Summer EBT in the previous year tended to have greater benefit use (participation and redemption). Larger households were also more likely to use their benefit, and to redeem more of their benefit, than were households with only one child.

On average, households travelled less than five miles to redeem their benefits, and participation in Summer EBT did not seem to vary with distance to the nearest available retailer despite clear differences in access to retailers for households living in city areas versus remote rural areas.

Chapter 7 summarizes the key findings from the report and highlights lessons learned from the work of the 2015-2018 Summer EBT grantees for future grantees.

7. Conclusion

This chapter summarizes the key findings from the report and highlights several lessons learned from the work of the 2015-2018 Summer EBT grantees for FNS and for future grantees. These include lessons learned related to timeline and funding, staffing, household consent, data management, costs, project models, service areas, and benefit use. Many of the findings presented in this chapter are relevant to operating Summer EBT as a permanent program.

7.1 Timeline and Funding

Interviewed grantees consistently reported the importance of timing. The timing of the annual grant award was a particular challenge for grantees, and it affected all aspects of project operations. Late notice of grant award compressed timelines for project planning and implementation and affected grantees' ability to hire and retain project staff and to work with partner agencies and third-party vendors. Most notably, late awards affected their ability to identify eligible children, as notification of grant award often coincided with the end of the school year when school staff are largely unavailable or difficult to reach. This late timing exacerbated the already difficult task of obtaining accurate household information.

Since FY 2015, USDA has received additional appropriations annually for summer demonstrations authorized through P.L. 111-80. Through this appropriation, FNS is able to support Summer EBT. For this reason the timing of awards is dependent on Congress, and when funds are authorized. If Summer EBT were authorized as a permanent program or if grant awards gave grantees at least six months of lead time, grantees could allocate sufficient time to hire staff, including navigating State/ITO staff procurement systems. During the 2015-2018 grant period, grantees sometimes had to abandon their search for additional staff because there simply was not enough time to complete hiring processes before the work for Summer EBT began. Grantees reported having to pull staff from other responsibilities and/or agencies or to add to existing staff workloads.

In addition to time needed to hire staff, grantees implementing Summer EBT reported the importance of allowing sufficient time to:

- **Engage partners:** Leverage existing relationships for successful project implementation (Section 3.2).
- **Assess the food package** (for WIC/Food Package model grantees): Modify the food package to include options more attractive to specific populations (Sections 2.5 and 6.3).
- **Obtain student lists from SFAs:** Work with SFAs to secure accurate lists of children and reconcile conflicting data (Section 4.1).
- **Obtain consent:** Particularly when using active consent, ensure parents and guardians consent to project participation (Section 4.1).
- **Develop household lists:** Group individual children into households prior to creating EBT accounts and printing and distributing EBT cards (Section 4.1).
- **Reconcile returned EBT cards:** Resolve incorrect addresses and redistribute returned cards (Section 4.1).
- **Conduct outreach:** Mail outreach materials to eligible households (Section 4.2).

7.2 Staffing

The 2015-2018 grantees worked with varying sizes of staff teams (Section 3.1). However, despite the size of the project team, grantees reported the importance of the continuity of staff, being able to rely on the same staff year-to-year. Grantees acknowledged efficiencies gained from having staff with sufficient time devoted to the project during peak times. Having staff whose time was specifically dedicated to the project minimized the amount of time needed to learn how Summer EBT works, allowed them to build on institutional knowledge, and allowed for consistency in project activities.

7.3 Household Consent

The 2015-2018 grantees used a passive consent process, with a few exceptions (Section 2.6). Grantees that used passive consent reported the burden of returned mail as a major challenge to this model. They often attributed returned mail to not having up-to-date household address and composition information. One grantee relied solely on an active process for engaging children in Summer EBT. Based on an analysis of redemption rates, active consent may have contributed to higher redemption rates (Section 2.5). This may be because active consent requires the parent/guardian to apply for the project and update household/address information at the time of application.

One grantee introduced hybrid consent process in 2017, whereby it actively consented new children (i.e., those that did not redeem benefits in 2016). However, returning participants (i.e., those that did redeem benefits in 2016, it consented passively. The grantee was unable to implement this hybrid for the 2018 benefit period due to the lateness of the grant award. Also in 2017, one grantee started the benefit period with active consent, but due to low rates of return, the grantee reverted to passive consent for the remaining pool of eligible children.

7.4 Data Management

High-quality data, including accurate contact information, mitigates the staff time needed to reconcile household and child information (Section 4.3). The 2015-2018 grantees suggested mechanisms and processes for receiving and handling data. Promising mechanisms included establishing expectations (from the onset) for receiving high-quality (accurate) data; sharing with key stakeholders a template for receiving data in a standardized format; and using the single source/centralized database if the State/ITO has one.

7.5 Costs

Among costs to administer Summer EBT projects, the largest portion went to direct costs for EBT contracts. This was particularly true for the two new grantees in 2018 (Chapter 5). Other than EBT contracts, other high administrative costs for grantees included contracts with partners and third-party vendors for work such as mailing outreach materials, printing/distributing EBT cards (includes costs related to re-sending undeliverable cards), and processing student data (Section 5.2). Important to note, grantees' reliance on in-kind resources (staff salaries and office space) may, as a result, underrepresent the true cost of operating those Summer EBT projects (Section 5.3).

7.6 Project Model

Debit Card model grantees had higher participation and redemption rates than Food Package model grantees. The relatively low redemption rates for Food Package model participants could be driven by different factors, including participants not having co-loaded benefit cards and the limited flexibility for making purchases within particular food categories. Additional research to include interviews with parents of participants is needed to make further conclusions. As discussed in Chapter 6, redemption patterns vary by food category. Allowing a wider choice in food options makes it easier for a household using the Debt Card model to redeem more or all of the monthly benefit. A household under the Food Package model may leave part of the benefit unredeemed, due to restrictions on the type and quantity of allowable food items.

7.7 Service Areas

Increased funding allowed grantees to expand their service areas from 2015 to 2018 and increase the number of households issued benefits through Summer EBT for every year of the projects. Urban areas tended to have more available retailers within a 25-miles radius of households, compared with rural areas; and remote rural areas had the fewest available retailers (Section 6.4). In general, households in rural areas travelled further to redeem their benefits than did households in urban areas. Participation rates for Summer EBT do not vary much across urban versus rural (Section 6.5); and redemption rates among participating households were also similar across locales.

7.8 Benefit Use

There were variations in benefit use. Participation in Summer EBT and redemption of benefits were higher for households that had previously participated in Summer EBT, for those issued a \$60 benefit (versus a \$30 benefit), and those with more than one child (versus households with only one child) (Section 6.4). However, the overall percentage of households that actually participated (redeemed benefits at least once) in Summer EBT declined for each year of the projects. This may be due to the timing of the grant awards and the expansion of Summer EBT service areas. Additional research to include interviews with parents of participants is needed to make further conclusions.

Appendix A: Grantee Profiles

The following appendix includes profiles for each of the 11 2015-2018 Summer EBT grantees. Each profile presents an overview of the grantee's project, including grant amount, area served, benefit delivery model (SNAP/Debit Card or WIC/Food Package), benefit amount(s), consent process (passive or active), target population, and number of children served. The information provided is drawn from data collected through the CNP Surveys from 2015-2018.

- ❖ Cherokee Nation
- ❖ Chickasaw Nation
- ❖ Connecticut
- ❖ Delaware
- ❖ Michigan
- ❖ Missouri
- ❖ Nevada
- ❖ Oregon
- ❖ Tennessee
- ❖ Texas
- ❖ Virginia

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Cherokee Nation grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Cherokee Nation grantee was the ITO food assistance agency – Cherokee Nation Health Services. It began providing Summer EBT benefits in 2012. Working with participating SFAs, the grantee determined which children were eligible to participate in the project. In 2017, Cherokee Nation targeted five rural SFAs and used a “hybrid” consent process: active consent to enroll new eligible children/households; passive consent for children/ households that had redeemed benefits in 2016. Benefits were issued through project-specific EBT cards.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	22 SFAs, 5 counties	\$105.40	WIC/Food Package	Passive
2016	33 SFAs, 5 counties	\$98.17 ^a	WIC/Food Package	Passive
2017	37 SFAs, 5 counties	\$90.00	WIC/Food Package	Active/Passive ^a
2018	37 SFAs, 5 counties	\$82.00	WIC/Food Package	Passive

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters and 2018 Grantee Proposal Letter. Other info from 2015-2018 Cherokee Nation Child Nutrition Program (CNP) Surveys.

Notes:

^a Cherokee Nation adopted a hybrid consent process in 2017. The grantee used active consent to enroll new eligible children/households, passive consent for children/households that had redeemed benefits in 2016.

Project Participation

In 2018, 14,819 children in 10,466 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 59 percent of children and 57 percent of households offered benefits. The number of children fluctuated across years from 10,688 children in 2015.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	10,458	10,818	N/A	5,990 ^e	17,274	17,274 ^e	N/A	10,688 ^e
2016	13,193	~13,193	N/A	8,306	21,240	21,240	N/A	14,645
2017	16,115	9,440	N/A	7,618	25,697	15,589	N/A	12,953
2018	18,500	18,500	N/A	10,466	24,945	24,945	N/A	14,819

Sources: 2015-2018 Cherokee Nation CNP Surveys.

Notes:

^a Households/children contacted to obtain consent, including active or passive consent.

^b Households/children issued benefits.

^c Households/children who activated their EBT cards.

^d Households/children who redeemed benefits at any time during the summer

^e Discrepancy between what was reported for 2015 in the 2015 Cherokee Nation CNP Survey and the 2016 Cherokee Nation CNP Survey. Number here reflects what was in the 2016 CNP Survey.

Project Staffing

The Cherokee Nation grantee’s staff included a Project Director, System Administrator, Special Assistant, and Finance Lead.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the grantee’s Summer EBT project in 2018. The grantee planned the project, developed materials, obtained household consent, issued cards/benefits, and provided outreach and technical assistance to households. SFA partners determined eligibility, assisted with identification/recruitment, and distributed consent letters. The EBT processor, SoliSystems, supplied and loaded benefits on the EBT cards; and Tribal agency Cherokee Nation Mailroom mailed the card packets.

Role	Partners					
	Tribal Food Assistance Agency*	Tribal Education Agency	School Food Authority	Other Tribal Agencies	Community-Based Organization	Vendors
Develop project materials	✓					
Household identification, recruitment	✓		✓			
Obtain consent	✓		✓			
Eligibility determination			✓			
Card/benefit issuance	✓			✓		✓
Develop nutrition education materials						
Outreach and technical assistance for households	✓					
IT development/support	✓					
Planning/project operations	✓					

Source: 2018 Cherokee Nation CNP Survey.

Note:

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of grantee Chickasaw Nation’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Chickasaw Nation grantee was the ITO food assistance agency – Chickasaw Nation Nutrition Services. It began providing Summer EBT benefits in 2012. Working with participating SFAs, the grantee determined which children were eligible to participate in the project. In 2018, Chickasaw Nation targeted students in 166 SFAs, all of which were located in rural areas. Chickasaw Nation used an active consent process to enroll eligible students. Benefits were issued on EBT cards that were used solely for Summer EBT benefits.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	57 SFAs, 2 service areas	\$90.00 or \$180.00	WIC/Food Package	Active
2016	108 SFAs, 4 service areas	\$90.00 or \$180.00	WIC/Food Package	Active
2017	140 SFAs, 6 service areas	\$90.00	WIC/Food Package	Active
2018	166 SFAs, 7 service areas	\$90.00	WIC/Food Package	Active

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters and 2018 Grantee Proposal Letter. Other info from 2015-2018 Chickasaw Nation Child Nutrition Program (CNP) Surveys.

Project Participation

In 2018, 29,176 children in 13,612 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 26 percent of children offered benefits. The number of children participating increased over time from 12,190 in 2015.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	N/A	5,627	†	5,101	47,319	12,190	†	12,190
2016	N/A	10,489	†	9,551	82,293	22,324	†	20,731
2017	N/A	12,424	12,002	11,698	94,616	26,201	25,498	24,988
2018	N/A	14,181	13,774	13,612	112,378	30,118	29,429	29,176

Source: 2015-2018 Chickasaw Nation CNP Surveys.

