

**U.S. Department of Agriculture
Food and Nutrition Service
Administrative Review Branch**

Steubenville Downtown Bakery Inc.,

Appellant,

v.

Retailer Operations Division,

Respondent.

Case Number: C0257989

FINAL AGENCY DECISION

It is the decision of the U.S. Department of Agriculture (USDA), Food and Nutrition Service (FNS) that the Retailer Operations Division properly withdrew the authorization of Steubenville Downtown Bakery Inc. (Appellant) to participate as an authorized retailer in the Supplemental Nutrition Assistance Program (SNAP).

ISSUE

The issue accepted for review is whether or not the Retailer Operations Division took appropriate action, consistent with Title 7 Code of Federal Regulations (CFR) Part 278, in its administration of SNAP when it withdrew the authorization of Appellant to participate in SNAP.

AUTHORITY

7 USC § 2023 and the implementing regulations at 7 CFR § 279.1 provide that “A food retailer or wholesale food concern aggrieved by administrative action under § 278.1, § 278.6 or § 278.7 . . . may file a written request for review of the administrative action with FNS.”

CASE CHRONOLOGY

Appellant submitted an online authorization form FNS-252, entitled *Supplemental Nutrition Assistance Program Application for Reauthorization for Stores* on January 21, 2022. The FNS-252 reported that 40 percent of the firm’s actual gross retail sales were in staple foods; 59 percent were in “accessory” food items such as snack foods, carbonated and non-carbonated beverages, condiments and spices; zero percent were in hot foods; zero percent were in cold foods prepared on site; and one percent of its actual gross retail sales were in non-food items (gas, lottery, tobacco, alcohol, and other non-food items). An FNS contractor conducted a store visit on March 24, 2022, to document the firm’s food inventory for the purpose of determining

USDA is an equal opportunity provider, employer and lender.

the continued eligibility of Appellant to participate in the SNAP. The store visit report showed that the store was deficient in each of the four staple food categories.

After considering the available evidence, the Retailer Operations Division informed Appellant by letter dated August 30, 2022, that the authorization of Steubenville Downtown Bakery Inc. to participate in the SNAP was withdrawn because the firm did not meet the eligibility criteria for stores as mandated by SNAP regulations at 7 CFR § 278.1(b)(1). The letter stated that the Appellant failed to meet Criterion A because the store did not have the required minimum variety of staple food. The store also failed to meet Criterion B because the store's staple food sales did not comprise more than 50 percent of its annual gross retail sales.

In a September 7, 2022, e-mail, ownership appealed the Retailer Operations Division's decision and requested an administrative review. The appeal was granted and implementation of the withdrawal has been held in abeyance pending completion of this review.

STANDARD OF REVIEW

In appeals of adverse actions, the Appellant bears the burden of proving by a preponderance of the evidence, that the administrative actions should be reversed. That means the Appellant has the burden of providing relevant evidence which a reasonable mind, considering the record as a whole, would accept as sufficient to support a conclusion that the matter asserted is more likely to be true than not true.

CONTROLLING LAW

The controlling statute in this matter is contained in the Food and Nutrition Act of 2008, as amended, 7 USC § 2018 and § 278 of Title 7 of the Code of Federal Regulations (CFR). In particular, 7 CFR § 278.1(l)(1) and § 278.1(k)(2) establish the authority upon which FNS shall withdraw the SNAP authorization of any firm which fails to meet established eligibility requirements.

7 CFR § 271.2 states that Retail Food Store means:

An establishment that sells food for home preparation and consumption normally displayed in a public area, and either offers for sale, qualifying staple food items on a continuous basis, evidenced by having no fewer than [three*] different varieties of food items in each of the four staple food categories with a minimum depth of stock of three stocking units for each qualifying staple variety, including at least one variety of perishable foods in at least [two*] such categories, (Criterion A) as set forth in of this chapter, or has more than 50 percent of its total gross retail sales in staple foods (Criterion B) as set forth in § 278.1(b)(1) of this chapter as determined by visual inspection, marketing structure, business licenses, accessibility of food items offered for sale, purchase and sales records, counting of stockkeeping units, or other accounting recordkeeping methods that are

* As currently implemented. See SNAP Retailer Policy and Management Division Policy Memorandum 2018-04 for additional information regarding the enhanced retailer standards, which were implemented on January 17, 2018. This memorandum can be found on the FNS public website at <https://www.fns.usda.gov/snap/retailer-eligibility-clarification-of-criterion>.

customary or reasonable in the retail food industry as set forth in § 278.1(b)(1) of this chapter. Entities that have more than 50 percent of their total gross retail sales in: Food cooked or heated on-site by the retailer before or after purchase; and hot and/or cold prepared foods not intended for home preparation and consumption, including prepared foods that are consumed on the premises or sold for carry-out are not eligible for SNAP participation as retail food stores under § 278.1(b)(1) of this chapter.

