How to Reduce Hunger and Food Insecurity at Colleges Serving Low-Income Students in New York State

THE BENEFITS OF EXPANDING STUDENT ENROLLMENT IN SNAP
Introduction

Helping students who are struggling to make ends meet to enroll in SNAP (Supplemental Nutrition Assistance Program, formerly known as Food Stamps) is the quickest, most long-lasting, and most cost-effective way that colleges and public officials can help students avoid hunger. Enrolling in SNAP increases the likelihood that students can focus on school work, stay in school, complete their degree, and enjoy the lifetime academic, economic, health and social benefits that a college degree confers.

Even before the COVID-19 pandemic struck, in New York and across the nation, college students were among the millions of Americans regularly facing food insecurity and hunger. The pandemic pushed many more, including students enrolled at City University of New York (CUNY) and State University of New York (SUNY), into food insecurity. It also highlighted the limits of prior approaches to ensuring food access and reducing hunger on college campuses. Increased student, media, and government attention to college student food insecurity has put new pressure on university leaders to take on this problem, even in the face of strained budgets and competing needs. Fortunately, practical and economical solutions are available for tackling college food insecurity. This guide describes how public universities, community colleges, and other institutions of higher education that serve low-income students can significantly reduce hunger and food insecurity by putting SNAP enrollment campaigns at the center of their food security initiatives. This strategy brings new federal dollars into the food budgets of food-insecure students and their families, gives them the choice of using any of the thousands of food stores that accept SNAP, and reduces demand at campus food pantries that often lack food supplies and staffing to meet the need. Most importantly, by allowing more food-secure students to focus on school work, SNAP enrollment campaigns can help colleges achieve their retention and graduation goals.

As students return to campus in Fall 2021 and Spring 2022, they are facing the health, educational, and economic consequences of COVID-19. Every institution of higher education should make it a priority to enroll every eligible student in SNAP. Anything less than full enrollment of eligible students means that colleges leave federal funding “on the table” to the great disadvantage of their students, their academic goals, and their financial bottom lines.

What is the current state of student food insecurity and SNAP enrollment?

Research by Healthy CUNY, a City University of New York initiative that works to promote health for academic success, demonstrates that in just two months in 2020, the pandemic increased various indicators of food insecurity among CUNY students (Figure 1). As schools shut down in response to the pandemic and teaching moved to online instruction, campus-based models for addressing food insecurity such as food pantries, gardens, and cafeteria based donations were inadequate to meet the growing need. Similarly, studies at SUNY campuses before the pandemic found that 40-50% of the students in that system reported experiences of being hungry but without enough money for food. More than 60% of SUNY students did not know where to get help for food insecurity on their campuses.
FIGURE 1
COVID-19 impact on college food insecurity at CUNY

Comparison of food insecurity in 2018 and 2020

*Note: Y-axis represents % of CUNY students

Meanwhile, pandemic induced increases in federal funding for food benefits became a life-line for many hungry New Yorkers. SNAP helps New Yorkers buy food for themselves and their families, providing monthly benefits on an electronic benefit card to spend at local grocery stores and farmers’ markets. During the pandemic, SNAP benefit amounts have increased and eligibility has expanded. Still, SNAP remains an underutilized resource among college students, and food insecurity persists at alarming levels, at least in part because university and elected leaders have not made SNAP enrollment a priority.

SNAP is an important support for food insecure individuals in New York and nationally but studies in New York and around the nation show that eligible college students are much less likely to be enrolled in SNAP than other populations. A 2018 U.S. Government Accountability Office study estimates that nationally only 43% of eligible college students are enrolled in SNAP, far lower than the 84% of all SNAP eligible U.S. residents enrolled in the program. The same study suggests that as many as 2 million at-risk students nationwide are potentially eligible for SNAP but not receiving benefits.

At CUNY, researchers have documented the experiences of food insecure college students attempting to enroll in SNAP, demonstrating how low enrollment among eligible students and food insecurity are the result of both direct and indirect exclusion from SNAP. A recent study conducted by The Hope Center for College, Community and Justice illustrates barriers that prevent students from obtaining SNAP benefits, including misinformation, inaccurate perceptions of not being eligible, and the misconceived notion that “other students may be in greater need.”