Notes:

† Denotes information was not provided in the 2015-2018 Chickasaw Nation CNP Surveys.

^a Households/children contacted to obtain consent, including active or passive consent.

^b Households/children issued benefits.

^c Households/children who activated their EBT cards.

^d Households/children who redeemed benefits at any time during the summer.

Project Staffing

Chickasaw Nation’s staff included a Director (.25 FTE), Project Manager, Technology Project Coordinator, Vendor Manager Coordinator (.25 FTE), three Nutrition Benefit Specialists (.5 FTE), and six part-time Temporary Specialists.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of Chickasaw Nation’s Summer EBT project. The grantee planned and managed project operations, developed materials, and identified children and households. SFAs confirmed child eligibility. Multiple partners, including the Choctaw Nation, Chickasaw WIC, and SFAs, assisted the grantee with outreach activities. The Choctaw Nation helped with card and benefit issuance. A service provider, JPMA, developed a mobile app for Summer EBT households. SFAs assisted with household identification, eligibility determination, outreach to households, and confirmed consent forms. Vendor CSC/DXC and the Chickasaw Nation IT department developed the Summer EBT data management system.

Role	Partners					
	Tribal Food Assistance Agency*	Tribal Education Agency	School Food Authority	Other Tribal Agencies	Community-Based Organization	Vendors
Develop project materials	✓					
Household identification, recruitment	✓		✓			
Obtain consent	✓		✓			
Eligibility determination	✓		✓			
Card/benefit issuance	✓			✓		✓
Develop nutrition education materials	✓					
Outreach and technical assistance for households	✓		✓	✓		
IT development/support				✓		✓
Planning/project operations	✓					

Source: 2018 Chickasaw Nation CNP Survey.

Note:

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Connecticut grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Connecticut grantee was the State food assistance agency – the Department of Social Services. It began providing Summer EBT benefits through its Summer Meals on the Move project in 2011. Working with participating SFAs, the Connecticut Department of Education determined which children were eligible to participate in the project. In 2018, Connecticut targeted students in 39 SFA service areas across the State, of which 21 included rural areas. Connecticut used a passive consent process to enroll eligible students, and benefits were issued on EBT cards that were used solely for Summer EBT benefits.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	35 SFAs, 34 school districts	\$136.00	SNAP/Debit Card	Passive
2016	55 SFAs, 36 school districts	\$164.00	SNAP/Debit Card	Passive
2017	55 SFAs, 36 school districts	\$90.00	SNAP/Debit Card	Passive
2018	60 SFAs, 39 school districts	\$60.00	SNAP/Debit Card	Passive

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters and 2018 Grantee Proposal Letter. Other info from 2015-2018 Connecticut Child Nutrition Program (CNP) Surveys.

Project Participation

In 2018, 5,541 children in 3,248 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 73 percent of children and 67 percent of households offered benefits. The number of children participating fluctuated across years from 4,394 in 2015.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	3,412	2,571	†	2,571 ^e	5,666	5,007	4,395	4,394 ^f
2016	2,612	2,301	2,164	2,301	4,976	4,579	4,301	4,301
2017	2,301	2,072	1,885	1,885	4,301	4,173	3,895	3,895
2018	4,849	4,560	3,248	3,248	7,579	7,647	5,541	5,541

Source: 2015-2018 Connecticut CNP Surveys.

Notes:

- † Denotes information was not provided in the 2015-2018 Connecticut CNP Surveys.
- ^a Households/children contacted to obtain consent, including active or passive consent.
- ^b Households/children issued benefits.
- ^c Households/children who activated their EBT cards.
- ^d Households/children who redeemed benefits at any time during the summer.
- ^e Discrepancy between what was reported for 2015 in the 2015 Connecticut CNP Survey (Summary Report) and the 2015 Connecticut CNP Survey (Final Report). Number reflects what was in the 2015 Connecticut CNP Survey (Final Report).
- ^f Discrepancy between what was reported for 2015 in the 2015 Connecticut CNP Survey and the 2016 Connecticut CNP Survey. Number reflects what was in the 2016 CNP Survey.

Project Staffing

The Connecticut grantee’s staff included a Project Coordinator, Project Assistant, EBT Coordinator, IT Database Director, and three temporary staff.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee and the Connecticut State Department of Education (CSDE) collaborated to develop project and nutrition materials, determine eligibility, conduct outreach, provide technical assistance, and plan project operations. The grantee worked with vendors L1 Secure Credentialing and Conduent to issue cards and benefits. The Department of Education worked with SFAs to mail passive consent forms and confirm eligibility and, with vendor Deloitte, to design Connecticut’s new eligibility management system.

Role	Partners					
	State Food Assistance Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials	✓	✓				
Household identification, recruitment		✓				
Obtain consent		✓	✓			
Eligibility determination	✓	✓	✓			✓
Card/benefit issuance	✓					✓
Develop nutrition education materials	✓	✓				
Outreach and technical assistance for households	✓	✓				
IT development/support	✓					✓
Planning/project operations	✓	✓				

Source: 2018 Connecticut CNP Survey.

Note:

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Delaware grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Delaware grantee was the State food assistance agency – the Division of Social Services (within the Department of Health and Human Services). It began providing Summer EBT benefits in 2012. Delaware did not operate a Summer EBT project in 2018. The Delaware Department of Education and SFAs determined which children were eligible to participate in the project. In 2017, Delaware targeted students in 52 school districts statewide. Delaware used an active consent process to enroll eligible students. Benefits were issued on EBT that were used solely for Summer EBT benefits.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	44 school districts	\$90.00 or \$180.00	SNAP/Debit Card	Active
2016	52 school districts	\$90	SNAP/Debit Card	Active
2017	52 school districts	\$90	SNAP/Debit Card	Active
2018	N/A	N/A	N/A	N/A

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters. Other info from 2015-2017 Delaware Child Nutrition Program (CNP) Surveys.

Project Participation

In 2017, Delaware planned to issue benefits to approximately 25,000 children.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	†	6,422	†	†	†	13,635	†	†
2016	†	†	†	†	†	25,851 ^e	†	†
2017	†	†	†	†	†	~25,000 ^e	†	†
2018	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Source: 2015-2017 Delaware CNP Surveys.

Notes:

† Denotes information was not provided in the 2015-2017 Delaware CNP Surveys.

^a Households/children contacted to obtain consent, including active or passive consent.

^b Households/children issued benefits.

^c Households/children who activated their EBT cards.

^d Households/children who redeemed benefits at any time during the summer.

^e Based on information from 2016-2017 budget narrative.

Project Staffing

The Delaware grantee’s staffing included a Project Manager, support staff, social workers, and other Department of Health and Social Services’ Division of Social Service staff.¹⁹

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee collaborated with the Delaware Department of Education and SFAs and the Division of Management Services to identify and recruit eligible families, including determining eligibility, preparing file of households to be sent to the vendor, and mailing out passive consent forms. The grantee and the Division of Management Services worked with vendors JP Morgan and Conduit to issue cards and benefits. The grantee worked with the State 211 center and food banks to conduct outreach and provide technical assistance.

Role	Partners					
	State Food Assistance Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials	✓					
Household identification, recruitment	✓	✓	✓	✓		
Obtain consent	✓		✓			
Eligibility determination	✓	✓	✓			
Card/benefit issuance				✓		✓
Develop nutrition education materials						
Outreach and technical assistance for households	✓				✓	
IT development/support						
Planning/project operations	✓					

Source: 2017 Delaware CNP Survey.

Note:

* Denotes grantee.

¹⁹ Information based on budget narrative from 2017.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Michigan grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Michigan grantee was the State food assistance agency – the Michigan Department of Health and Human Services. It began providing Summer EBT benefits in 2011. Working with participating SFAs, the Center for Educational Performance and Information (within the Michigan Department of Technology, Management, and Budget) determined which children were eligible to participate in the project. In 2018, Michigan targeted students in 24 school districts, 20 of which were in rural areas. Except for early summer of 2017, the grantee used a passive consent process to enroll eligible students. Benefits were issued on project-specific EBT cards.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	9 school districts	\$121.74	WIC/Food Package	Passive
2016	95 SFAs, 10 school districts	\$101.07	WIC/Food Package	Passive
2017	95 SFAs, 10 school districts	\$90.00	WIC/Food Package	Active/Passive ^a
2018	219 SFAs, 24 school districts	\$90.00	WIC/Food Package	Passive

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters and 2018 Grantee Proposal Letter. Other info from 2015-2018 Michigan Child Nutrition Program (CNP) Surveys.

Notes:

^a In 2017, Michigan began the summer using an active consent process. During the summer it reverted to passive consent due to low enrollment.

Project Participation

In 2018, 127,494 children in 80,303 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 60 percent of children and 57 percent of households offered benefits. The number of children participating increased over time from 31,424 children in 2015.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	26,744	26,744	19,400	18,998	41,603	41,603	31,780	31,424
2016	75,959	75,959	51,384	48,818	108,406	108,406	77,154	73,942
2017	83,753	83,753	59,558	50,721	127,212	127,212	94,143	80,781
2018	140,438	140,438	95,970	80,303	211,600	211,600	149,913	127,494

Source: 2015-2018 Michigan CNP Surveys.

Notes:

^a Households/children contacted to obtain consent, including active or passive consent.

^b Households/children issued benefits.

^c Households/children who activated their EBT cards.

^d Households/children who redeemed benefits at any time during the summer.

Project Staffing

The Michigan grantee’s staff included a Director and a Data & Systems Management Section Manger.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee planned and implemented the project and developed training and project materials for households. The Center for Educational Performance and Information and the Michigan Department of Education assisted with household identification, eligibility determination, and mailing announcement letters. SFAs communicated with families and worked with the Department of Education to validate data files. Two vendors, Three Sigma Software and Conduent, printed, mailed, and issued benefits to EBT cards and managed a Summer EBT help desk.

Role	Partners					
	State Food Assistance Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials	✓					
Household identification, recruitment		✓	✓			
Obtain consent		✓				
Eligibility determination		✓				
Card/benefit issuance						✓
Develop nutrition education materials						
Outreach and technical assistance for households	✓		✓			
IT development/support						✓
Planning/project operations	✓					

Source: 2018 Michigan CNP Survey.

Note:

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Missouri grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Missouri grantee was the State food assistance agency – the Missouri Department of Social Services. It began providing Summer EBT benefits in 2011. Working with participating SFAs, the grantee, with the assistance of multiple community-based organizations, determined which children were eligible to participate in the project. In 2018, the grantee targeted students in 30 SFAs and six service areas, four of which were in rural areas. Missouri used a passive consent process to enroll eligible students. Benefits were issued on SNAP EBT cards.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	3 service areas	\$89.93	SNAP/Debit Card	Passive
2016	5 service areas	\$89.79	SNAP/Debit Card	Passive
2017	24 SFAs, 6 service areas	\$90.00	SNAP/Debit Card	Passive
2018	30 SFAs, 6 service areas	\$87.90	SNAP/Debit Card	Passive

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters and 2018 Grantee Proposal Letter. Other info from 2015-2018 Missouri Child Nutrition Program (CNP) Surveys.

Project Participation

In 2018, 22,022 children in 12,853 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 96 percent of children and 90 percent of households offered benefits. The number of children participating increased over time from 16,110 children in 2016.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	†	9,416	†	†	12,726	12,703	†	†
2016	†	12,116	†	11,492	17,001	16,983	†	16,110
2017	11,011	11,024	†	10,478	19,364	19,799	†	19,022
2018	14,325	13,799	†	12,853	23,202	23,524	†	22,202

Source: 2015-2018 Missouri CNP Surveys.

Notes:

† Denotes information that was not provided because the EBT contractor reports on household- not child-level data. In some cases, grantee was able to derive data from household information; in others, sufficient detail was not available.

^a Households/children contacted to obtain consent, including active or passive consent.