7 CFR § 271.2 states:

Staple food, means those food items intended for home preparation and consumption in each of the following four categories: Meat, poultry, or fish; bread or cereals; vegetables or fruits; and dairy products. The meat, poultry, or fish staple food category also includes up to three types of plant-based protein sources (i.e., nuts/seeds, beans, and peas) as well as varieties of plant-based meat analogues (e.g., tofu). The dairy products staple food category also includes varieties of plant-based dairy alternative staple food items such as, but not limited to, almond milk and soy yogurt. Hot foods are not eligible for purchase with SNAP benefits and, therefore, do not qualify as staple foods for the purpose of determining eligibility under § 278.1(b)(1) of this chapter.

7 CFR § 278.1(b)(1)(i)(A) imparts program requirements for retail food store participation, which states:

An establishment or house-to-house trade route shall normally be considered to have food business of a nature and extent that will effectuate the purposes of the program if it sells food for home preparation and consumption and meets one of the following criteria: Offer for sale, on a continuous basis, a variety of qualifying foods in each of the four categories of staple foods as defined in § 271.2 of this chapter, including perishable foods in at least three of the categories (Criterion A); or have more than 50 percent of the total gross retail sales of the establishment or route in staple foods (Criterion B).

7 CFR § 278.1(b)(1)(ii)(A) provides that in order for a retail store to qualify for authorization under Criterion A, firms shall:

Offer for sale and normally display in a public area, qualifying staple food items on a continuous basis, evidenced by having, on any given day of operation, no fewer than [three*] different varieties of food items in each of the four staple food categories with a minimum depth of stock of three stocking units for each qualifying staple variety and at least one variety of perishable foods in at least [two*] staple food categories. Documentation to determine if a firm stocks a sufficient amount of required staple foods to offer them for sale on a continuous basis may be required in cases where it is not clear that the firm has made reasonable stocking efforts to meet the stocking requirement.”

*As currently implemented. See SNAP Retailer Policy and Management Division Policy Memorandum 2018-04 for additional information regarding the enhanced retailer standards, which were implemented on January 17, 2018. This memorandum can be found on the FNS public website at <https://www.fns.usda.gov/snap/retailer-eligibility-clarification-of-criterion>.

7 CFR § 278.1(b)(1)(iii) provides that in order for firms to qualify for authorization under Criterion B:

Firms must have more than 50 percent of their total gross retail sales in staple food sales. Total gross retail sales must include all retail sales of a firm, including food and non-food merchandise, as well as services, such as rental fees, professional fees, and entertainment, sports, games income.

7 CFR § 278.1(b)(6) regarding access states:

FNS will consider whether the applicant firm is located in an area with significantly limited access to food when the applicant firm fails to meet Criterion A per paragraph (b)(1)(ii) or Criterion B per paragraph (b)(1)(iii) of this section so long as the applicant firm meets all other SNAP authorization requirements. In determining whether an applicant is located in such an area, FNS may consider access factors such as, but not limited to, the distance from the applicant firm to the nearest currently SNAP authorized firm and transportation options. In determining whether to authorize an applicant despite its failure to meet Criterion A and Criterion B, FNS will also consider factors such as, but not limited to, the extent of the applicant firm's stocking deficiencies in meeting Criterion A and Criterion B and whether the store furthers the purposes of the Program. Such considerations will be conducted during the application process

7 CFR § 278.1(l)(1) reads, in part: FNS may withdraw the authorization of any firm authorized to participate in the program for any of the following reasons:

(i)The firm's continued participation in the program will not further the purposes of the program; (ii) The firm fails to meet the specification of paragraph (b), (c), (d), (e), (f), (g), (h), or (i) of this section; (iii) The firm fails to meet the requirements for eligibility under Criterion A or B, as specified in paragraph (b)(1)(i) of this section...for the time period specified in paragraph (k)(2) of this section; or, for co-located wholesale/retail firms, the firm fails to meet the requirements of paragraph (b)(1)(vi) of this section, for the time period specified in paragraph (k)(2) of this section;"

7 CFR § 278.1(k)(2) reads, in relevant part: FNS shall deny the application of any firm if it determines that:

The firm has failed to meet the eligibility requirements for authorization under Criterion A or Criterion B, as specified in paragraph (b)(1)(i) of this section.... Any firm that has been denied authorization on these bases shall not be eligible to submit a new application for authorization in the program for a minimum period of six months from the effective date of the denial.

APPELLANT'S CONTENTIONS

Appellant made the following summarized contentions in its September 7, 2022, administrative review request, in relevant part:

- Appellant believes that it qualifies for the need for access provision.
- Appellant is located in a depressed area.
- Appellant has been authorized since the 1970s and requests reconsideration.

