



MILWAUKEE COUNTY AMERICAN RESCUE PLAN ACT ALLOCATION Community Support Program Proposal Milwaukee Market Match

COMMUNITY SUPPORT CATEGORY

Please select the community support category that applies to this proposal:

- Household Assistance.** Proposals may include expenditures related to food programs; rent, mortgage, and utility aid; cash transfers; internet access programs; eviction prevention; unemployment benefits or cash assistance to unemployed workers; housing support: affordable housing; and housing support: services for unhoused people.
- Mental & Behavioral Health.** Proposals may include expenditures related to mental health services; substance abuse services; and other public health services.
- Other Social Determinants of Health.** Proposals may include expenditures related to job training assistance; small business economic assistance; aid to nonprofit organizations; aid to other impacted industries; healthy childhood environments: home visiting and services to foster youth or families involved in child welfare system; social determinants of health: community health workers or benefit navigators and community violence interventions; clean water; drinking water; and broadband.

PROJECT DESIGN

Provide an overview of how the community support project being proposed addresses an urgent community need brought on by the COVID-19 pandemic. Demonstrate how the project provides a feasible solution to the demonstrated need and is being coordinated with partners. Explain how the proposal falls within Milwaukee County's scope of services. (500-word max response)

The COVID-19 pandemic has exacerbated food insecurity - Feeding America estimates the Milwaukee County rate moved from 11.9% to 14.8% between 2019 and 2020 - and rising grocery prices make it even harder to put food on the table. The Milwaukee Market Match (MMM) program helps families stretch their grocery budgets and buy healthy foods. It also keeps FoodShare dollars local, supporting small businesses and the local economy.

The MMM program provides matching dollars to individuals and families participating in FoodShare to purchase additional fruits and vegetables at participating farmers markets. For example, if a family spends \$20 (FoodShare) at the farmers market, they are given an additional \$20 (Market Match) to spend at the market on culturally appropriate produce. Match dollars are capped at \$20/day/participant.

Nationally these programs are referred to as SNAP nutrition incentive programs, and they exist in states and communities all across the United States. The MMM program is in its infancy, but the potential is significant. A 10-week pilot program in the fall of 2020, starting in September and ending in November.

In that very short timeframe, with only 5 markets participating, the program served 793 unique households from 37 different zip codes.

With additional philanthropic support, MMM ran a second iteration of the pilot for 13 weeks from August through November 2021 with 4 participating markets. Unfortunately, limited funding forced the program to end after only 13 weeks, despite significant interest from community members.

With \$1 million in funding from Milwaukee County, MMM could run throughout the growing season (May to November) for calendar years 2022, 2023 and 2024 at 11 markets: Brown Deer Farmers Market, Fondy Farmers Market, Greenfield Farmers Market, Jackson Park Farmers Market, Oak Creek Farmers Market, Riverwest Gardeners Market, South Shore Farmers Market, Shorewood Farmers Market, Tosa Farmers Market, Walker Square Farmers Market, and the West Allis Farmers Market. If even more funding was available, the program could consider approaching a local grocery retailer to participate during the offseason of the market as well as include the Milwaukee Winter Farmers Market. We could also consider adding matching funds for WIC (Women, Infants and Children) and Senior FMNP (Farmers Market Nutrition Program).

In total, 22 organizations are working together to advocate for funding for the MMM program. Key implementers of the program, if it receives funding, will be Fondy Food Center, Milwaukee Farmers Market Coalition, and UW-Madison Division of Extension Milwaukee County FoodWise program. Other organizations supporting this funding request are: American Heart Association, Bay View Community Center, Children's WI, Feeding America Eastern WI, Greenfield FM, Havenwoods Neighborhood Partnership, Hunger Task Force, Journey House, Metcalfe Park Community Bridges, Milwaukee Area Health Education Center, Milwaukee Food Council, Near West Side Partners, Northwest Side Community Development Corp, Progressive Community Health Center, Riverwest Gardner's Market, Shorewood FM, Sixteenth Street Community Health Center, Tosa FM, United Methodist Children's Services of WI, UniteWI, and Upstart Kitchen.

SNAP is a federal program, but it's administered in Wisconsin jointly by state and county agencies.