^b Households/children issued benefits.

^c Households/children who activated their EBT cards.

^d Households/children who redeemed benefits at any time during the summer.

Project Staffing

The Missouri grantee’s staff included a Project Manager, Project Director, IT staff, and two temporary workers.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee oversaw project operations, helped establish a customer service center, and identified and determined the eligibility of households. It also collaborated with seven community partners to assist with the identification and recruitment of eligible households, conduct outreach including the mailing of passive consent forms, and provide technical assistance. SFAs provided free and reduced-price meals information to identify eligible households, and vendor FIS Government Solutions managed EBT card and benefit issuance.

Role	Partners					
	State Food Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials					✓	
Household identification, recruitment	✓		✓		✓	
Obtain consent					✓	
Eligibility determination	✓				✓	
Card/benefit issuance						✓
Develop nutrition education materials						
Outreach and technical assistance for households	✓				✓	
IT development/support						
Planning/project operations	✓					

Source: 2018 Missouri CNP Survey.

Note:

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Nevada grantee's Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Nevada grantee was the State food assistance agency – the Nevada Department of Health and Human Services. It began providing Summer EBT benefits in 2012. Working with participating SFAs, the Nevada Department of Agriculture determined which children were eligible to participate in the project. In 2018, the grantee targeted students in 16 counties, 14 of which were in rural areas. Nevada used a passive consent process to enroll eligible students. Benefits were issued on EBT cards that were used solely for Summer EBT benefits.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	10 SFAs	\$118.34	WIC/Food Package	Passive
2016	13 SFAs	\$133.55 ^a	WIC/Food Package	Passive
2017	16 SFAs	\$90.00	WIC/Food Package	Passive
2018	16 SFAs	\$105.00	WIC/Food Package	Passive

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters and 2018 Grantee Proposal Letter. Other info from 2015-2018 Nevada Child Nutrition Program (CNP) Surveys.

Note:

^a Discrepancy between what was reported for 2016 in the 2016 Nevada CNP Survey and the 2017 Nevada CNP Survey. Number reflects what was in the 2017 CNP Survey.

Project Participation

In 2018, 10,065 children in 5,307 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 37 percent of children and 33 percent of households offered benefits. The number of children participating fluctuated across years from 8,130 in 2015.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	6,517	6,496	†	3,920	12,795	12,795	†	8,130
2016	11,906	11,885	8,017	7,413	19,996	19,996	19,996	14,161
2017	15,080	13,156	12,445	7,340	23,466	22,889	22,889	13,982
2018	16,236	16,236	5,815	5,307	27,179	27,179	10,766	10,065

Source: 2015-2018 Nevada CNP Surveys.

Notes:

† Denotes information was not provided in the 2015-2018 Nevada CNP Surveys.

^a Households/children contacted to obtain consent, including active or passive consent.

^b Households/children issued benefits.

^c Households/children who activated their EBT cards.

^d Households/children who redeemed benefits at any time during the summer.

Project Staffing

The Nevada grantee’s staff included a Project Coordinator, Nutrition Coordinator, and an Administrative Assistant.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee had many responsibilities including obtaining passive consent, issuing cards, developing project and nutrition materials, providing technical assistance and outreach to households, and managing project operations. Its sister agency, the Nevada Department of Agriculture, also identified eligible children and collected their household data in collaboration with SFAs and the Food Bank of North Nevada. Multiple vendors, including Teletask, Fidelity Information Services, Open Domain, and the Nevada State and Mail Services and Printing agencies, served a variety of roles including assistance with data processing for eligibility determination, card/benefit issuance, and outreach to households.

Role	Partners					
	State Food Assistance Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials	✓					
Household identification, recruitment	✓				✓	
Obtain consent	✓					
Eligibility determination	✓		✓			✓
Card/benefit issuance	✓			✓		✓
Develop nutrition education materials	✓					
Outreach and technical assistance for households	✓			✓		✓
IT development/support						✓
Planning/project operations	✓					

Source: 2018 Nevada CNP Survey.

Note:

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Oregon grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Oregon grantee was the State food assistance agency – the Oregon Department of Human Services. It began providing Summer EBT benefits in 2011. The participating SFAs and the Oregon Department of Education determined which children were eligible to participate in the project. This information was shared with the grantee for benefit issuance. In 2018, the grantee targeted students in 98 SFAs and 36 counties, 12 of which were in rural areas. Oregon used a passive consent process to enroll eligible students. Benefits were issued on SNAP EBT cards.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	23 counties	\$99.66	SNAP/Debit Card	Passive
2016	36 counties	\$89.99	SNAP/Debit Card	Passive
2017	93 SFAs, 36 counties	\$86.00	SNAP/Debit Card	Passive
2018	98 SFAs, 36 counties	\$90.00	SNAP/Debit Card	Passive

Source: Food Grant Amounts from 2015-2017 Grantee Award Letters and 2018 Grantee Proposal Letter. Other info from 2015-2018 Oregon Child Nutrition Program (CNP) Surveys.

Project Participation

In 2018, 67,259 children in 37,366 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 94 percent of children and 83 percent of households offered benefits. The number of children participating fluctuated across years from 44,156 children in 2015.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	†	24,966 ^e	†	24,966	†	44,156 ^e	†	44,156
2016	†	36,803	†	36,803	†	62,186	†	62,186
2017	37,404	37,404	37,404	34,296	63,587	63,587	58,033	58,033
2018	45,105	45,105	45,105	37,366	71,622	71,622	71,622	67,259

Source: 2015-2018 Oregon CNP Surveys.

Notes:

† Denotes information was not provided in the 2015-2018 Oregon CNP Surveys.

^a Households/children contacted to obtain consent, including active or passive consent.

^b Households/children issued benefits.

^c Households/children who activated their EBT cards.

^d Households/children who redeemed benefits at any time during the summer.

^e Discrepancy between what was reported for 2015 in the 2015 Oregon CNP Survey and the 2016 Oregon CNP Survey. Number reflects what was in the 2016 CNP Survey.

Project Staffing

The Oregon grantee’s staff included a Project Coordinator, Deputy Administrator, 12 temporary Human Services Specialists, and two temporary Policy Analysts.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee and the Oregon Department of Education worked with SFAs to identify households and determine eligibility. The grantee also planned project operations, developed project materials, issued EBT cards, and provided technical assistance. A community-based organization assisted with household outreach by sending out statewide messages about the Summer EBT project.

Role	Partners					
	State Food Assistance Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Contractors
Develop project materials	✓					
Household identification, recruitment	✓	✓	✓			
Obtain consent						
Eligibility determination	✓	✓	✓			
Card/benefit issuance	✓					
Develop nutrition education materials						
Outreach and technical assistance for households	✓				✓	
IT development/support						
Planning/project operations	✓					

Source: 2018 Oregon CNP Survey.

Note:

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Tennessee grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Tennessee grantee was the State food assistance agency – the Tennessee Department of Human Services. It began providing Summer EBT benefits through its Summer EBT for Kids project in 2018. Working with participating SFAs, the Tennessee Department of Education determined which children were eligible to participate in the project. In 2018, the grantee targeted students in five counties, all of which were located in rural areas. Tennessee used a passive consent process to enroll eligible students. Benefits were issued on EBT cards that were used solely for Summer EBT benefits.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	N/A	N/A	N/A	N/A
2016	N/A	N/A	N/A	N/A
2017	N/A	N/A	N/A	N/A
2018	5 SFAs 5 counties	\$83.65	SNAP/Debit Card	Passive

Source: Food Grant Amount from 2018 Grantee Proposal Letter. Other info from 2018 Tennessee Child Nutrition Program (CNP) Surveys.

Project Participation

In 2018, 9,178 children in 6,193 households participated in the Summer EBT project. This represented 71 percent of children and 69 percent of households offered benefits.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2016	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2017	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2018	8,924	8,918	6,249	6,193	12,854	12,843	9,251	9,178

Source: 2018 Tennessee CNP Survey.

Notes:

- ^a Households/children contacted to obtain consent, including active or passive consent.
- ^b Households/children issued benefits.
- ^c Households/children who activated their EBT cards.
- ^d Households/children who redeemed benefits at any time during the summer.

Project Staffing

The Tennessee grantee’s staff included a Manager, two SNAP Program Directors, Data Analyst, and Special Program Specialist.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee was responsible for project planning, developing project materials, issuing consent forms and benefits, IT development, and conducting outreach and providing technical assistance to households. It worked with various partners to accomplish these activities. The Second Harvest Food Bank of Northeast Tennessee assisted with the development of training and project materials, conducted outreach, and assisted with the passive consent process. The Tennessee Department of Education worked with SFAs to identify households, communicate with households about federal guidelines, and determine eligibility. Third-party vendor Conduent assisted with card and benefit issuance.

Role	Partners					
	State Food Assistance Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials	✓				✓	
Household identification, recruitment		✓	✓			
Obtain consent	✓				✓	
Eligibility determination		✓				
Card/benefit issuance	✓					✓
Develop nutrition education materials						
Outreach and technical assistance for households	✓	✓	✓		✓	
IT development/support	✓					
Planning/project operations	✓					

Source: 2018 Tennessee CNP Survey.

* Denotes grantee.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Texas grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Texas grantees were two State food assistance agencies: the Texas Department of Agriculture and Texas WIC within the Texas Department of Health and Human Services. They began providing Summer EBT benefits in 2018. Working with participating SFAs, the Texas Department of Agriculture determined which children were eligible to participate in the Summer EBT project. In 2018, the grantees targeted students in two SFAs, one of which was located in a rural area. Texas used passive consent to enroll eligible students. Benefits were issued on EBT cards that were used solely for Summer EBT benefits.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	N/A	N/A	N/A	N/A
2016	N/A	N/A	N/A	N/A
2017	N/A	N/A	N/A	N/A
2018	2 SFAs, 2 school districts	\$99.79	WIC/Food Package	Passive

Source: Food Grant Amount derived from Value of Benefits Issued to All Households in Texas 2018 Child Nutrition Program (CNP) Surveys. Other info directly from 2018 Texas CNP Surveys.

Project Participation

In 2018, 3,465 children in 2,176 households participated in the Summer EBT project. This represented 64 percent of children and 60 percent of households offered benefits.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2016	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2017	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2018	3,622	3,622	3,622	2,176	5,412	5,412	5,412	3,465

Source: 2018 Texas CNP Survey.

Notes:

- ^a Households/children contacted to obtain consent, including active or passive consent.
- ^b Households/children issued benefits.
- ^c Households/children who activated their EBT cards.
- ^d Households/children who redeemed benefits at any time during the summer.

Project Staffing

The Texas grantees’ staff included a Special Programs Coordinator, Director of Program Support, Data Analyst, and a Special Program Specialist.

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantees collaborated to plan project operations and provide IT development and support to WIC vendors and SFAs. Texas Department of Agriculture also determined eligibility and mailed passive consent forms to eligible families. Texas WIC managed card and benefit issuance and collaborated with the Central Texas Food Bank and Texas Department of Agriculture to provide food boxes to households that were delayed in receiving their EBT cards. Texas Department of Agriculture and Texas WIC partnered with SFAs to provide technical assistance to households and with a local partner to create educational materials. Vendor SoliSystems supplied and loaded benefits on the benefit cards.

Role	Partners					
	State Food Assistance Agency*	State Education Agency	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials	✓				✓	
Household identification, recruitment	✓		✓			
Obtain consent	✓					
Eligibility determination	✓					
Card/benefit issuance	✓				✓	✓
Develop nutrition education materials						
Outreach and technical assistance for households	✓		✓			
IT development/support	✓					
Planning/project operations	✓					

Source: 2018 Texas CNP Survey.

Note:

* Denotes grantees.

The Summer Electronic Benefit Transfer for Children (Summer EBT) demonstration is intended to address childhood food insecurity and hunger during summer months when school is not in session. FNS provided funding annually between 2015 and 2018 to grantees to provide monthly benefits to eligible children in those months. This profile summarizes key aspects of the Virginia grantee’s Summer EBT project, including benefits issued, project participation, staffing, and partner roles.