Persistent under-enrollment by eligible college students in SNAP has its foundations in strategic policy decisions of Reagan era austerity measures. Conservatives wanted to separate the “deserving” from the “undeserving” poor and promoted the myth that college students from middle-income and wealthy families were qualifying for SNAP by establishing independent households. A 1981 story in the New York Times, for example, reported that some critics believed “that food stamps were fueling the iconoclastic culture and radical politics of the nation’s youth.”

In response, Congress declared that full-time students, defined as students attending classes at least half-time, were not eligible for food stamps unless they were working 20 hours a week or more or qualified for one of several exemptions. Four fifths of the 250,000 students then in the program lost their benefits. In the 40 years since, the conservative fiction that hungry college students were actually hippies too lazy to work has continued to dominate federal SNAP policy, leading to a variety of federal administrative hurdles to enrollment. The pandemic creates a new opportunity to retire this bogeyman, especially as the proportion of low income, Black, Latinx, immigrant and first generation students in our nation’s colleges has increased dramatically.
Why is it so hard for college students to enroll in SNAP?

Historically, college and university efforts to enroll students in SNAP have been limited by burdensome eligibility requirements and restrictions enacted in the 1980’s as part of a broader effort to privatize the cost of college. These restrictions operate on the outdated, inaccurate perception of colleges comprised of young, middle class individuals receiving financial assistance from their families. Despite a significant increase in college enrollment among low-income students, SNAP eligibility rules continue to operate from a stance of assumed ineligibility for SNAP unless students work 20 hours per week or meet one of several other exceptions. The result is a complicated system, with a web of overlapping exemptions, which confuse not only students but also counselors and administrators. Clear interpretation and communication about program eligibility is difficult and prevents many low-income college students from obtaining food assistance, despite high levels of need and food insecurity. As a result, many New York State college students who are in fact eligible for SNAP are not enrolled, putting their well-being and academic success at risk. As the two largest universities in New York and the ones with the largest number of low-income students, SUNY and CUNY have the opportunity to close this SNAP enrollment gap.

An Overview of College Students in New York State

State University of New York (SUNY) is the largest comprehensive university system in the United States. Its 64 institutions include research universities, academic medical centers, liberal arts colleges, community colleges, colleges of technology and an online learning network. SUNY serves 1.3 million students, including nearly 600,000 in credit bearing courses and programs and more than 700,000 through continuing education and community outreach programs. City University of New York (CUNY) is the nation’s largest urban public university. Its 25 campuses enroll 240,000 degree students (2020) and about 25,000 non-degree students. CUNY includes 11 senior colleges, seven community colleges, and 7 professional, graduate, and other schools.

Together, New York State’s two public university systems enroll more than 1.5 million students. If we estimate that each student lives in a household with 3 other people on average, SUNY and CUNY have ongoing contact with about 6 million individuals, about 31% of the state population of 19.3 million. No other state institution offers more ongoing contact with such a substantial portion of the state’s young adult population, making CUNY and SUNY ideal settings for enrolling people starting an independent life in SNAP.

Another 480,000 students attend non-profit private colleges and universities in New York State. About 35,000 students attend private for profit two and four year colleges. Many of these students also experience food insecurity and are eligible for SNAP.

In the last 30 years, more low income, immigrant, Black and Latinx and first generation college students have enrolled in the nation’s universities, making college campuses, and community colleges in particular, an increasingly suitable setting for linking people to the public benefits such as SNAP and Medicaid that can help support academic, economic and life success as well as health.
The Opportunity: Why is now the right time for New York State colleges and universities to make SNAP enrollment of all eligible students a priority?

In 2019, SNAP lifted more than 2,700,000 people in New York State (1 in 7 New Yorkers) out of poverty and helped them to put food on their tables. With recent increases made by the Biden Administration to food assistance benefit levels, beginning in October 2021, benefits will increase by approximately 21% above pre-pandemic levels. The average benefit for each household member, which was $136 nationally before the pandemic (fiscal year 2019), will increase by $36/month under the new policy. The USDA estimates that this increase will increase total SNAP benefits for FY2022 to New Yorkers by $1.44 billion.