TRACKABLE PERFORMANCE INDICATORS

Provide an overview of the project's goals, objectives, outcomes, and/or outputs that will be achieved by December 31, 2024. Please ensure that proposed project outcomes align with the Milwaukee County vision to achieve racial equity and eliminate health disparities. (250-word max response)

The goals of the Milwaukee Market Match program are to increase healthy food access and reduce diet-related health disparities experienced by low-income residents in Milwaukee County, especially those most impacted by the COVID-19 pandemic, by supporting affordable local food choices at farmers markets Countywide.

We plan to achieve these goals through these objectives:

- Administer the Milwaukee Market Match program at all farmers markets in Milwaukee County that accept SNAP/EBT (FoodShare) benefits, including the markets that take place at County Parks like Estabrook Park, Jackson Park, South Shore Park, and eventually Walker Square Park.
- Conduct marketing and outreach across communities to increase public awareness of the Milwaukee Market Match program, including connecting with the Coggs Center Welfare Office who supports FoodShare users in Milwaukee County.

- Track shopper participation based on zip codes to understand geographic reach.

Our outcomes include:

- Participation across at least 30 zip codes in Milwaukee County
 - For example, in 2020 the Milwaukee Market Match 10-week pilot had shoppers from 30 different zip codes in Milwaukee County including: 53221 (22%); 53215 (14%); 53208 (10%); 53212 (7%); 53204 (6%); 53216 (5%); and 53206 (4%).
- After 3 years, \$750,000 in direct nutrition incentives for fruits and vegetables will be given to Milwaukee County residents enrolled in FoodShare stretching their benefits to increase their food security.
- Every \$5 spent using SNAP generates as much as \$9 in economic activity, meaning \$750,000 in SNAP dollars spent could generate as much as \$1.35 million in economic activity in Milwaukee County.

INVEST IN EQUITY & INTENTIONAL INCLUSION

Provide an overview of how the proposed project supports historically underserved, marginalized and/or adversely affected groups. Projects will be scored by their alignment with Milwaukee County's strategic objectives to (1) achieve racial and health equity, (2) dismantle barriers and (3) invest "upstream" to address root causes of health. Demonstrate how this proposal supports any or all of these objectives. If applicable, include how this proposal was informed by community input and builds capacity of community organizations. (500-word max response).

Nutrition incentive programs, like Milwaukee Market Match, are evidence-based strategies that connect persons with limited financial resources to healthy foods, while stimulating local economic development. In Milwaukee, many communities of color experience higher incidence of diet-related health disparities, and also often have the least geographic proximity to fresh, affordable, and healthy food retail outlets. Several studies have been done showing limited access to healthy food retail in historically underserved neighborhoods.

Nutrition incentive programs offer us a way to address upstream root causes of health disparities by increasing the amount and quality of food a person can buy. Increasing produce access and consumption through Milwaukee Market Match helps address diet-related health disparities such as diabetes and obesity, and is a way to invest in health and equity for individuals and families in our neighborhoods. Market Match also provides resources for residents to participate in their community's market, visiting with neighbors and selecting culturally appropriate fruits and vegetables.

In late 2019, the City of Milwaukee announced the Fresh Food Access Fund (FFAF), a grant program designed to provide financial support to activities that increase fresh food access and healthy food choices in Milwaukee communities. This grant fund was informed by the Fresh Food Access Report and the result of several years of food security advocacy, championed by Alderman Khalif Rainey and supported by multiple community partners and city departments. The FFAF opportunity was made available to for-profit and not-for-profit businesses aligned with the goal of the fund. Of a strong pool of over 40 applicants, 12 capital and 12 educational projects were funded that serve all aldermanic districts, with an emphasis on the northside of Milwaukee where there is less access to healthy food.

Investments via the FFAF have been impactful, but the need in our community remains high. We must continue to invest in programs that increase access to healthy foods, and particularly those that also

aid small businesses and drive local economic activity. Many of the organizations that advocated for the FFAF are supporting this funding request for the Milwaukee Market Match program.

We also want to draw your attention to the connection between food insecurity and mental health. According to a study released by New York State Health Foundation just this month, “National research has found that experiencing food scarcity during the COVID-19 pandemic is associated with symptoms of poor mental health, even after adjusting for socioeconomic and demographic factors.”

In February 2020, 219,000 Milwaukee County residents participated in FoodShare (SNAP). By December 2021, participation exceeded 250,000. Approximately half of participants are children/seniors, and just under half are Black. As we continue to endure the lasting social and economic effects of the pandemic, and individuals and families are working low-wage jobs, it is more essential than ever that we strengthen and expand nutrition benefit programs like SNAP. Milwaukee Market Match helps families stretch their grocery dollar and buy healthy food, all while buying from small businesses and keeping dollars local.