Overview

The Virginia grantee was the Virginia Department of Education, which oversees the National School Lunch Program. It began providing Summer EBT benefits in 2016 through a Demonstration Project to End Childhood Hunger authorized and funded by Section 141 of the Healthy, Hunger-Free Kids Act. Working with participating SFAs, the grantee determined which children were eligible to participate in the project. In 2018, the grantee targeted students in 50 SFA service areas in Richmond and the rural southwest region of the State, which included 41 SFAs. Virginia used a passive consent process to enroll eligible students. Benefits were issued on EBT cards that were used solely for Summer EBT benefits.

Grant Year	Area Served	Average Benefit Amount Issued for Summer (per child)	Benefit Delivery Model	Consent Process
2015	N/A	N/A	N/A	N/A
2016	9 SFAs	\$180	SNAP/Debit Card	Passive
2017	39 SFAs	\$90	SNAP/Debit Card	Passive
2018	50 SFAs	\$90	SNAP/Debit Card	Passive

Source: 2017 and 2018 Food Grant Amounts from 2017 and 2018 Grantee Proposal Letters. Other info from 2016-2018 Virginia Child Nutrition Program (CNP) Surveys.

Project Participation

In 2018, 8,357 children in 5,739 households participated (i.e., redeemed benefits at any time during the summer) in the Summer EBT project. This represented 68 percent of children and 64 percent of households offered benefits. The number of children participating increased over time from 4,287 children in 2016.

Grant Year	Households				Children			
	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d	Offered Benefits ^a	Issued Benefits ^b	Enrolled ^c	Participating ^d
2015	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
2016	4,959	4,959	4,959	3,287	6,326	6,326	6,326	4,287
2017	7,624	7,475	7,475	4,526 ^e	9,635	9,449	9,449	6,061 ^f
2018	9,001	9,001	8,095	5,739	12,264	11,239	11,239	8,357

Source: 2017-2018 CNP Surveys.

Notes:

- ^a Households/children contacted to obtain consent, including active or passive consent.
- ^b Households/children issued benefits.
- ^c Households/children who activated their EBT cards.
- ^d Households/children who redeemed benefits at any time during the summer.
- ^e Discrepancy between what was reported for 2017 in the 2017 Virginia CNP Survey and the 2018 Virginia CNP Survey. Reported number reflects what was in the 2017 CNP Survey.
- ^f Discrepancy between what was reported for 2017 in the 2017 Virginia CNP Survey and the 2018 Virginia CNP Survey. Reported number reflects what was in the 2018 CNP Survey.

Project Staffing

Virginia’s staff included a Project Director, Project Manager, Regional Coordinator, SNAP Manager, SNAP Outreach Coordinator, and EBT Coordinator.²⁰

Project Partners

A number of partners contributed to the implementation, operation, and promotion of the Summer EBT project in 2018. The grantee and the Virginia Department of Social Services collaborated to develop project materials, and conduct operations. The Department of Education worked with SFAs to identify households and mail passive consent forms. The Department of Education and Department of Social services worked with SFAs to determine eligibility and conduct outreach. The Department of Education and Department of Social Services jointly operated a call-in number for families and collaborated with One Call Now to text reminders to households. The Division of Social Services worked with the Conduent to issue cards and benefits.

Role	Partners					
	State Food Assistance Agency	State Education Agency*	School Food Authority	Other State Agencies	Community-Based Organization	Vendors
Develop project materials	✓	✓				
Household identification, recruitment		✓	✓			
Obtain consent		✓	✓			
Eligibility determination	✓	✓	✓			
Card/benefit issuance	✓	✓				✓
Develop nutrition education materials						
Outreach and technical assistance for households	✓	✓	✓			✓
IT development/support						
Planning/project operations	✓	✓				

Source: 2018 Virginia CNP Survey.

Notes:

* Denotes grantee.

²⁰ Information based on budget from 2017 and 2018.

Appendix B: Research Questions

Exhibit B-1 lists the qualitative and cost data sources used to answer specific research questions (RQs) for the Implementation Study. The exhibit also lists the research question for the Benefit Use Study that we address with qualitative data because it cannot be addressed with quantitative benefit use data.

Exhibit B-1. Research Questions with Data Sources

Research question	Source		
	FNS CNP surveys	FNS staff and grantee interviews	Cost data forms
Implementation Study			
RQ1. What were the agencies involved in implementing or operating a Summer EBT project? What were the challenges and successes in coordinating these agencies? What other partners participated, and what was the extent of their involvement?	✓	✓	
RQ2. What resources are required to implement a Summer EBT project (e.g., data/information, technology infrastructure, personnel, and partnerships)? What were the challenges and successes with leveraging existing resources, or developing or obtaining new resources?	✓	✓	
RQ3. How did the grantees implement and administer their projects? Describe systems used to manage data and issue EBT benefits. How did project activities and/or procedures perform in terms of efficiency, cost, and integrity?	✓	✓	
RQ4. Describe the systems and processes used to identify eligible children and deliver EBT benefits. Identify areas of risk that could result in benefit issuance errors (i.e., food benefits delivered to and/or redeemed by ineligible individuals, or food benefits not delivered to eligible individuals). Describe any processes grantees put in place to prevent or detect benefit issuance errors. Describe any actual instances of benefit issuance errors. What were the challenges related to preventing errors in Summer EBT, and what recommendations do grantees have for how systems and processes could be improved to prevent error?	✓	✓	
RQ5. What challenges did grantees encounter specific to service in rural areas?	✓	✓	
RQ6. What processes did grantees use in identifying and prioritizing new service areas, particularly rural areas?	✓	✓	
RQ7. Were there differences between urban and rural service areas in terms of community access to other types of nutrition assistance for children (federal, non-federal, private, etc.)?		✓	
RQ8. What additional challenges did grantees encounter in implementing and operating a Summer EBT project, and how did they address them?	✓	✓	
RQ9. What were the costs of implementation and administration? Which costs were related to building a new project? What are the fixed costs of administering a Summer EBT operation? What are the variable costs of administering a Summer EBT operation? How much does it cost to operate Summer EBT in rural areas as compared to urban areas?	✓		✓

Research question	Source		
	FNS CNP surveys	FNS staff and grantee interviews	Cost data forms
RQ10. How would grantees propose to structure their projects if they operated on a larger scale and on a continuous basis? What new systems/resources would they need?	✓	✓	
Benefit Use Study			
RQ3. Are households using “bonus bucks” programs (incentive provided by sponsors to increase fresh fruit and vegetable purchases)? Did retailers become WIC or SNAP authorized or change their inventories or other practices in response to Summer EBT? Did this vary by location (e.g., stores in rural, Tribal, or small localities)?	✓	✓	

Appendix C: Draft FNS and Grantee Interview Discussion Guides

FNS Staff Interview Discussion Guide

Introduction

My name is [name], and I'm a researcher at Abt Associates. My colleague, [name] is also present to take notes throughout the interview.

As you know, we are conducting a study of the 2015-2018 Summer Electronic Benefits Transfer (SEBT) for Children Program. As a reminder, the objectives of this study are: (1) to document how SEBT program grants were implemented and administered during the summers of 2014 through 2018; and (2) to collect and analyze EBT data from the grantees and retailers to describe household benefit use. We are using three main sources of data: (1) the FNS grantee surveys; (2) semi-structured phone interviews with grantees and FNS staff; and (3) cost data forms completed by the 2018 grantees.

The purpose of our conversation today is to get a better understanding of the role of FNS in providing program oversight, technical assistance, and monitoring. We are also interested in your perspective on the challenges and successes of individual grantees, and overall lessons learned about how best to implement the SEBT program.

When we complete this interview, we will summarize your responses with those provided by the other FNS staff in our final report. We will not use names in the report or identify individual respondents.

We expect our conversation will take 60-90 minutes.

With your permission, we would like to record the conversation to ensure our notes accurately reflect your responses. Do I have your permission to record our conversation?

- Yes
- No

Do you have any questions for me about the project in general or what we will be discussing today?

Background on Respondent

1. Please provide your name and job title/position.
2. How long have you worked in your current position at FNS?

SEBT Responsibilities

1. What are your specific duties related to the SEBT grant?
[PROBE:]
 - Program oversight
 - Technical assistance
 - Monitoring

2. Which grantees do you work with? How long have you worked with each grantee?

[Interviewer: go through the entire discussion guide for each grantee]

A. Project Organization and Partnerships

Staffing Structure

1. From your perspective, what were [GRANTEE'S] greatest challenges related to the staffing structure in 2018?
2. What worked well with their staffing structure in 2018?
3. Do you have any suggestions for improvements to [GRANTEE'S] staffing structure? Please describe.

Organizational Structure and Partners

***NOTE TO INTERVIEWER:** The table below will be populated prior to the interview with data from Attachment D of the 2017 EBT Survey as a reference.*

Name of Partner	Responsibilities
-----------------	------------------

Successes and Challenges of Organizational Structure

1. From your perspective, what were [GRANTEE'S] greatest challenges related to overall organizational structure in 2018?
2. What were the most effective elements of [GRANTEE'S] overall organizational structure, and why?
3. What aspects of [GRANTEE'S] organizational structure could be improved? What changes would you suggest?

Successes and Challenges of Partnerships

1. From your perspective, what were [GRANTEE'S] greatest challenges related to partnerships in 2018?
2. What were the most effective elements of [GRANTEE'S] partnerships, and why?
3. What aspects of [GRANTEE'S] partnerships could be improved? What changes would you suggest?

B. Identifying Potential Households, Confirming Eligibility, and Issuing Benefit Cards

NOTE TO INTERVIEWER: The table below will be populated prior to the interview with data from Attachment B of the 2017 EBT Survey for reference.

Activity

Eligibility determination and benefit issuance

1. From your perspective, what were [GRANTEE'S] greatest challenges related to eligibility determination and benefit issuance in 2018?
2. What were the most effective elements of [GRANTEE'S] eligibility determination and benefit issuance, and why?
3. What aspects of [GRANTEE'S] eligibility determination and benefit issuance could be improved? What changes would you suggest?

Errors

1. From your perspective, what were [GRANTEE'S] greatest challenges related to identifying benefit issuance errors (i.e., food benefits delivered to and/or redeemed by ineligible individuals, or food benefits not delivered to eligible individuals) in 2018?
2. What were the most effective elements of [GRANTEE'S] ability to identify errors, and why?
3. What aspects of [GRANTEE'S] ability to identify errors could be improved? What changes would you suggest?

Service Areas

4. From your perspective, what were [GRANTEE'S] greatest challenges around identifying potential households, confirming eligibility and issuing benefits that were unique to rural areas? Please describe.
5. What were the most effective aspects of [GRANTEE'S] identification of households, etc. in rural areas?
6. Do you have any suggestions for further improvement in this area? What changes would you suggest?

C. Outreach, Training, and Technical Assistance

TO INTERVIEWER: The table below will be populated prior to the interview with data from Attachment C of the 2017 EBT Survey for reference.

Activity

1. From your perspective, what were [GRANTEE'S] greatest challenges related to outreach, training and technical assistance efforts in 2018?
2. What were the most effective elements of [GRANTEE'S] outreach, training and technical assistance efforts, and why?
3. What aspects of [GRANTEE'S] outreach, training, and technical assistance efforts could be improved? What changes would you suggest?

D. Data Sets and Other Information

NOTE TO INTERVIEWER: The table below will be populated prior to the interview with data from Attachment E of the 2017 EBT Survey.

Data Set

Use in Summer EBT

1. From your perspective, what were [GRANTEE'S] greatest challenges related to obtaining and maintaining data and other information in 2018?
2. What were the most effective elements of [GRANTEE'S] to obtaining and maintaining data and other information, and why?
3. What aspects of [GRANTEE'S] data systems and use of data could be improved? What changes would you suggest?

E. Closing

1. Overall, what do you see as the biggest challenges grantees encountered while operating the 2018 Summer EBT program?
2. What are your thoughts about or suggestions for grantees if they were to operate this on a larger scale and on a continuous basis?