In addition to this permanent increase in benefits, temporary eligibility criteria for students, passed in the Consolidated Appropriations Act of 2021, expand eligibility for college students. The duration of the temporary expansion is tied to the Public Health Emergency (PHE) declaration (most recently renewed on October 18, 2021 for 90 days.) This authorization makes students eligible if 1) they are eligible to participate in federal work study; or 2) they have an expected family contribution (EFC) of $0, according to college financial aid calculations. These temporary rules significantly increase the number of students who are eligible for SNAP at a time when average per person benefit amounts are the highest they’ve ever been. Thus, failure to increase student enrollment in SNAP during this moment of expanded opportunity risks leaving more money on the table than ever before, dooming tens of thousands of New York’s college students to preventable food insecurity.

Further, the temporary COVID-19 authorization will expire 30 days after the end of the federal Public Health Emergency Declaration expires, and extensions to the 90 day emergency period have been ongoing throughout the pandemic. Though advocates hope that the temporary increase in student eligibility will persist with ongoing extensions, a focused enrollment campaign now can help New York’s students to gain much needed food benefits well into the academic year, given that SNAP certification periods last for least 6 months after enrollment.

What are the academic, health and economic benefits of enrolling eligible college students in SNAP?

Benefits for students and their families

Students who are food insecure demonstrate decreased academic performance compared to their peers, and are far less likely to stay in school and graduate thus decreasing their ability to work, earn income and contribute to the local economy. A recent study based on a national sample of students found that food insecurity was associated with lower likelihood of college graduation and of obtaining a bachelor’s degree or graduate/professional degree.

The following box uses publicly available data and Healthy CUNY surveys to estimate how increased federal funding through SNAP can benefit CUNY students. Neither the university nor the government collects systematic data on how many CUNY students are eligible for SNAP nor how many are actually enrolled. However, our estimates provide a conservative approximation of the significant value of enrolling eligible students in SNAP.
Estimated Financial Impact of Expanding SNAP Enrollment at CUNY

If 40% of CUNY’s 240,000 students are eligible for SNAP, and 40% of those eligible are enrolled (these are Healthy CUNY estimates based on available data) and receive the average monthly benefit of $173, the approximate annual benefits for CUNY students who are eligible and already enrolled in SNAP total $79.7 million.

If 100% of eligible CUNY students were enrolled, annual SNAP benefits for these 96,000 students would total $199.3 million.

Using these estimates, by enrolling every eligible CUNY student in SNAP, CUNY could bring an additional $119.6 million in federal funding into the annual household budgets of its students.

To put this another way, each 10,000 additional CUNY students (about 10% of those eligible) enrolled in SNAP brings an additional $20.8 million into the household food budgets of CUNY students.

These estimates come from CUNY data and are subject to the limitations we describe above. Other institutions, including SUNY and private institutions are encouraged to make similar estimates for their student populations.

Benefits for colleges and universities

Reducing hunger at colleges and universities increases the chances of academic advancement and life success of students. Campus administrators have a responsibility for maintaining educational standards, advancing academic missions, and overseeing academic priorities, and increasing enrollment in SNAP and reducing hunger on campus are tasks critical to this mission.

Maximizing SNAP enrollment on campus also helps college presidents and administrators to use federal funds to meet student essential needs, leaving them to use their own resources to meet other essential needs or to serve students not eligible for SNAP. In contrast to campus food pantries, which require ongoing allocation of university financial and human resources, a successful SNAP enrollment campaign increases long-term financial support to students without requiring a long-term financial commitment from college coffers.

Finally, college presidents are judged by the city and state elected officials who fund them for their success in maintaining and strengthening retention and graduation rates. Enrolling more eligible students in SNAP is one way to achieve that critical goal. Research evidence suggests that increasing SNAP enrollment is a more fruitful path for reducing food insecurity than expanding food pantries. While food pantries are a critical component of comprehensive campus food security initiatives, evidence is lacking that by themselves, they can contribute to improved retention and graduation rates.