EVIDENCE-BASED STRATEGY

Please select the statement that aligns with the community support project. This project was developed with:

- Strong Evidence:** can support casual conclusions for the specific program with the highest level of confidence. This consists of one or more well-designed and well-implemented experimental studies conducted on the proposed program with positive findings on one or more intended outcomes.
- Moderate Evidence:** reasonably developed evidence base that can support casual conclusions. The evidence-base consists of one or more quasi-experimental studies with positive findings on one or more intended outcomes OR two or more nonexperimental studies with positive findings on one or more intended outcomes. Examples of research that meet the standards include well-designed and well-implemented quasiexperimental studies that compare outcomes between the group receiving the intervention and a matched comparison group (i.e., a similar population that does not receive the intervention).
- Preliminary Evidence:** can support conclusions about the program’s contribution to observed outcomes. The evidence-base consists of at least one nonexperimental study. A study that demonstrates improvement in program beneficiaries over time on one or more intended outcomes OR an implementation (process evaluation) study used to learn and improve program operations would constitute preliminary evidence. Examples of research that meet the standards include: (1) outcome studies that track program beneficiaries through a service pipeline and measure beneficiaries’ responses at the end of the program; and (2) pre- and post-test research that determines whether beneficiaries have improved on an intended outcome.

Provide an explanation to support the statement that most aligns with the project. Include the experimental studies conducted on the proposed project. *Evidence-based strategies can be found through the following: [Results First Clearinghouse Database](#) | [The Pew Charitable Trusts \(pewtrusts.org\)](#) and [Homepage | CLEAR \(dol.gov\)](#). (250-word max)

County Health Rankings’ “What Works For Health,” gives ‘produce incentive programs’ the highest rating of “Scientifically Supported.” They cite multiple case studies from the past decade that

demonstrated these efforts can increase the affordability, access, and consumption of produce. In a Philadelphia study, purchases with incentives increased by an average of 8 more servings of vegetables and 2.5 more servings of fruit per week than purchases without incentives. In some cases, increased consumption was still measurable 2 to 6 months after the program ended. Several studies showed the potential to improve the food environment among senior populations and nutrition security among low-income individuals.

In addition to the health benefits, these programs have shown to yield economic benefits. A South Carolina project showed that these programs can "significantly increase sales at local farmers markets." The Fair Food Network in a meta-analysis of 10 programs across the US, showed that every dollar invested in incentive programs yields 2.3x in overall economic benefit, including a meaningful investment in local labor and employment.

While similar, long-term data does not yet exist for projects in Wisconsin (Dane County Double Dollars and Milwaukee Market Match), both have shown widespread engagement from the community. In the Fall of 2020, with an infusion of philanthropic funding, the Milwaukee Market Match program ran from September through November. In that short 10-week timeframe, with only 5 farmers markets in the county participating, the pilot program served 793 unique households from 37 different zip codes.

ARPA REPORTING REQUIREMENTS

Provide a detailed overview of the applicant's experience managing federal funds. Detail any experience ensuring accurate data collection and adherence to federal reporting requirements. If this is an internal application, detail any experience managing contracts and ensuring reporting deadlines are met. If this is an external applicant, detail any experience receiving funding from Milwaukee County and ensuring reporting deadlines are met.

Fondy Food Center (FFC) has previously been awarded United States Department of Agriculture (USDA) funding, from National Institute of Food and Agriculture (NIFA) and Community Food Systems funding mechanisms, which involved surveying of participants and rigorous data collection and budget tracking to meet reporting requirements.

Although funding has not previously been received directly from Milwaukee County, Fondy is currently managing a State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) grant. FFC has also managed several grants from local funders in addition to federal funds. Boasting a wealth of experience in data collection, reporting requirements, and meeting grant reporting deadlines, FFC is prepared to administer American Rescue Plan Act funds to support the Milwaukee Market Match program with expenses in 2022 - 2024.

ARPA FUNDS REQUESTED

Provide the total request amount to be spent between 2022 – 2026. Explain how funds will be incurred and encumbered by December 31, 2024. Include if the project has matching funds or resources. (250-work max)

The Milwaukee Market Match program will take place during the 2022, 2023, and 2024 farmers market seasons in May - November each year. The majority of the funds are incurred at point of sale for shoppers using their SNAP benefits, who then spend coupons with vendors at the markets. The remainder of the funds are for program administration and marketing. Three quarters of the \$1,000,000

budget equal the direct incentives themselves, representing money that goes directly to community members for food and in turn directly to farmers to support the local economy.