[Probe:]

- New systems
 - Staffing
 - Partners
 - Other resources
3. Is there anything else you think is important for us to know about grantees' Summer EBT programs?

Thank you for your time and helpful feedback.

Grantee Interview Discussion Guide

Introduction

My name is [name], and I'm a researcher at Abt Associates. My colleague, [name] is also present to take notes throughout the interview.

As you may know, we are conducting a study of the 2015-2018 Summer Electronic Benefits Transfer (SEBT) for Children Program for the Food and Nutrition Service (FNS) of the U.S. Department of Agriculture. My colleagues and I are contacting nine grantees by telephone and collecting information to learn about the processes, partnerships, resources, costs, challenges, successes and lessons learned while implementing and administering the 2015-2018 SEBT projects. We have reviewed your survey responses for [as applicable, 2015 – 2018] and would like to get additional detail on several topics. *We are particularly interested in changes you made between the 2017 and 2018 program years.*

When we complete the interview, we will summarize your responses with those provided by the other eight grantees in a final report for FNS. We will not use names in the report or identify individual respondents. However, please note, due to the small number of respondents in the study, FNS may be able to determine the grantee by virtue of the specific information you provide.

We expect our conversation will take 60-90 minutes.

With your permission, we would like to record the conversation to ensure our notes accurately reflect your responses. Do I have your permission to record our conversation?

- Yes
- No

Do you have any questions for me about the project in general or what we will be discussing today?

Background on Respondent

1. Please provide your name and job title
2. What is your position? What are your day-to-day responsibilities?
3. How long have you worked in your current position or in your current division of [organization]?
4. What are your specific duties related to the SEBT grant?

A. Project Organization and Partnerships

Staffing Structure

1. In 2018, which staff within your organization worked on the project?
[Probe:]
 - What roles did key staff members play?
 - What roles did support staff play?
 - Who lead or coordinated cross agency work, if applicable?
2. Did the staffing structure change from the structure in 2017? How and why?
3. Was there turnover among staff working on the project between 2017 and 2018?
[If so, probe:]
 - In what positions and for what reasons?

- What were the effects of this turnover?
4. What were the challenges related to the staffing structure in 2018?
 5. What worked well with the staffing structure in 2018?
 6. Is there anything you would do differently with the staffing structure? Please describe.

Organizational Structure and Partners

NOTE TO INTERVIEWER: The table below will be populated prior to the interview with data from Attachment D of the 2017 EBT Survey. We are most interested in changes made between 2017 and 2018.

Name of Partner

Responsibilities

1. Based on my review of your 2017 survey, I understand [list organizations] were involved in your program. Did you add any partners in 2018?
[Probe:]
 - If yes, what was their role?
 - What are responsibilities of each organization?
 - How were they selected?
 - Did you have working relationships with these organizations before this project? If so, describe. In what ways was this useful for the project?
2. Did any planned partnerships fail to materialize or drop out of the demonstration in 2018?
[Probe:]
 - Which ones?
 - Why?
3. Were there any other changes in organizational structure or partner roles?
[Probe:]
 - If yes, please describe.
 - What was the impetus for these changes?
4. What were the main advantages or successes due to these changes in your organizational structure and coordinating these partners?
5. What were the main challenges due to the changes in your organizational structure and coordinating these partners?

Communication between Grantees and Key Partners

1. What type of communication was there between grantee staff and key partners?
[Probe:]
 - Who is participating in this communication?
 - Discuss the various types of/reasons for communication?
2. Were there any changes in communication between 2017 and 2018?
3. What forms of communication and collaboration were most helpful? In what ways?
4. Were there any challenges to maintaining communication with key partner agencies or organizations? In what ways and for what areas could communications be improved?

Successes and Challenges of Partnerships

1. What were the most effective elements of your partnerships, and why?
2. What aspects of your partnerships could be improved? What changes would you make?
3. What have you learned about establishing and maintaining these collaborations?
4. From which partners would you have liked more involvement?

B. Identifying Potential Households, Confirming Eligibility, and Issuing Benefit Cards

1. Based on my review of your 2017 survey, I understand [list activities] were the key activities related to identifying potential households, confirming eligibility, and issuing benefits. Did any steps change in 2018? Please describe.

NOTE TO INTERVIEWER: The table below will be populated prior to the interview with data from Attachment B of the 2017 EBT Survey. We are most interested in changes made between 2017 and 2018.

Activity

[Probe:]

- Changes in systems
 - Changes in processes
2. What successes do you attribute to these changes?
 3. What were the greatest challenges associated with these changes?
 4. Thinking about identifying potential households, confirming eligibility, and issuing benefits, are there places where you feel resources were particularly well used in 2018?
 5. Given the chance to do this over again, what would you do differently?

Errors

1. What were the most common errors you identified in 2018?
 [Probe:]
 - How did this vary from previous years?
 - How did you identify these errors? What internal processes did you have in place to flag errors?
 - What did you do once you identified these errors?
2. Thinking back over the 2018 program, are there particular areas of risk that you feel could result in benefit issuance errors (i.e., food benefits delivered to and/or redeemed by ineligible individuals, or food benefits not delivered to eligible individuals)?
3. Are there particular steps or processes you put in place to prevent or detect benefit issuance errors between 2017 and 2018? Please describe.
4. Are there additional steps or processes you would like to put in place going forward?
5. Thinking about identifying errors, are there places where you feel resources were particularly well used in 2018?
6. Given the chance to do this over again, what would you do differently?
7. What recommendations do you have for other grantees about systems or processes improvements to prevent errors?

Service Areas

1. Did you identify or prioritize any new service areas in 2018?
 [Probe:]
 - Were any rural areas?
 - How did you identify or them?
 - Did you prioritize them in any way? Please describe.
2. Did you encounter any challenges around identifying potential households, confirming eligibility, and issuing benefits that were unique to rural areas?
 [Probe:]
 - Please describe.
 - How did you address these challenges?
 - Is there anything you would do differently in the future to address these challenges?

C. Outreach, Training and Technical Assistance

1. Based on my review of your 2017 survey, I understand [list activities] were the key activities related to outreach, training, and technical assistance. Did any activities change in 2018? Please describe

TO INTERVIEWER: The table below will be populated prior to the interview with data from Attachment C of the 2017 EBT Survey. We are most interested in changes made between 2017 and 2018.

Activity

2. What successes to you attribute to these changes?
3. What were the greatest challenges associated with these changes?
4. What would you do differently related to outreach, training, and technical assistance?
5. Did you encounter any challenges around outreach, training, and technical assistance that were unique to rural areas?
[Probe:]
 - Please describe.
 - How did you address these challenges?
 - Is there anything you would do differently in the future to address these challenges?
6. Thinking about your outreach, training, and technical assistance, are there places where you feel resources were particularly well used in 2018?
7. Given the chance to do this over again, how would you use these resources for outreach, training, and technical assistance differently?

D. Data Sets and Other Information

NOTE TO INTERVIEWER: The table below will be populated prior to the interview with data from Attachment E of the 2017 EBT Survey. We are most interested in changes made between 2017 and 2018.

Data Set	Use in Summer EBT
1. Did you make any changes to the systems or data sets you use to administer the Summer EBT program between 2017 and 2018?	
[Probe:]	
<ul style="list-style-type: none"> - Please describe. - Why did you make these changes? - What were the biggest successes related to these changes? - What were the biggest challenges related to these changes? 	
2. What were the greatest successes related to obtaining and maintain data and other information?	
3. What were the greatest challenges related to obtaining and maintaining data and other information?	
4. Thinking about your information technology and data, are there places where you feel resources were particularly well used in 2018?	
5. If you had the chance to do this over again, how would you use resources for information technology and data differently?	

E. Closing

1. Are you aware of any differences in community access to other types of nutrition assistance for children (e.g., other federal programs such as the Child and Adult Care Food Program (CACFP), Summer Food Service Program (SFSP); State or local programs, food pantries, food banks, etc.)? Does it vary by urban and rural service areas?
2. Do you know if Summer EBT households are using “bonus bucks” (or similar) programs (i.e., incentives provided by sponsors to increase fresh fruit and vegetable purchases)?

[Probe:]

- Did this vary by location (e.g., urban vs. rural, tribal locations)?

3. Did retailers become WIC- or SNAP-authorized or change their inventories or other practices in response to the Summer EBT Program?

[Probe:]

- Did this vary by location (e.g., urban vs. rural, tribal locations)?

4. Are there any additional challenges you encountered while operating your 2018 Summer EBT program? If yes, how did you address them?

5. What would you do differently if you were to operate this on a larger scale and on an on-going basis?

[Probe:]

- New systems
- Staffing
- Partners
- Other resources

6. Is there anything else you think is important for FNS to know about your Summer EBT program?

Thank you for your time and helpful feedback. The information you shared is valuable to our team and to FNS.

Appendix D: Cost Data Form

All of the analyses on project administration costs presented in Chapter 5 of this report are based on cost data that was collected using the enclosed cost data form. In Summer 2019, the study team contacted the appointed representative for each selected grantee State/ITO and held a conference call to review the nature of the cost data required. Except for Tennessee and Texas (which only operated in 2018), the study team requested all four years (2015-2018) of cost data at one time. The study team also provided follow-up assistance through emails and phone calls when grantees had clarifying questions about what to include in each cost category, including start-up versus ongoing costs, direct versus indirect costs, and costs against grant versus non-grant funds. The cost data collection form and instructions that the study team provided to the grantees are included in this appendix for reference.



Summer EBT for Children (Expansion) Evaluation Cost Data Form Instructions

A component of the Summer Electronic Benefit Transfer for Children (Summer EBT) Expansion Evaluation is a study of the costs of implementing and administering the Summer EBT program. For this analysis, we need information from your quarterly reports to FNS that pulled together data on labor costs, other direct costs (e.g., travel, supplies, materials), subcontractor costs, and indirect costs charged to the grant, for reporting to FNS. We ask that you provide us with details of costs in all of these areas, including both those charged to the grant and those provided from other sources (grant and non-grant costs). We are requesting data for the most recent year. See Tabs 1 to 4 in the accompanying Excel workbook (on the thumb drive) for sample evaluation reporting formats; we recommend compiling this information from the reports prepared for reporting to FNS each year. ***Please remove staff names from all cost data reporting.***

There are four table shells (one on each tab of the Excel workbook). The tables are set up as spreadsheets with embedded formulas to make the calculations easier. Areas marked in yellow or red are for entering information, other cells will be calculated automatically.

In the “Grant Funds” columns, please report details for the expenditures funded by the Summer EBT grants as reported to FNS. In the “Non-grant funds” columns, please report details for expenditures of funds other than Summer EBT grants, such as state or local funds. Please note whether and where in-kind support was provided.

We seek to differentiate start-up costs from ongoing costs. The cost data form has separate columns for start-up and ongoing costs. **Start-up costs** include large one-time purchases and expenses that are necessary to build a new SEBTC program (only new grantees will have start-up costs). For instance, these include costs associated with establishing new data systems to process SEBTC benefits. **Ongoing costs** include all costs associated with the day-to-day program activities. Some examples include monthly database hosting fees, labor costs for technical assistance staff, and travel costs.

The specific type of costs included in each category (labor, contractual, other direct costs, or indirect costs) may vary across categories. For example, contractual costs may include development and testing costs, which are costs specific to EBT contractors and not relevant to other labor costs categories. Indirect costs should be provided if used in your accounting system; it helps if the cost allocation rate is indicated.

Again, please remove staff names from cost data reporting.

If you have any questions, please contact:

Correne Saunders
Abt Associates
Correne_saunders@abtassoc.com
301-347-5657

Table 1: Sample Format for Grantee Expenditure Reports

Dates Covered: (Insert)

Type of Costs	Grant Funds		Non-Grant Funds		Total
	Start-Up	Ongoing	Start-Up	Ongoing	
Labor *					
Staff Title I					\$0
Staff Title II					\$0
Etc.					\$0
Total	\$0	\$0	\$0	\$0	\$0
Fringe Benefits					\$0
Other Direct Costs**					\$0
Contractual					
EBT Contractor					\$0
Other Private Contractor(s)					\$0
Other State Agency					\$0
SFA(s)					\$0
Community Partner(s)					\$0
Total Direct Costs	\$0	\$0	\$0	\$0	\$0
Indirect Costs					\$0
Total	\$0	\$0	\$0	\$0	\$0

Note: Table 1 could also be used as a model for other State Agencies involved in the grant.

