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Final Report of the task Force to End Student Hunger in Maine

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STATE OF MAINE
126th LEGISLATURE
SECOND REGULAR SESSION

Task Force to End Student Hunger in Maine

January 2015

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Executive Summary

The 126th Maine Legislature established the Task Force to End Student Hunger in Maine (task force) with the passage of Resolve 2013, chapter 107. The resolve established the 17-member task force, which includes seven members of the Legislature, eight appointed representatives of the public, the Commissioner of Education or the designee of the commissioner and the Commissioner of Health and Human Services or the designee of the commissioner.

The resolve directed the task force to examine issues associated with the creation of a public-private partnership to provide schools with expertise in adopting best practices and maximizing available federal funds for the following United States Department of Agriculture, Food and Nutrition Service child nutrition programs:

- National School Lunch Program;
- The Summer Food Service Program; and
- Child and Adult Care Food Program, At-Risk Afterschool Meals.

In addition, the resolve specified that the task force should study using four privately funded hunger coordinator positions in the Healthy Maine Partnership districts to encourage the use of school food programs.

Over the course of six meetings, the task force also included in its evaluation the federally administered School Breakfast Program and the Community Eligibility Provision.

Through a series of panel discussions the task force heard about the barriers and successes in providing nutritious meals to Maine students. Data provided by the Department of Education and the Department of Health and Human Services shed light on the gaps in participation in child nutrition programs, and how much in federal reimbursements are being lost both daily and annually in Maine.

With this information the task force developed an action plan for the State, which includes three broad goals and five program-provision specific goals and 39 recommendations to end student hunger in Maine. The task force identified the following broad goals to address student hunger:

- Raise awareness of student hunger and the impact of food insecurity on students and provide information on the connection between good nutrition and the success of students in school;
- Increase participation in and support for child nutrition programs within state government; and
- Increase participation in and support for child nutrition programs through partnering with farms, food distributors, nonprofits, and state, federal and private programs.

The task force identified the following program-provision specific goals to end student hunger:

- **School Breakfast Program**: Within five years Maine will achieve registration of 100% of students who are eligible for free or reduced-cost school breakfast and achieve daily participation as close as possible to 100% of eligible students who are in attendance each day.

- **School Lunch Program**: Within five years Maine will achieve registration of 100% of students who are eligible for free or reduced-cost school lunch and achieve daily participation as close as possible to 100% of eligible students who are in attendance each day.

- **Child and Adult Care Food Program; At-Risk Afterschool Meals:** Over the next five years Maine will achieve an increase of 20% per year in the availability of at-risk after school meals in programs dispersed broadly across the state.

- **Summer Meals**: Within five years Maine will provide at least one summer meal site in every school district that is eligible for a summer meals program.

- **Community Eligibility Provision**: Within five years Maine will achieve use of the community eligibility provision by at least one school in each school district that is eligible for the community eligibility provision through direct certification.

As part of its recommendations to raise awareness about student hunger and the connection between good nutrition and better performance in school, the task force proposed creating an ongoing commission to address student hunger and assist with implementing the action plan.

In making its recommendations the task force recognizes that if Maine does not do more to ensure that our food-insecure children are provided with regular nutritious meals then the state is maintaining a pattern of poverty because hunger severely impacts a child's success in school.

Food Insecurity in Maine

Did you know…Maine ranks 1st in New England in terms of food insecurity and very low food security, or hunger? Food insecurity is defined as inadequate access to food due to lack of money or other resources.

Very low food security, or hunger, is defined as prolonged, involuntary lack of food, resulting in discomfort, illness, weakness or pain.

(Source: US Department of Agriculture Economic Research Service and *Map the Meal Gap: Child Food Insecurity, Feeding America,* April 2014.)

I. INTRODUCTION

The Task Force to End Student Hunger in Maine was established by Resolve 2013, chapter 107. The resolve is included as Appendix A. The membership of the task force consists of three members of the Senate, three members of the House of Representatives, six representatives of the public appointed by the President of the Senate and the Speaker of the House, two representatives of the public appointed by the Governor, the Commissioner of Education or the designee of the commissioner and the Commissioner of Health and Human Services or the designee of the commissioner. A list of the membership of the task force is included as Appendix B.