Benefits for communities and society as a whole

Numerous studies (including this, this, and this) indicate that participation in SNAP reduces poverty and food insecurity, and in the long term can lead to improved health and economic outcomes. SNAP also contributes to the local economy, with every dollar in new SNAP benefits generating between $1.50 - $1.79 in economic activity. By enrolling more students in SNAP, universities can contribute to the economic development of the communities where their students live.
Why is SNAP enrollment a good starting place for reducing campus food insecurity and hunger?

**Students can get SNAP quickly.** If students are destitute financially, they can get expeditated SNAP benefits within seven days. While it may take some students up to 30 days to obtain their first SNAP payments, once they do, payments will be retroactive to the day they applied.

**SNAP is long-lasting and sustainable.** Unlike food pantries that may run out of food or have short-term funding and supplies, SNAP is built for the long-haul for people who need it, and while eligible students need to re-certify their eligibility periodically, that’s easy for them to do so they can keep getting this vital aid as long as they are eligible. Food Stamps, now known as SNAP, have been federally funded since 1964, making the program an enduring part of our nation’s safety net.

**SNAP is cost-effective for campuses.** It is far less expensive for a campus to spend a little money and effort to help students obtain SNAP than it is for the campus to spend scarce funds on starting, staffing, and continuously re-stocking a campus food pantry.

**SNAP empowers students to shop for the food they need, where they need it.** Once students in New York City obtain SNAP, they can redeem those benefits at more than 8,000 supermarkets, farmers markets, bodegas, and corner stores that accept SNAP citywide, a benefit that SUNY students enjoy statewide. Students can obtain the food they want and need for themselves and their families, and they can do it in retail a location convenient to where they live or study. In contrast, when students get food from food pantries, they must rely upon foods chosen by strangers. Choices at food pantries are often constrained by lack of refrigeration and donations of foods that are easy to store but not necessarily healthy.

What are the qualities of successful SNAP enrollment campaigns?

**Case Study on CalFresh, California’s SNAP Enrollment Campaign**

New York colleges and universities can learn how to maximize student enrollment in SNAP from colleagues on the West Coast. In the last few years, University of California (UC) and the California State University systems have worked to increase student use of SNAP, known in California as CalFresh. All UC campuses have developed programs and concerted campaigns to help students apply for CalFresh. A 2019 study of this effort offers insights for New York colleges and universities:

- The presence of county/city enrollment staff helps students to understand their eligibility and the verification documents they need to demonstrate it.
- Public enrollment events that allow students to complete an application and attend an in-person interview over the course of a single day are effective and efficient at enrolling eligible students.
- A strong relationship and direct line of communication between campus leadership and the county/city agencies administering the program is a critical facilitator of program enrollment. Campuses with direct lines of communication to agency staff report the most success in enrolling students.
• The ability to speak directly with county/city agency offices to clarify policy and advocate for students supports university leadership and front-line staff to assist students.

Ongoing efforts to increase student enrollment in CalFresh vary by UC campus, but typically include:
• Student outreach to improve awareness.
• Pre-screening of student applicants.
• Explaining eligibility in detail so students know if and how to qualify.
• Helping students complete the application form.
• Explaining verification documents, and often helping students to collect documents.
• Providing information on what students should expect during the interview.
• Providing reminders about recertification deadlines.

In addition to these efforts, UC Financial Aid offices have played a significant role in expanding outreach – alerting students of potential eligibility and including messaging with financial aid and work study notifications.

A 2019 report on the early results of the UC SNAP enrollment effort reported that between June 2018 and June 2019, UC campuses assisted 12,850 students to enroll in SNAP. Subsequent reports have not yet been released. In November 2020, UC released its Next Phase of Improving Student Basic Needs Report, identifying previous state funding for these efforts and setting specific targets for SNAP enrollment, i.e., increase the enrollment of SNAP eligible UC students by 50%. Finally, in October 2021, California Governor Newsom signed into law AB 396, a bill that will help feed thousands of California students currently struggling with hunger and food insecurity. The new law will require public colleges and universities to seek certification from the California Department of Social Services (CDSS) so that students enrolled in qualifying employment and training programs will now be able to access federally-funded CalFresh (i.e., SNAP) food benefits. As Assembly member Jesse Gabriel, the sponsor of the law explained:

“It’s shameful that so many young people in California go to bed hungry at night. Particularly with the COVID-19 pandemic exacerbating our student hunger crisis, it’s imperative that we leverage all available resources. AB 396 will allow us to take advantage of already existing federal dollars to help feed our most vulnerable students and make sure they get the nutrition assistance they so desperately need. I applaud Governor Newsom for his leadership in helping our most vulnerable Californians and thank him for signing this important bill.”