* If possible, please provide the more detailed labor information outlined in Table 3.

**Other direct costs include items such as travel, printing, postage, and shipping. Itemization of these costs is not needed, but they can be reported separately if that is easier.

Table 2: Sample Format for Subgrantee Expenditure Reports

Dates Covered: (Insert)

Type of Costs	Grant Funds		Non-Grant Funds		Total
	Start-Up	Ongoing	Start-Up	Ongoing	
Labor *					
Staff Title I					\$0
Staff Title II					\$0
Etc.					\$0
Total	\$0	\$0	\$0	\$0	\$0
Fringe Benefits					\$0
Travel					\$0
Other Direct Costs**					\$0
Subcontracts					\$0
Total Direct Costs	\$0	\$0	\$0	\$0	\$0
Indirect Costs					\$0
Total	\$0	\$0	\$0	\$0	\$0

* If possible, please provide the more detailed labor information outlined in Table 3.

**Other direct costs include items such as printing, postage, and shipping

Table 3: Sample Format for Detailed Labor Schedule

Dates Covered: (Insert)

Type of Costs	Grant Funds		Non-Grant Funds		Total
	Start-Up	Ongoing	Start-Up	Ongoing	
Labor *					
Staff Title I					
Hours					
Hourly Rate					
Total Cost	\$0	\$0	\$0	\$0	\$0
Staff Title II					
Hours					
Hourly Rate					
Total Cost	\$0	\$0	\$0	\$0	\$0
Etc.					
Total Labor	\$0	\$0	\$0	\$0	\$0

*Please include a line for volunteer labor and number of hours, if applicable. Also, indicate if any staff is temporary or if overtime labor is being used.

Please include support staff such as clerical workers, as well as managers and professional staff.

Note: Instead of providing hours and an hourly rate, feel free to use annual salary and percentage of time over the grant year, if that is easier.

Table 4: Sample Format for Tracking SFA Labor

Dates Covered: (Insert)

Title	District	Hourly Rate (\$)	SEBTC hours ¹	Total SEBTC labor Costs (C*D) ²	Hourly Fringe Rate (%)	Total Fringe Costs (F*E) ²	Total Costs (E+G) ²
SFA Director	XYZ District	\$30.00	20	\$600.00	20.00%	\$120.00	\$720.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
				\$0.00		\$0.00	\$0.00
TOTAL COSTS				\$600.00		\$0.00	\$600.00

FOOTNOTES:

¹ Total hours, estimated or actual, spent on the Summer EBT project.

² Formulas to calculate the costs. Formulas are built into the cells of the spreadsheet.

Appendix E: Administrative Costs

This appendix lists the underlying data with specific costs in dollars. This information came from the completed cost data collection forms submitted by grantees for the evaluation.

Exhibit E-1. Administrative Costs By Grantee and Year, 2015-2018

	2015	2016	2017	2018	Total
Cherokee Nation	\$226,912	\$282,875	\$264,277	\$306,962	\$1,081,026
Chickasaw Nation	\$323,262	\$437,281	\$575,975	\$589,979	\$1,926,497
Connecticut	\$296,177	\$272,063	\$314,107	\$352,223	\$1,234,571
Michigan	\$245,623	\$588,185	\$633,755	\$971,903	\$2,439,467
Missouri	\$261,711	\$394,407	\$403,815	\$364,919	\$1,424,851
Nevada	\$140,231	\$212,435	\$198,230	\$228,865	\$779,760
Oregon	\$212,515	\$458,222	\$349,688	\$526,132	\$1,546,558
Tennessee	–	–	–	\$222,395	\$222,395
Texas	–	–	–	\$631,317	\$631,317
Total	\$1,706,432	\$2,645,469	\$2,739,847	\$4,194,696	\$11,286,443

Source: Cost data forms submitted by each grantee for 2015-2018.

Exhibit E-2. Number of Households and Children Issued Benefits and Participating (Redeemed Once)

Grantee and year	2015	2016	2017	2018
Cherokee Nation				
Number of households issued benefits	10,818	13,193	9,440	18,500
Number of households participating	10,818	8,306	7,618	10,466
Number of children issued benefits	17,650	21,240	15,589	24,945
Number of children participating	17,650	14,645	12,953	14,819
Chickasaw Nation				
Number of households issued benefits	5,627	10,489	12,424	14,181
Number of households participating	5,101	9,551	11,698	13,612
Number of children issued benefits	12,190	22,324	26,201	30,118
Number of children participating	12,190	20,731	24,988	29,176
Connecticut				
Number of households issued benefits	2,571	2,301	2,072	4,560
Number of households participating	2,587	2,301	1,885	3,248
Number of children issued benefits	5,007	4,579	4,173	7,647
Number of children participating	5,007	4,301	3,895	5,541
Michigan				
Number of households issued benefits	26,744	75,959	83,753	104,438
Number of households participating	18,998	48,818	50,721	80,303
Number of children issued benefits	41,603	108,406	127,212	211,600
Number of children participating	31,424	73,942	80,781	127,494
Missouri				
Number of households issued benefits	9,416	12,116	11,024	13,799
Number of households participating	†	11,492	10,478	12,853
Number of children issued benefits	12,703	16,983	19,799	23,524
Number of children participating	†	16,110	19,022	22,202
Nevada				
Number of households issued benefits	6,496	11,885	13,156	16,236
Number of households participating	3,920	7,413	7,340	5,307
Number of children issued benefits	12,795	19,996	22,889	27,179
Number of children participating	8,130	14,161	13,982	10,065
Oregon				
Number of households issued benefits	24,966	36,803	37,404	45,105
Number of households participating	24,966	36,803	34,296	37,366
Number of children issued benefits	44,156	62,186	63,587	71,622
Number of children participating	44,156	62,186	58,033	67,259
Tennessee				
Number of households issued benefits	N/A	N/A	N/A	8,918
Number of households participating	N/A	N/A	N/A	6,193
Number of children issued benefits	N/A	N/A	N/A	12,843
Number of children participating	N/A	N/A	N/A	9,178

Grantee and year	2015	2016	2017	2018
Texas				
Number of households issued benefits	N/A	N/A	N/A	3,622
Number of households participating	N/A	N/A	N/A	2,176
Number of children issued benefits	N/A	N/A	N/A	5,412
Number of children participating	N/A	N/A	N/A	3,465

Source: 2015-2018 CNP Surveys.

†Number of households and children participating was not available for 2015.

Exhibit E-3. Mean Administrative Costs per Household Issued Benefits, by Grantee 2015-2018

	2015	2016	2017	2018
Cherokee Nation	\$21	\$21	\$28	\$17
Chickasaw Nation	\$57	\$42	\$46	\$42
Connecticut	\$115	\$118	\$152	\$77
Michigan	\$9	\$8	\$8	\$7
Missouri	\$28	\$33	\$37	\$26
Nevada	\$22	\$18	\$15	\$14
Oregon	\$9	\$12	\$9	\$12
Tennessee				\$25
Texas				\$174

Source: Calculated by dividing the total administrative costs reported on cost data forms submitted by each grantee for 2015-2018, by the total number of households issued benefits as reported on the 2015-2018 CNP Surveys.

Exhibit E-4. Administrative Costs by Type, Grantee, and Year (2015-2018)

	Labor + Fringe		Direct Costs: Contractual EBT		Direct Costs: Contractual non-EBT		Direct Costs: Other Direct Costs		Indirect Costs		Total	
Cherokee Nation												
2015	\$98,766	44%	\$80,250	35%	\$0	0%	\$30,043	13%	\$17,853	8%	\$226,912	100%
2016	\$101,484	36%	\$119,530	42%	\$0	0%	\$44,683	16%	\$17,178	6%	\$282,875	100%
2017	\$140,082	53%	\$59,634	23%	\$0	0%	\$41,183	16%	\$23,377	9%	\$264,277	100%
2018	\$133,351	43%	\$112,853	37%	\$0	0%	\$36,769	12%	\$23,989	8%	\$306,962	100%
Total	\$473,683	44%	\$372,267	34%	\$0	0%	\$152,679	14%	\$82,397	8%	\$1,081,026	100%
Chickasaw Nation												
2015	\$162,650	50%	\$13,456	4%	\$76,243	24%	\$29,006	9%	\$41,907	13%	\$323,262	100%
2016	\$218,864	50%	\$0	0%	\$108,804	25%	\$51,885	12%	\$57,728	13%	\$437,281	100%
2017	\$310,632	54%	\$13,450	2%	\$106,069	18%	\$68,840	12%	\$76,984	13%	\$575,975	100%
2018	\$395,904	67%	\$17,056	3%	\$59,865	10%	\$32,439	5%	\$84,715	14%	\$589,979	100%
Total	\$1,088,050	56%	\$43,962	2%	\$350,981	18%	\$182,170	9%	\$261,334	14%	\$1,926,497	100%
Connecticut												
2015	\$25,373	9%	\$150,273	51%	\$115,179	39%	\$1,672	1%	\$3,680	1%	\$296,177	100%
2016	\$72,471	27%	\$7,528	3%	\$178,553	66%	\$3,835	1%	\$9,677	4%	\$272,063	100%
2017	\$113,772	36%	\$7,286	2%	\$180,340	57%	\$3,525	1%	\$9,184	3%	\$314,107	100%
2018	\$128,871	37%	\$13,454	4%	\$184,834	52%	\$4,705	1%	\$20,359	6%	\$352,223	100%
Total	\$340,487	28%	\$178,540	14%	\$658,906	53%	\$13,737	1%	\$42,900	3%	\$1,234,571	100%
Michigan												
2015	\$0	0%	\$110,189	45%	\$135,434	55%	\$0	0%	\$0	0%	\$245,623	100%
2016	\$0	0%	\$312,757	53%	\$275,428	47%	\$0	0%	\$0	0%	\$588,185	100%
2017	\$0	0%	\$345,062	54%	\$288,693	46%	\$0	0%	\$0	0%	\$633,755	100%
2018	\$22,010	2%	\$569,976	59%	\$370,673	38%	\$0	0%	\$9,244	1%	\$971,903	100%
Total	\$22,010	1%	\$1,337,985	55%	\$1,070,228	44%	\$0	0%	\$9,244	0%	\$2,439,467	100%

	Labor + Fringe		Direct Costs: Contractual EBT		Direct Costs: Contractual non-EBT		Direct Costs: Other Direct Costs		Indirect Costs		Total	
Missouri												
2015	\$49,042	19%	\$22,016	8%	\$188,744	72%	\$1,910	1%	\$0	0%	\$261,711	100%
2016	\$68,002	17%	\$43,569	11%	\$274,938	70%	\$7,897	2%	\$0	0%	\$394,407	100%
2017	\$90,949	23%	\$61,003	15%	\$211,199	52%	\$40,664	10%	\$0	0%	\$403,815	100%
2018	\$26,049	7%	\$54,855	15%	\$275,515	76%	\$8,500	2%	\$0	0%	\$364,919	100%
Total	\$234,042	16%	\$181,443	13%	\$950,395	67%	\$58,971	4%	\$0	0%	\$1,424,851	100%
Nevada												
2015	\$3,169	2%	\$57,337	41%	\$54,095	39%	\$17,254	12%	\$8,376	6%	\$140,231	100%
2016	\$43,698	21%	\$122,201	58%	\$8,492	4%	\$26,088	12%	\$11,956	6%	\$212,435	100%
2017	\$54,751	28%	\$107,062	54%	\$1,985	1%	\$22,849	12%	\$11,583	6%	\$198,230	100%
2018	\$66,146	29%	\$106,362	46%	\$11,587	5%	\$30,703	13%	\$14,067	6%	\$228,865	100%
Total	\$167,763	22%	\$392,962	50%	\$76,159	10%	\$96,894	12%	\$45,982	6%	\$779,760	100%
Oregon												
2015	\$127,577	60%	\$51,329	24%	\$0	0%	\$11,071	5%	\$22,538	11%	\$212,515	100%
2016	\$165,690	36%	\$111,130	24%	\$0	0%	\$13,212	3%	\$168,190	37%	\$458,222	100%
2017	\$197,808	57%	\$82,243	24%	\$0	0%	\$15,581	4%	\$54,056	15%	\$349,688	100%
2018	\$223,354	42%	\$48,097	9%	\$0	0%	\$42,410	8%	\$212,271	40%	\$526,132	100%
Total	\$714,430	46%	\$292,799	19%	\$0	0%	\$82,274	5%	\$457,055	30%	\$1,546,558	100%
Tennessee												
2018 (only)	\$25,851	12%	\$185,529	83%	\$0	0%	\$2,089	1%	\$8,927	4%	\$222,395	100%
Texas												
2018 (only)	\$84,510	13%	\$416,806	66%	\$110,561	18%	\$13,782	2%	\$5,659	1%	\$631,317	100%