The preceding may represent only a summary of the Appellant's contentions presented in this matter. However, in reaching a decision, full attention was given to all contentions presented, including any not specifically recapitulated or specifically referenced.

ANALYSIS AND FINDINGS

Criterion A

Federal regulations at 7 CFR § 278.1(b)(1)(ii) state that to qualify for SNAP authorization under Criterion A, a firm it must offer for sale no fewer than **three** different varieties of food items in each of the four staple food categories with a minimum depth of stock of three stocking units for each variety. This means that retail stores must have qualifying staple food items displayed in a public area on a continuous basis at the time of the store visit to qualify for SNAP authorization under Criterion A. In this case, the firm had two qualifying varieties in the bread or cereal category (bread and buns), one qualifying variety of dairy (milk), and no varieties in the fruit and vegetable category and the meat, poultry, or fish staple food category. Based on the evidence, the firm did not carry sufficient staple food inventory as required for eligibility under Criterion A on the day of the store visit.

Criterion B

In the event of a firm's failure to meet the requirements of eligibility under Criterion A, federal regulations require that the firm's eligibility also be evaluated under Criterion B. To qualify for authorization under Criterion B, more than 50 percent of a retail store's total annual gross retail sales must come from the sale of staple foods. Based on the FNS store visit photographs and the application, the Retailer Operations Division determined that Appellant was also ineligible for authorization under Criterion B according to 7 CFR § 278.1(b)(1)(iii). Appellant's SNAP reauthorization application estimates that 40 percent of its gross annual retail sales come from the sale of staple foods. The Retailer Operations Division correctly determined that Appellant was not eligible under Criterion B.

Need for Access

Appellant believes it qualifies for the Need for Access Provision. SNAP regulations at 7 CFR § 278.1(b)(6) state that FNS will consider whether the Appellant firm is located in an area with significantly limited access to food when the firm fails to meet Criterion A or Criterion B as long

as it meets all other eligibility requirements. The Retailer Operations Division determined that the Appellant firm did not qualify for SNAP authorization under this provision.

Previous Authorization

Appellant explains that it has been authorized since the 1970s. Effective January 17, 2018, SNAP regulations were amended to strengthen the requirements of program eligibility. One of the changes included revising the definition of “accessory food”. Previously, the definition of accessory food was, “...food items including, but not limited to, coffee, tea, cocoa, carbonated and uncarbonated drinks, candy, condiments, and spices...” Under the old rule, FNS considered a staple food to be any eligible food item that was not specifically listed as an accessory food. In the new rule (again, effective January 17, 2018), the definition of accessory food has been greatly expanded to reflect those foods that are generally considered snack foods or desserts as well as other food items that complement or supplement meals. Accessory foods now consist of the items mentioned earlier in this paragraph plus additional items such as doughnuts, cupcakes, cookies, muffins, pastries, sweet rolls, pies, cakes, etc. These items are eligible for purchase with SNAP benefits at authorized stores, but are not considered staple foods for the purpose of determining SNAP eligibility.

In the case of Appellant, the store visit shows that the majority of foods sold are now considered accessory foods. Appellant’s also indicated that own documentation shows that 59 percent of the firm’s sales are from the sale of accessory foods and 40 percent for the sale of staple food items. Based on the evidence in this case it is clear to this review that on the day of the store visit (or as stated in 7 CFR § 278.1(b)(1)(ii)(A), “on any given day of operation”), the firm did not carry sufficient staple food inventory required for eligibility under Criterion A. The firm is also not eligible for SNAP participation under Criterion B, as the sale of staple foods does not exceed 50 percent of the firm’s total sales.

CONCLUSION

The Retailer Operations Division’s decision to withdraw the authorization of Appellant to participate as a retailer in the SNAP is sustained. In accordance with 7 CFR § 278.1(k)(2) Appellant will not be eligible to participate in the SNAP for a period of six months. The withdrawal shall become effective 30 days after receipt of this decision.

RIGHTS AND REMEDIES

Applicable rights to a judicial review of this decision are set forth in 7 USC § 2023 and 7 CFR § 279.7. If a judicial review is desired, the Complaint, naming the United States as the defendant, must be filed in the U.S. District Court for the district in which the Appellant’s owners reside or are engaged in business, or in any court of record of the State having competent jurisdiction. If any Complaint is filed, it must be filed within thirty (30) days of receipt of this Decision.

Under the Freedom of Information Act, we are releasing this information in a redacted format as appropriate. FNS will protect, to the extent provided by law, personal information that could constitute an unwarranted invasion of privacy.

Mary Kate Karagiorgos
ADMINISTRATIVE REVIEW OFFICER

March 22, 2023