“We all go through our respective struggles, and because of those struggles, some of us are dealt unfortunate hands. An unfortunate hand that some are dealt with is being food insecure. Having access to food is a basic human right, but sometimes society shames us for asking for help. There is nothing wrong with needing a hand or two when you’re in need. I’ve been down that road where I have to wait countless hours to eat or had to choose to eat something crappy because I didn’t have access to good food. SNAP is also a right that can help relieve some of that stress by supplying funds for food. Our taxes provide for this service, so we deserve to reap some of those benefits. Maybe being a recipient of SNAP makes you feel some type of way, but I don’t want you to struggle to eat.”

Lehman College Student
Food Security Advocate
What are the SNAP eligibility requirements for students?

A new, permanent New York State-specific policy (effective October 1, 2020) allows 75,000 low-income students who are enrolled in a qualified Career and Technical Education program to meet the criteria for “eligible students” in lieu of the 20 hour work requirement.

Under the new permanent rule, individuals attending a SUNY/ CUNY community college, comprehensive college, or technology college and enrolled at least half-time in a qualified CTE program meet the criteria to be considered an “eligible student” for SNAP. Additionally, individuals attending any of the 10 EOCs in New York State and enrolled at least half-time in CTE programs, remedial courses, basic adult education, literacy, or English as a second language meet the criteria to be considered an “eligible student” for SNAP.

Via Hunger Solutions New York

In these ways, California provides a model for New York and other states. Students who meet the income and assets limits, immigration status requirements, and household qualifications, and are enrolled in college or university (including vocational and trade schools at least half-time (at CUNY/SUNY schools, this is 6 or more equated credits) may qualify for SNAP through any one of these criteria:

- Are responsible for a dependent child younger than 6 years;
- Are responsible for a dependent child between the ages of 6 and 12 years for whom they have trouble securing child care;
- Work at least 20 hours per week in paid employment;
- Receive Temporary Assistance for Needy Families (TANF) cash assistance or services;
- Are aged 17 years or younger or aged 50 years or older;
- Are single parents enrolled full-time, responsible for a dependent child aged 12 years or younger;
- Participate in a state or federally funded work study program;
- Participate in an on-the-job training program
- Are in school through a state or federally approved employment and training program
- Are unable to work for health reasons.

Under current temporary COVID-19 authorizations (which will expire 30 days after the COVID-19 federal public health emergency is lifted), students who meet at least one of the below requirements are eligible:

- Eligible to participate in federal work study; or
- Have an expected family contribution (EFC) of $0.

There are free resources available to help determine individual eligibility of New York students. These should be circulated widely on all New York campuses of higher learning:

- Hunger Free America’s Benefit Access Team (for phone consultation, call: 646-355-1475)
- Hunger Solutions Nutrition Outreach and Education Coordinators offer one on one support, as well as an online eligibility tool.
- Hunger Solutions Student Eligibility Checklist
- Access NYC helps New Yorkers determine their eligibility and apply for benefits.

How can colleges launch effective SNAP enrollment campaigns?

To assist college leaders to obtain the benefits of maximal student enrollment in SNAP, the following suggestions are offered:

1. **Ensure all staff and students understand SNAP eligibility requirements and how to enroll**

   - Send notices regarding potential SNAP eligibility to all Educational Opportunity Center (EOC) students at the start of the semester, providing communication materials about expanded eligibility and how to enroll. Send regular text messages to students with detail on how to enroll;
   - Include information about SNAP eligibility in work study eligibility and other financial aid communication;
• Provide SNAP education to students enrolled in nutrition, healthcare, and social service degree programs;

• Offer professional development on SNAP and other supports for faculty and student affairs staff;

• Mandate the inclusion of links to SNAP information on all course syllabi and web-based student learning platforms such as Blackboard Learn, Google Classroom or Docebo;

• Establish partnerships and provide technical assistance and other support to student organizations such as student governments, Public Interest Research Groups, Swipe Out Hunger, Young Invincibles and others to assist in SNAP education, outreach, and enrollment.