The duties of the task force, as set forth in the resolve include the following:

- Study issues associated with the creation of a public-private partnership to provide expertise to school administrative units throughout the State in adopting best practices and maximizing available federal funds for addressing student hunger;
- Draft a 3 to 5 year plan outlining a ramp-up of school food programs throughout the state; and
- Produce and submit a report no later than December 9, 2014, that includes findings and recommendations, including suggested legislation, as well as actions that can be taken immediately, for presentation to the First Regular Session of the 127th Legislature.

In addition, the resolve directs the task force to use the following when studying issues associated with the creation of a public-private partnership to provide expertise to Maine schools on the adoption of best practices and the maximization of available federal funds for addressing student hunger:

- USDA, Food and Nutrition Service, National School Lunch Program;
- USDA, Food and Nutrition Service, Child and Adult Care Food Program; At-Risk Afterschool Meals;
- USDA, Food and Nutrition Service, Summer Food Service Programs; and
- The 4 privately funded hunger coordinators positioned in the Healthy Maine Partnership districts to encourage the use of school food programs.

Two other available options to provide meals to students with federal reimbursements that the task force discussed and have included in this report are the School Breakfast Program and the Community Eligibility Provision.

The task force met 6 times during the summer, fall and early winter of 2014. The agendas for the meetings and summaries of the meetings of the task force may be found at http://legislature.maine.gov/opla/studenthunger.htm.

In accordance with Resolve 2013, chapter 107, the Task Force to End Student Hunger in Maine submits its final report and provides an Action Plan to End Student Hunger and recommendations to eliminate student hunger within five years. The Action Plan, including

recommendations to eliminate student hunger within five years are included in section IV and suggested legislation is included in Appendix C.

II. CHILD NUTRITION PROGRAMS: AN OVERVIEW

The United States Department of Agriculture's (USDA), Food and Nutrition Service (FNS) core child[1] nutrition programs include the School Breakfast Program, the National School Lunch Program, the Summer Food Service Program and the Child and Adult Care Food Program. These federal programs provide reimbursements to schools through the Maine Department of Education, reimburse CACFP programs through the Maine Department of Health and Human Services, in some cases provide food items to programs that serve healthful meals to children and specify nutritional content for school meals and snacks. Federal reimbursements are paid for students who are eligible for free meals because their families are at or below 130% of the federal poverty level and for students who are eligible for reduced-price meals because their families are between 130% and 185% of the federal poverty level. See Appendix D for tables showing family income eligibility guidelines, program eligibility and reimbursement amounts.

While Resolve 2013, chapter 107 specifically directed the task force to look at the National School Lunch Program, Summer Food Service Program, and the Child and Adult Care Food Program; At-Risk Afterschool Meals, the task force also heard about and discussed the School Breakfast Program and the Community Eligibility Provision. While each of the programs has its unique implementation opportunities and challenges, all programs provide federal reimbursement for meals for students who are income eligible.

School Breakfast Program[2]: Permanently established in 1975, the School Breakfast Program (SBP) is a federal meals program that is implemented at the state level and provides cash subsidies from the USDA for each meal served.

Program Snapshot

Participation rate: **40%**
Gap in usage: **51,619**
Funds not utilized/day: **$81,558**
Funds not utilized/year: **$13,864,860**

Program Snapshot

Participation rate: **61%**
Gap in usage: **33,601**
Funds not utilized/day: **$93,411**
Funds not utilized/year: **$15,879,870**

National School Lunch Program[3]: Of all the FNS programs, the National School Lunch Program (NSLP) is the most widely utilized. Under the NSLP, students are eligible for either free or reduced-price meals or pay full price, depending on income eligibility.