Source: Cost data forms submitted for the Summer EBT Evaluation

Exhibit E-5. Total Costs (Administrative Plus Benefits)

	Total Administrative Costs		Total Benefits Redeemed		Total Cost (\$)
	\$	% of Total	\$	% of Total	
Cherokee Nation	\$1,081,026	24%	\$3,377,612	76%	\$4,458,638
Chickasaw Nation	\$1,926,497	24%	\$6,169,234	76%	\$8,095,731
Connecticut	\$1,234,571	39%	\$1,941,966	61%	\$3,176,537
Michigan	\$2,439,467	10%	\$20,968,522	90%	\$23,407,989
Missouri	\$1,424,851	19%	\$6,038,400	81%	\$7,463,251
Nevada	\$779,760	22%	\$2,789,904	78%	\$3,569,664
Oregon	\$1,546,558	8%	\$17,036,046	92%	\$18,582,604
Tennessee	\$222,395	23%	\$738,030	77%	\$960,425
Texas	\$631,317	70%	\$275,280	30%	\$906,597
Total	\$11,286,443	16%	\$59,334,994	84%	\$70,621,437

Source: Administrative costs reported on cost data forms submitted by each grantee for 2015-2018. Benefit redemptions were included in Household and Transaction records provided by Grantees.

Exhibit E-6. Total Costs (Administrative Plus Benefits) per Child and Per Household

	Total Cost (\$)	Children Issued Benefits		Households Issued Benefits	
		Number of Children	Average Cost per Child (\$)	Number of Households	Average Cost Per Household (\$)
Cherokee Nation	\$4,458,638	79,424	\$56	51,951	\$86
Chickasaw Nation	\$8,095,731	90,833	\$89	42,721	\$190
Connecticut	\$3,176,537	21,406	\$148	11,504	\$276
Michigan	\$23,407,989	488,821	\$48	326,894	\$72
Missouri	\$7,463,251	73,009	\$102	46,355	\$161
Nevada	\$3,569,664	82,859	\$43	47,773	\$75
Oregon	\$18,582,604	241,551	\$77	144,278	\$129
Tennessee	\$960,425	12,843	\$75	8,918	\$108
Texas	\$906,597	5,412	\$168	3,622	\$250
Total	\$70,621,437	1,096,158	\$64	684,016	\$103

Source: Administrative costs reported on cost data forms submitted by each grantee for 2015-2018. Benefit redemptions were included in Household and Transaction records provided by Grantees. The number of households and children issued benefits were reported in 2015-2018 CNP Surveys. In 2018, Texas did not include households in their expansion project in their CNP Survey counts. According to Benefit redemptions, Texas issued benefits to 8,643 children and 5,812 households in 2018. Using these figures, the average total (administrative plus benefits) cost per child is \$105 and the average cost per household is \$156.

Appendix F: Benefit Use Analysis by Grantee

This appendix includes overall benefit use (similar to what was presented in Exhibit 1) by year and by grantee, for reference.

Benefit Use in Cherokee Nation

Exhibit F-1. Overall Benefit Use by Year, 2015-2018 (Cherokee Nation)

	2015	2016	2017	2018	Total
Number issued benefits					
Households	9,774	11,750	8,448	17,389	47,361
Children	15,896	18,213	13,798	23,369	71,276
Participation rates (i.e., percent redeeming benefits)					
Among households issued benefits	55.7%	63.0%	84.7%	62.4%	65.2%
Among children issued benefits	59.1%	66.0%	86.7%	64.9%	68.1%
Redemption rates (i.e., mean percent of dollars redeemed)					
Among all households issued benefits	35.1%	39.0%	50.8%	40.2%	40.7%
Among participating households (i.e., redeeming benefits at least once)	63.0%	61.9%	59.9%	64.4%	62.5%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)					
Among all households issued benefits	0.0%	0.0%	0.0%	0.6%	0.2%
Among participating households (i.e., redeeming benefits at least once)	0.0%	0.0%	0.0%	1.0%	0.4%
Mean dollars redeemed					
Per household issued benefits	\$79.25	\$76.09	\$104.57	\$47.47	\$71.32
Per child issued benefits	\$44.73	\$46.01	\$61.81	\$32.89	\$43.75

Source: Household and Transaction records provided by Grantees.

Exhibit F-2. Availability of Retailers, 2015-2018 (Cherokee Nation)

	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	6.66	6.32	6.48	6.66
Supermarkets	5.87	5.56	5.59	5.73
Grocery	1.07	1.07	1.05	1.05
Convenience	1.81	1.84	1.89	1.90
Other retailer type	N/A	N/A	N/A	N/A
Missing retailer type	1.00	1.00	1.00	1.00
Mean distance to nearest available retailer (miles)	5.19	5.32	5.38	5.29
Mean distance to nearest used retailer (miles)	6.46	6.75	6.75	6.98

Source: Household and Transaction records provided by Grantees.

Benefit Use in Chickasaw Nation

Exhibit F-3. Overall Benefit Use by Year, 2015-2018 (Chickasaw Nation)

	2015	2016	2017	2018	Total
Number issued benefits					
Households	5,606	10,587	12,256	13,384	41,833
Children	12,146	22,405	25,796	28,520	88,867
Participation rates (i.e., percent redeeming benefits)					
Among households issued benefits	90.6%	89.5%	94.1%	96.4%	93.2%
Among children issued benefits	92.0%	91.4%	95.3%	97.1%	94.5%
Redemption rates (i.e., mean percent of dollars redeemed)					
Among all households issued benefits	63.1%	61.1%	66.1%	81.2%	69.2%
Among participating households (i.e., redeeming benefits at least once)	69.6%	68.3%	70.2%	84.2%	74.3%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)					
Among all households issued benefits	1.1%	1.1%	1.3%	11.5%	4.5%
Among participating households (i.e., redeeming benefits at least once)	1.2%	1.2%	1.4%	11.9%	4.8%
Mean dollars redeemed					
Per household issued benefits	\$167.24	\$130.42	\$134.40	\$164.65	\$147.47
Per child issued benefits	\$73.32	\$58.01	\$61.90	\$76.12	\$66.99

Source: Household and Transaction records provided by Grantees.

Exhibit F-4. Availability of Retailers, 2015-2018 (Chickasaw Nation)

	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	6.32	5.23	4.80	4.45
Supermarkets	4.74	4.24	3.89	3.65
Grocery	1.87	1.77	1.73	1.66
Convenience	2.00	1.00	1.00	1.00
Other retailer type	N/A	N/A	N/A	N/A
Missing retailer type	1.02	1.01	1.03	1.02
Mean distance to nearest available retailer (miles)	5.18	5.65	6.00	6.48
Mean distance to nearest used retailer (miles)	5.78	6.68	6.42	6.76

Source: Household and Transaction records provided by Grantees.

Benefit Use in Connecticut

Exhibit F-5. Overall Benefit Use by Year, 2015-2018 (Connecticut)

	2015	2016	2017	2018	Total
Number issued benefits					
Households	2,475	2,236	2,020	4,507	11,238
Children	4,812	4,424	4,061	7,543	20,839
Participation rates (i.e., percent redeeming benefits)					
Among households issued benefits	89.2%	94.7%	92.4%	76.5%	85.8%
Among children issued benefits	90.7%	95.7%	93.7%	79.7%	88.4%
Redemption rates (i.e., mean percent of dollars redeemed)					
Among all households issued benefits	87.4%	92.4%	89.5%	72.9%	83.0%
Among participating households (i.e., redeeming benefits at least once)	98.1%	97.6%	96.9%	95.3%	96.7%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)					
Among all households issued benefits	50.9%	50.5%	50.4%	42.9%	47.5%
Among participating households (i.e., redeeming benefits at least once)	57.0%	53.3%	54.6%	56.0%	55.4%
Mean dollars redeemed					
Per household issued benefits	\$235.83	\$304.27	\$164.82	\$76.55	\$172.80
Per child issued benefits	\$118.93	\$151.59	\$80.53	\$43.72	\$88.36

Source: Household and Transaction records provided by Grantees.

Exhibit F-6. Availability of Retailers, 2015-2018 (Connecticut)

	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	949.22	939.73	959.51	712.85
Supermarkets	104.56	103.56	106.02	75.08
Grocery	110.63	108.65	111.29	80.05
Convenience	682.02	676.15	690.16	513.32
Other retailer type	18.20	17.86	18.14	14.53
Missing retailer type	7.97	7.77	7.89	5.30
Mean distance to nearest available retailer (miles)	0.59	0.57	0.56	1.03
Mean distance to nearest used retailer (miles)	2.12	1.91	2.03	3.78

Source: Household and Transaction records provided by Grantees.

Benefit Use in Michigan

Exhibit F-7. Overall Benefit Use by Year, 2015-2018 (Michigan)

	2015	2016	2017	2018	Total
Number issued benefits					
Households	27,545	75,363	83,334	140,157	326,399
Children	40,402	106,785	126,388	210,949	484,524
Participation rates (i.e., percent redeeming benefits)					
Among households issued benefits	71.4%	64.0%	60.4%	57.1%	60.7%
Among children issued benefits	75.5%	67.8%	63.4%	60.1%	64.0%
Redemption rates (i.e., mean percent of dollars redeemed)					
Among all households issued benefits	46.6%	47.4%	43.7%	40.2%	43.3%
Among participating households (i.e., redeeming benefits at least once)	65.3%	74.1%	72.4%	70.4%	71.3%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)					
Among all households issued benefits	1.7%	7.1%	5.8%	4.7%	5.3%
Among participating households (i.e., redeeming benefits at least once)	2.3%	11.1%	9.5%	8.3%	8.7%
Mean dollars redeemed					
Per household issued benefits	\$93.20	\$70.21	\$61.60	\$56.91	\$64.24
Per child issued benefits	\$56.83	\$44.98	\$37.75	\$35.16	\$39.92

Source: Household and Transaction records provided by Grantees.

Exhibit F-8. Availability of Retailers, 2015-2018 (Michigan)

	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	421.05	369.57	368.47	278.01
Supermarkets	138.12	124.95	124.15	94.86
Grocery	49.10	40.95	41.06	33.19
Convenience	231.89	198.43	198.64	156.36
Other retailer type	2.60	2.57	2.75	2.70
Missing retailer type	9.04	7.41	7.49	7.15
Mean distance to nearest available retailer (miles)	1.28	1.15	1.25	1.78
Mean distance to nearest used retailer (miles)	3.14	2.83	2.91	3.53

Source: Household and Transaction records provided by Grantees.