More funding would mean potential for a more impactful program that could include a retail component, where the months of December - April would be covered by offering produce incentives at locally-owned retail sites. Expansion could also include matching WIC and Senior Farmers Market Nutrition Program (FMNP) vouchers, targeting those specific populations that have been deeply impacted by the pandemic (mothers of children under the age of 5, and seniors).

There is potential for this program to be supplemented by the City of Milwaukee ARPA funds, as well as from the State of Wisconsin. Many other states fund statewide nutrition incentive programs. Fondy Food Center and other partners are in active discussions with Children’s Community Health Plan, who already fund the match program at the Brown Deer Farmers Market, about increasing their contribution to support a Countywide program. An illustration of what these potential matching funds could look like is included in the Other Revenue Sources chart below.

BUDGET

Complete the short-form budget and provide a formula for your calculation by defining the expense item, number of units, and cost per unit for the requested project period. Please add rows as necessary. In the table below, outline any matching funds or resources.

| Expense Item | Description | Total Cost |
|---|--|------------|
| Personnel Expenses (including fringe benefits) | | |
| 1. Part-time Seasonal MMM Program Coordinator | \$20/hour at 25 hours per week at 35 weeks per year for 3 years = \$52,500 | \$52,500 |
| 2. Fondy Director of Farmers Markets | 125 hours/year 375 hours/3 years \$25.32/hour \$9,495/3 years 25% fringe \$2,373.75 fringe/3 years \$11,868.75/3 years total | \$11,870 |
| 3. Fondy Farmers Market Manager | 7 hours/week 28 hours/month 140 hours/year \$20/hour \$2,800/year \$8,400/3 years total | \$8,400 |
| 4. Fondy Farmers Market Assistants | 7 hours/week 28 hours/month 140 hours/year \$11.33/hour \$1,600/year \$4,800/3 years total | \$4,800 |
| 5. Fondy Business Manager | 100 hours/year \$20/hour \$2,000/year | \$6,000 |

| | | | |
|---|---|--|-------------|
| | \$6,000/3 years total | | |
| Professional Services | | | |
| 1. Contract marketing services | MMM coupon, marketing/ad, and all digital design (social media, web materials) | | \$75,000 |
| 2. Annual Audit of Fondy | \$1,000/year | | \$3,000 |
| 3. | | | |
| Supplies & Equipment | | | |
| 1. Direct nutrition incentives | The actual dollar amounts matched when shopper use their FoodShare cards at point of purchase at participating farmers markets Year 1= \$200,000 Year 2= \$250,000 Year 3= \$300,000 | | \$750,000 |
| 2. Printed coupons | Printing of direct nutrition incentive coupons that are handed out at point of sale purchase | | \$23,250 |
| 3. Printed flyers | Marketing in English, Spanish, & Hmong | | \$10,000 |
| 4. Printed posters (on site FM signage) | On site signage in English, Spanish, & Hmong | | \$10,000 |
| 5. Bus ads, radio ads, other advertisements | Connecting with outlets that reach diverse audiences Translated bus ads in English, Spanish, & Hmong | | \$15,000 |
| Capacity Building Resources for Implementation | | | |
| 1. Market and vendor training | Rent for meeting space Food & beverage for training Translators Each year x 3 years | | \$3,000 |
| 2. Supporting SNAP/EBT programs at markets | Purchase of EBT equipment for markets new to the program | | \$5,000 |
| 3. | | | |
| Total Calculations | | | |
| Direct Expenses Total | | | \$977,820 |
| Indirect Expenses** (10%) | | | \$22,180 |
| Total Expenses | | | \$1,000,000 |

10% de minimis indirect cost rate for ARPA projects includes rent/space allocation costs, utilities, support and administrative staff time across **County departments, cost of databases and software, etc.

| Other Revenue Source (s) | Committed or Available Revenue Amount | Potential Revenue Amount |
|--|--|---------------------------------|
| Children’s Community Health Plan (partial match) | | \$15,000 |

| | | |
|---|------------|--------------------|
| City of Milwaukee American Rescue Plan Act Funds* | | \$1 million |
| | | |
| Total Other Revenue Amount | \$0 | \$1,015,000 |

*Coalition partners continue to pursue other funding sources, including potentially City of Milwaukee ARPA funding.