[1] For the purposes of this report the use of child/children refers to school-aged children only.
[2] Data for the program snapshot was provided by the Maine Department of Education, DOE Child Nutrition Services Reports, https://portal.maine.gov/sfsr/sfsrdev.public_reports.main_page. The participation rate and gap in usage were calculated by comparing the average daily participation rate (34,854 students) to the total number of students eligible for free and reduced-price meals (86,473). The funds not utilized were calculated by multiplying the gap in usage by the average reimbursement rate ($1.68), first per day and then per year based on 170 days of school meals per year.
[3] The NSLP snapshot was calculated using the same methodology as the SBP snapshot. The average daily participation rate for NSLP is 52,872 students. The reimbursement amount used was $2.78 (average of available reduced-price and free reimbursement amounts).

Summer Food Service Program[4]**:** The Summer Food Service Program (SFSP), another FNS program, is an available mechanism to ensure that children have access to healthful, nutritious foods even when school is not in session in income eligible areas.

Program Snapshot

Participation rate: **12%**
Gap in usage: **75,876**
Funds not utilized/day: **$264,618**

Annual Program Snapshot

Number of programs (2014): **20**
Number of students served: **475**
Number of meals and snacks served:

- Breakfast: **1,088**
- Lunch: **1,545**
- Supper: **43,086**

Child and Adult Care Food Program[5]**:** Unlike other programs that are administered at the state level by the Department of Education, the Child and Adult Care Food Program (CACFP), is administered in Maine by the Department of Health and Human Services. While CACFP provides assistance to child and adult care institutions, the task force, as directed in Resolve 2013, chapter 107 only focused on the at-risk afterschool component of CACFP.

III. CHILD NUTRITION PROGRAMS AND SPECIAL PROVISIONS IN MAINE: BARRIERS TO SUCCESS IN FEEDING MAINE STUDENTS AND BEST PRACTICES

According to data provided by the Maine Department of Education, 86,473 school-aged children are eligible for reduced-price and free meals (12,770 students eligible for reduced-priced meals and 73,703 students eligible for free meals).[6] This number represents more than 46% of all Maine students. However, of the 86,473 students eligible for free and reduced-price meals far too many are not accessing meals for which they are eligible. In addition, there are significant gaps in the availability of many of the child nutrition programs, such as the School Breakfast Program, Summer Food Service Program and CACFP, which makes reaching all students who are food-insecure difficult.

Awareness that hunger impacts a student's ability to learn is often lacking within the community, and sometimes within the school itself. Furthermore, both the school and the community are sometimes unaware of the severity of food insecurity among its children. Scientific research has linked child nutrition to academic performance. For example:

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[4] The SFSP snapshot was calculated using the same methodology as the SBP and NSLP snapshot. The average daily participation rate for SFSP is 10,597 students. The reimbursement amount used was $3.4875 (which is the lunch/supper reimbursement amount for sites other than rural or self-prep). In July an additional 9175 lunches were served under the NSLP. The funds not utilized figure for the entire summer was not calculated because the number of days a program was available varied by site.

[5] All data in the program snapshot is for federal fiscal year 2014. The data was generated from the CACFP Claims database and is based on claims data submitted by the sponsoring agencies of the at-risk program, and has been provided by the Maine Department of Health and Human Services. The number of students served is based on the average daily attendance for each program for the year.

[6] Maine Department of Education, DOE Child Nutrition Services Reports, https://portal.maine.gov/sfsr/sfsrdev.public_reports.main_page.

- Studies have shown that hungry children have lower math scores; however, when children eat school breakfast academic achievement tends to improve, especially in math[7];
- When children are hungry they tend to have more problems with irritability, anxiety and aggression in school, as well as having a higher rate of absenteeism and tardiness[8];
- A child who misses breakfast is less able to differentiate among visual images, more likely to make errors, and has slower memory recall[9]; and
- Children who are properly nourished are more likely to actively participate in the classroom[10].

Child Nutrition Programs

School Breakfast Program

Today in Maine, while virtually all public schools offer school breakfast, every day an average of 51,619 students who are eligible for free and reduced-price meals do not receive school breakfast. All meals served through the School Breakfast Program must be offered at free, reduced or paid prices. In addition to the reimbursement provided by the federal government (see Appendix D, Table 2), the State of Maine, through Title 20-A §6602(1)(B), provides an additional 30 cents reimbursement per reduced price meal, which results in all reduced-price and free eligible students being eligible at no cost.