Benefit Use in Missouri

Exhibit F-9. Overall Benefit Use by Year, 2015-2018 (Missouri)

	2015	2016	2017	2018	Total
Number issued benefits					
Households	8,700	9,417	10,943	12,796	41,856
Children	12,563	16,808	19,597	22,125	71,093
Participation rates (i.e., percent redeeming benefits)					
Among households issued benefits	94.9%	94.2%	95.1%	92.9%	94.2%
Among children issued benefits	95.1%	95.6%	96.1%	94.2%	95.2%
Redemption rates (i.e., mean percent of dollars redeemed)					
Among all households issued benefits	93.7%	93.4%	94.1%	92.0%	93.2%
Among participating households (i.e., redeeming benefits at least once)	98.7%	99.1%	99.0%	99.0%	99.0%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)					
Among all households issued benefits	81.8%	80.5%	81.8%	80.3%	81.0%
Among participating households (i.e., redeeming benefits at least once)	86.2%	85.4%	86.1%	86.4%	86.0%
Mean dollars redeemed					
Per household issued benefits	\$122.16	\$152.36	\$153.57	\$145.38	\$144.27
Per child issued benefits	\$84.29	\$84.02	\$84.67	\$82.82	\$83.88

Source: Household and Transaction records provided by Grantees.

Exhibit F-10. Availability of Retailers, 2015-2018 (Missouri)

	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	1,584.40	1,528.07	1,327.90	1,266.26
Supermarkets	232.49	224.63	193.08	184.35
Grocery	133.28	127.77	118.97	112.55
Convenience	1,117.71	1,077.94	934.33	891.28
Other retailer type	58.29	57.04	47.25	45.28
Missing retailer type	1.00	1.00	1.00	1.00
Mean distance to nearest available retailer (miles)	0.40	0.48	0.86	0.85
Mean distance to nearest used retailer (miles)	1.82	1.91	2.42	2.56

Source: Household and Transaction records provided by Grantees. There were no retailers within 25 miles of households that were classified as "Other".

Benefit Use in Nevada

Exhibit F-11. Overall Benefit Use by Year, 2015-2018 (Nevada)

	2015	2016	2017	2018	Total
Number issued benefits					
Households	5,994	11,450	13,066	15,205	45,715
Children	11,818	19,166	22,663	25,443	79,090
Participation rates (i.e., percent redeeming benefits)					
Among households issued benefits	63.3%	63.4%	55.6%	31.3%	50.5%
Among children issued benefits	66.1%	67.6%	60.8%	35.3%	55.1%
Redemption rates (i.e., mean percent of dollars redeemed)					
Among all households issued benefits	36.5%	38.7%	32.2%	22.3%	31.1%
Among participating households (i.e., redeeming benefits at least once)	57.6%	60.9%	57.9%	71.3%	61.6%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)					
Among all households issued benefits	0.0%	0.8%	0.1%	0.2%	0.3%
Among participating households (i.e., redeeming benefits at least once)	0.0%	1.3%	0.1%	0.5%	0.5%
Mean dollars redeemed					
Per household issued benefits	\$105.99	\$75.42	\$54.18	\$38.35	\$61.03
Per child issued benefits	\$50.63	\$39.96	\$27.48	\$19.87	\$31.11

Source: Household and Transaction records provided by Grantees.

Exhibit F-12. Availability of Retailers, 2015-2018 (Nevada)

	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	11.97	9.32	8.93	13.08
Supermarkets	12.27	9.10	8.67	12.88
Grocery	1.09	1.02	1.02	1.03
Convenience	1.00	1.02	1.00	1.03
Other retailer type	N/A	8.00	N/A	4.00
Missing retailer type	1.00	1.00	1.00	1.00
Mean distance to nearest available retailer (miles)	3.57	3.65	3.58	3.30
Mean distance to nearest used retailer (miles)	4.13	4.41	4.36	3.93

Source: Household and Transaction records provided by Grantees.

Benefit Use in Oregon

Exhibit F-13. Overall Benefit Use by Year, 2015-2018 (Oregon)

	2015	2016	2017	2018	Total
Number issued benefits					
Households	23,175	31,762	36,127	41,444	132,508
Children	40,673	55,023	62,067	70,362	228,125
Participation rates (i.e., percent redeeming benefits)					
Among households issued benefits	85.6%	82.0%	81.1%	82.2%	82.4%
Among children issued benefits	88.0%	84.1%	83.8%	84.5%	84.8%
Redemption rates (i.e., mean percent of dollars redeemed)					
Among all households issued benefits	82.8%	79.4%	78.0%	79.4%	79.6%
Among participating households (i.e., redeeming benefits at least once)	96.7%	96.9%	96.1%	96.7%	96.6%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)					
Among all households issued benefits	68.6%	65.6%	62.9%	63.2%	64.6%
Among participating households (i.e., redeeming benefits at least once)	80.0%	80.0%	77.5%	76.9%	78.4%
Mean dollars redeemed					
Per household issued benefits	\$151.29	\$126.70	\$119.50	\$125.19	\$128.57
Per child issued benefits	\$83.29	\$70.84	\$67.06	\$71.48	\$72.19

Source: Household and Transaction records provided by Grantees.

Exhibit F-14. Availability of Retailers, 2015-2018 (Oregon)

	2015	2016	2017	2018
Number of available retailers within 25 miles				
Overall	288.23	203.89	196.69	169.38
Supermarkets	40.41	27.75	27.23	22.92
Grocery	28.03	19.32	18.77	15.52
Convenience	186.59	134.38	129.01	111.20
Other retailer type	23.03	14.93	14.11	12.92
Missing retailer type	1.17	1.14	1.45	1.38
Mean distance to nearest available retailer (miles)	1.03	1.07	1.14	1.16
Mean distance to nearest used retailer (miles)	2.78	2.92	3.14	3.27

Source: Household and Transaction records provided by Grantees.

Benefit Use in Tennessee

Exhibit F-15. Overall Benefit Use by Year, 2018 (Tennessee)

	2018	Total
Number issued benefits		
Households	8,918	8,918
Children	13,008	13,008
Participation rates (i.e., percent redeeming benefits)		
Among households issued benefits	69.1%	69.1%
Among children issued benefits	71.5%	71.5%
Redemption rates (i.e., mean percent of dollars redeemed)		
Among all households issued benefits	64.6%	64.6%
Among participating households (i.e., redeeming benefits at least once)	93.5%	93.5%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)		
Among all households issued benefits	28.2%	28.2%
Among participating households (i.e., redeeming benefits at least once)	40.8%	40.8%
Mean dollars redeemed		
Per household issued benefits	\$82.76	\$82.76
Per child issued benefits	\$55.18	\$55.18

Source: Household and Transaction records provided by Grantees.

Exhibit F-16. Availability of Retailers, 2015-2018 (Tennessee)

	2018
Number of available retailers within 25 miles	
Overall	179.37
Supermarkets	18.84
Grocery	9.21
Convenience	139.20
Other retailer type	8.42
Missing retailer type	1.00
Mean distance to nearest available retailer (miles)	1.92
Mean distance to nearest used retailer (miles)	5.42

Source: Household and Transaction records provided by Grantees.

Benefit Use in Texas

Exhibit F-17. Overall Benefit Use by Year, 2018 (Texas)

	2018	Total
Number issued benefits		
Households	5,812	5,812
Children	8,643	8,643
Participation rates (i.e., percent redeeming benefits)		
Among households issued benefits	52.8%	52.8%
Among children issued benefits	56.2%	56.2%
Redemption rates (i.e., mean percent of dollars redeemed)		
Among all households issued benefits	32.3%	32.3%
Among participating households (i.e., redeeming benefits at least once)	61.1%	61.1%
Exhaustion rates (i.e., mean percent of households redeeming 100% of their benefits)		
Among all households issued benefits	2.0%	2.0%
Among participating households (i.e., redeeming benefits at least once)	3.7%	3.7%
Mean dollars redeemed		
Per household issued benefits	\$47.36	\$47.36
Per child issued benefits	\$29.39	\$29.39

Source: Household and Transaction records provided by Grantees.

Exhibit F-18. Availability of Retailers, 2015-2018 (Texas)

	2018
Number of available retailers within 25 miles	
Overall	48.97
Supermarkets	45.47
Grocery	2.27
Convenience	1.01
Other retailer type	N/A
Missing retailer type	1.49
Mean distance to nearest available retailer (miles)	3.92
Mean distance to nearest used retailer (miles)	6.06

Source: Household and Transaction records provided by Grantees

Appendix G: Food Item-Based Redemption Rates

Exhibit G-1 provides information about food packages offered in each of the years by each grantee.

Exhibit G-1. Food Package Contents by Grantee and by Year

	Milk (lowfat)	Milk (whole)	Juice	Cheese	Eggs	Canned fish	Whole grains (OZ)	Cereal	Peanut butter	Dry beans	Canned beans	Cash voucher for fruit and vegetables	Yogurt	Canned soup
	(gallons)	(gallons)	(cans)	(oz)	(dozen)	(oz)	(0z)	(oz)	(18 oz container)	(oz)	(cans)	(dollars)	(oz)	(19 oz can)
Chickasaw														
2015 (\$30)	3	0	0	0	1	0	16	18	1	16	64	8	0	0
2015 (\$60)	3	0	1	16	1	18	48	36	1	16	64	16	0	0
2016 (\$30)	3	0	0	0	1	0	16	18	1	16	64	16	0	0
2016 (\$60)	3	0	1	16	1	18	48	36	1	16	64	16	0	0
2017 (\$30)	2	0	0	16	1	0	16	18	1	16	64	8	0	0
2018 (\$30)	2	0	0	16	1	0	16	18	1	16	64	10	0	0
Cherokee														
2015 (\$30)	2	0	0	16	1	0	32	36	1	16	16	8	0	0
2015 (\$60)	3	0	1	16	1	18	48	36	1	16	32	16	0	0
2016 (\$30)	2	0	0	16	1	0	32	36	1	16	16	8	0	0
2016 (\$60)	3	0	1	16	1	18	48	36	1	16	32	16	0	0
2017 (\$30)	2	0	0	16	1	0	32	36	1	16	16	8	0	0
2018 (\$30)	2	0	0	16	1	0	32	36	1	16	16	8	0	0
Michigan														
2015 (\$30)	3	0	0	0	1	0	16	18	1	16	16	8	0	0
2015 (\$60)	3	0	0	16	1	15	32	36	2	32	32	16	0	0
2016 (\$30)	3	0	0	0	1	0	16	18	1	16	16	8	0	0
2016 (\$60)	3	0	0	16	1	15	32	36	2	32	32	16	0	0
2017 (\$30)	2	0	0	0	1	5	16	18	1	16	16	8	32	0
2018 (\$30)	2	0	0	16	1	0	16	18	1	16	16	7	0	1

	Milk (lowfat)	Milk (whole)	Juice	Cheese	Eggs	Canned fish	Whole grains (OZ)	Cereal	Peanut butter	Dry beans	Canned beans	Cash voucher for fruit and vegetables	Yogurt	Canned soup
	(gallons)	(gallons)	(cans)	(oz)	(dozen)	(oz)	(0z)	(oz)	(18 oz container)	(oz)	(cans)	(dollars)	(oz)	(19 oz can)
Nevada														
2015 (\$30)	3	0	0	0	1	0	16	18	0	18	0	8	0	0
2015 (\$60)	3	0	1	1	1	18	48	36	0	18	64	16	0	0
2016 (\$30)	3	0	0	0	1	0	16	18	0	18	0	8	0	0
2016 (\$60)	3	0	1	1	1	18	48	36	0	18	64	16	0	0
2017 (\$30)	3	0	0	0	1	0	16	18	0	18	0	8	0	0
2018 (\$30)	3	0	0	1	1	0	16	18	0	18	0	8	0	0
Texas														
2018 (\$30)	3	0	0	16	1	0	16	18	1	16	0	8	0	0

Note: Grey highlighting means that participants could only choose one item from each of the highlighted categories.

Appendix H: Definitions of Terms

Issuance: Summer EBT benefits loaded to a household's Summer EBT account.

Redemptions: Purchases made using Summer EBT benefits.

Participation Rate: Percentage of households that redeemed any benefits.

Overall Redemption Rate: Mean percentage of benefits issued that were redeemed among all households.

Redemption Rate among Participating Households: Mean percentage of benefits issued that were redeemed among participating households

Overall Exhaustion Rate: Percentage of all households that redeemed all benefits issued

Exhaustion Rate among Participating Households: Percentage of participating households that redeemed all benefits

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