2. Facilitate access to SNAP enrollment opportunities and services

• Operate large-scale, on campus SNAP enrollment clinics with Human Resources Administration or county level agencies and community partners (e.g. Hunger Free America, Hunger Solutions New York, and Swipe Out Hunger) available to support enrollment;

• Ensure that all students can access an online SNAP enrollment app on their cell phones;

• Establish collaborations with free legal aid groups to support students with SNAP application and renewal denials and reconsiderations;

• Identify an office or accessible location where students can scan and fax documents needed for SNAP consideration;

• Use orientation, registration, and financial aid advising events and enrollment in other benefit programs (e.g., work-study) to maximize enrollment opportunities. Ask students if they want to be contacted by a SNAP enroller and connect them to established partner organizations.

3. Delegate responsibility for increasing SNAP enrollment among campus leaders

• Set university-wide and campus goals for maximizing enrollment of eligible students, monitor progress and celebrate successes;

• Designate one person within a specific college office in each university system and on each campus to take responsibility for ensuring verification documents are distributed and SNAP enrollment is maximized;

• Establish a high level Essential Needs Director for each university system and on each campus, ensuring the individual has the mandate, skills, and resources to fulfill these responsibilities;

• Operationalize SNAP verification forms, by creating an online portal for students to enter their credentials and download verification forms needed for their SNAP application;

• Engage student leaders and Student Affairs Departments to emphasize the role of students as change agents for their peers, and then activate student support for SNAP enrollment activities;

• Appoint and support faculty with appropriate expertise to research barriers and facilitators to SNAP enrollment campus wide, particularly the factors that influence student eligibility and application rates.

4. Leverage local and state government support for SNAP enrollment

• Establish partnerships with government agencies to develop data systems to track enrollment of numbers of college students regularly and to ensure their SNAP applications are quickly and appropriately processed;

• Identify liaisons at relevant HRA SNAP centers to help troubleshoot SNAP applications making sure that students eligible for expedited benefits access them in a timely way;

• Advocate for New York City and State policymakers to include funding in upcoming budget allocations to support campus level SNAP enrollment efforts.
More Resources for SNAP Enrollment Campaigns on Campus

Resources for administrators:

• Swipe Out Hunger, CUNY Student Food Navigator Portal https://www.swipehunger.org/cunysnn/

• Healthy CUNY, Food Security Advocates Program www.healthycuny.org/featured-projects

• The Hope Center, Beyond the Food Pantry https://cufba.org/wp-content/uploads/2019/03/HopeCenterBrief_1.pdf

• The Hope Center, Faculty-Run Emergency Aid for Students https://hope4college.com/wp-content/uploads/2019/05/Emergency-Student-Aid-Brief.pdf

Resources for students:


• Expanded SNAP Eligibility for College Students https://www.cuny.edu/snap/#snap-eligibility

• Hunger Solutions New York, Expanded SNAP Eligibility for Students Resources https://hungersolutionsny.org/federal-nutrition-programs/snap/snap-eligibility-for-college-students/


• Access HRA https://a069-access.nyc.gov/accesshra/

What’s next? Beyond maximizing student enrollment in SNAP, what else can colleges and universities do to reduce student food insecurity?

In the near term, colleges and universities should focus efforts to reduce food insecurity on campus by maximizing SNAP enrollment for all eligible students. In the long term, academic leaders and policymakers should also advocate for expanded eligibility rules that extend SNAP eligibility to a greater segment of the student population and allow students to enroll with less bureaucratic headache. Read more on this here.

Additionally, academic leaders should encourage New York State Legislators to pass the Hunger-Free Campus Act, S1151/A6881. If enacted, the Hunger-Free Campus Act would be one of the more expansive laws to tackle student hunger on campus, with a requested state appropriation of $20 million over two years. For information on how New York can enact a hunger-free campus law, and how to get involved, contact SWIPE OUT HUNGER at https://www.swipehunger.org.