- **Barriers:** There are many obstacles that affect participation in the School Breakfast Program. The following are some of the most significant. Best practices to overcome these barriers are also explored below.
    - **Applications:** The required application form to determine eligibility can discourage students and families from participating. Schools that have high participation rates undertake outreach activities to distribute and collect forms.

Success in Lakes Region Middle School

In January 2014, Lakes Region Middle School implemented a Second Chance Breakfast from 8:50 to 9:10am in the cafeteria. As a result, breakfast participation increased by 75% when compared to the previous month, when participation rates indicate that up to 600 Lakes Region Middle School students were going without breakfast every day. Lakes Region Middle School worked with partner Preble Street Maine Hunger Initiative to implement this successful pro-student, anti-hunger strategy.

(Source: *The Way Breakfast Should Be: Best Practices for Serving Breakfast to More Children,* page 7, Preble Street Maine Hunger Initiative, February 2014.)

[7] National Education Association, Facts About Child Nutrition, http://www.nea.org/home/39282.htm.
[8] Ending Hunger in Maine, Final Report of the Maine Millennium Commission on Hunger and Food Security, April 2002.
[9] FRAC: Breakfast for Learning, http://frac.org/wp-content/uploads/2009/09/breakfastforlearning.pdf.
[10] FRAC Facts: National School Lunch Program, http://frac.org/wp-content/uploads/2009/09/cnnslp.pdf.

- **Stigma:** The stigma of poverty discourages students from participating, with stigma becoming more pronounced in the middle and high school. Many schools that have successful breakfast programs make it nearly impossible to distinguish between a student who is eligible for a reduced-price or free meal and a student who pays.
- **Timing:** The timing of school breakfast can be a barrier to student participation. If children must choose between socializing and eating, most children choose not to eat. Schools with high participation rates provide breakfast in the classroom, or as a "grab and go" meal, instead of before school starts.

- **Best Practices[11]:** Schools have been successful serving breakfast to students using a variety of best practices to suit the school and its students, teachers, facilities and budgets. The task force learned of the following best practices and includes them here to illustrate ways Maine schools have been successful in implementing this program and to highlight how communities can be successful in addressing student hunger.

  - Undertaking strong coordinated outreach efforts by school staff to maximize the return of application forms and the certification of as many eligible students as possible. A school that certifies 100% of its eligible students may have a better chance of qualifying for grant funding and for student loan forgiveness for teachers.
  - Traditional breakfast is served in the cafeteria before the first class each day. Traditional breakfast can be supplemented by second-chance breakfast later in the morning.
  - Traditional breakfast with expanded hours, which is served and eaten in the cafeteria or picked up in the cafeteria and eaten in the classroom, is available during the morning whenever a student needs to eat.
  - Breakfast in the classroom is served during the first class, usually pre-packaged in a bag.
  - Second-chance breakfast is served between classes early in the day, can be picked up in the cafeteria or at a breakfast kiosk, and can be eaten in the classroom. Second-chance breakfast supplements traditional breakfast.
  - Grab-and-go breakfast is served at the beginning of school, can be picked up in the cafeteria or at a breakfast kiosk, is usually pre-packaged in a bag and can be eaten during class.
  - Universal breakfast is an expansion of eligibility to provide breakfast to all students at no cost. Universal breakfast should be considered along with the best practices for serving breakfast listed above.

National School Lunch Program

Today in Maine while virtually all public schools offer school lunch, every day an average of 33,601[12] students who are eligible for free and reduced-price meals do not receive school lunch. Under the National School Lunch Program, students are eligible for either free or reduced-price

[11] Links to selected best practices can be found at Appendix E.

[12] Maine Department of Education, DOE Child Nutrition Services Reports, https://portal.maine.gov/sfsr/sfsrdev.public_reports.main_page.

meals or pay full price, depending on income eligibility as determined through an application process.

- **Barriers:** Barriers to participation in the National School Lunch Program include some of the same barriers as the School Breakfast Program, such as stigma and the application **process**.

    - **Food Options:** An additional barrier to participation may be that other food options provided by vending machines or off-campus are more appealing than the food that is served in the cafeteria. Often these food options are less nutritious.
    - **Timing:** The amount of time allotted for school lunch and the timing of school lunch are barriers to student participation. Schools with high participation rates offer recess before the meal, adequate time to go through the lunch line and adequate time to eat. They offer the meal at an appropriate time of day.

- **Best Practices:** Schools have been successful serving lunch to students using a variety of best practices to suit the school and its students, teachers, facilities and budgets. The task force learned of the following best practices and includes them here to illustrate ways Maine schools have been successful in implementing this program and to highlight how communities can be successful in addressing student hunger.

    - Undertaking strong coordinated outreach efforts by school staff to maximize the return of application forms and the certification of as many eligible students as possible. A school that certifies 100% of its eligible students may have a better chance of qualifying for grant funding and for student loan forgiveness for teachers.
    - Commitment to school lunch as a priority from the students, parents, teachers, administrators, school food service personnel and school board and the broader community.
    - Outreach and publicity on the nutritional value and quality of school meals.
    - Accommodation of students' schedules to allow time and flexibility so that all students have an opportunity to eat lunch.
    - Incorporation of information into teacher lesson plans on the nutritional values of foods, the connections between adequate nutrition and learning, and the benefits of trying new foods.
    - Increased use of fresh and locally grown foods, providing a salad bar and cooking more foods from scratch.
    - Scheduling recess before lunch in elementary schools.

Summer Food Service Program

Today in Maine, 75,876 students who are eligible for free and reduced-price meals are not receiving meals in the summer. There are generally two entities involved in running a Summer Food Service Program – sponsors and sites. Sponsors, which run the individual programs and communicate with the state agency, may include schools, local government agencies, camps, faith-based and other nonprofit community organizations. Sites, which can be the sponsors' or

other public sites, are overseen by sponsors and serve meals to all children who request meals or to only those children who enrolled in the programs as required by federal law. See Appendix D, Table 2 for more detailed information. In most cases, the school district itself makes the best sponsor since it already has established relationships with families and it has the facilities and staff to prepare meals.

- **Barriers:** As is the case with other programs there is not always recognition of the importance of these programs at the district level. Furthermore, as summer food service is not part of the school budget the perception of its essential importance to a student's success is diminished. The Summer Food Service Program reaches only a very small percentage of eligible children and experiences more barriers to success than other programs.
    - **Sponsorship:** As previously stated, schools often make the best sponsors; however, schools may feel unable to sponsor programs because of constraints, such as funding and staffing. While nonprofits can act as sponsors, it may be difficult for them to get a program started and to get the necessary participation to make it financially feasible. The risk of potentially losing money in the first few years of a program, along with logistics on how to prepare and distribute the food makes finding sponsors difficult.
    - **Transportation:** The rural nature of Maine makes transportation to summer sites difficult. While reimbursements cover food, administration and overhead, they are not enough to also cover the cost of providing transportation to and from sites.
    - **Funding:** The greater the number of meals served the greater the reimbursements and efficiency, resulting in more consistent, reliable funding. However, in the first few years of a program, there is not always a steady stream of participants, and during this time programs often lose money. This loss of money can result in the closure of sites.
    - **Awareness:** There is a lack of awareness about the Summer Food Service Program statewide. When populations are dispersed over large or rural areas, effectively distributing summer program information can be difficult.
    - **Programming:** Successful summer sites host activities for children in addition to

Partnerships that Provide Summer Meals

Good Shepherd Food Bank has for years partnered with Bangor schools, the public library, parks and recreation programs, and other nonprofits to provide meals to children at summer meals sites across the city. In 2014 Good Shepherd started a mini-grant program across the state to cover program costs for the following purposes: transportation costs, costs associated with serving meals at multiple sites, outreach to families, programming activities for kids at sites and higher costs associated with providing more fresh fruits and vegetables that appeal to kids.

(Source: Clara Whitney, Good Shepherd Food Bank Maine Hunger Initiative, December 2014)

meals. Funding is not included in the meal reimbursement rate for programming. While collaboration with community groups helps to fill this gap, it can be difficult to provide programming that will draw children.

- **Best Practices:** Summer meals programs have been successful using a variety of best practices to suit their communities. Recognized best practices include the following techniques.

    - Streamline the application process and develop processes that coordinate between school meals programs and summer meals programs.
    - Secure a sponsor from one or more schools, community organizations or businesses and identify community partners.
    - Identify meal sites in one or more locations. Consider access for students, transportation and whether the site can qualify as an open site to serve students through age 18 and with no financial eligibility requirements.
    - Select meal times and options, which include choosing among breakfast, lunch, dinner and snacks, choosing how many days a week to serve meals or snacks and choosing when to start and end the program in relation to the school summer vacation.
    - Cultivate volunteers and dedicated staff, provide outreach to the community and consider activities and programming that will interest and attract children.

Child and Adult Care Food Program (CACFP)

Today in Maine there are only 20 CACFP at-risk afterschool sites in operation. These 20 sites served only 475 children during federal fiscal year 2014. Federal CACFP funding is provided to afterschool programs that serve snacks or meals in low-income, at-risk areas. A CACFP at-risk afterschool meals program must:

1. Be organized primarily to provide care for children after school or on the weekends, holidays, or school vacations during the regular school year;
2. Provide organized, regularly scheduled activities in a structured and supervised environment;
3. Include education or enrichment activities; and
4. Be located in an area where at least 50 percent of the students are eligible for free or reduced-price meals under the National School Lunch Program.

- **Barriers:** As in other child nutrition programs, challenges to the expansion and success of CACFP include sponsorship and transportation issues.

    - **Application:** The sponsor application for CACFP is lengthy, complex and only available on paper. The application form and process become deterrents to eligible and interested program sponsors.
    - **Awareness:** This program only became available in Maine in 2010 and is still lacking widespread awareness. Best practices and innovative approaches for the utilization of this program are not yet fully developed, making starting a

program in a qualifying community even more daunting.

- **Best Practices:** At-risk afterschool programs in other states have been successful using a variety of best practices to suit their communities. As this is a fairly new program in Maine, looking at successes in other states can provide insight into how to increase knowledge and participation in the CACFP- At-Risk Afterschool Program. Recognized best practices in other states include the following techniques.

    - Streamline the application process and develop processes for online program applications and online tools to determine program eligibility and capacity.
    - Outreach to secure larger sponsors who are more capable of providing financial assistance and addressing logistics.
    - Increase training, especially online, to disseminate important program information and requirements.

Special Provisions

Community Eligibility Provision[13]: The newest of the federal programs discussed by the task force, the Community Eligibility Provision (CEP), is an alternative program option to the SBP and NSLP (including the afterschool snacks program). A qualifying institution that uses CEP provides meals to all students at no cost.

Program Snapshot

Number of districts participating: **7**
Number of potentially qualifying districts: **27**

Today in Maine, of the 27 school districts that are potentially eligible for CEP, 21 schools participate from 7 school districts[14]. CEP eligibility for a school district or school is determined by using data from other programs, including, but not limited to, the Supplemental Nutrition Assistance Program (SNAP) and the Temporary Assistance Program for Needy Families (TANF). To be eligible to participate, a district, an individual school, or a group of schools from the same district must have a directly certified student percentage of at least 40%. For schools that serve predominately low-income students, CEP can be used to provide healthful, nutritious meals that are free to all students without the need to collect individual applications for free and reduced-price meals. In addition once a school qualifies to use CEP it can continue to use CEP for 4 years.

- **Barriers:** CEP is new to Maine, available first in 2014 after a 4-year pilot in select school districts nationwide. Lack of awareness of availability and lack of knowledge of how to implement CEP at the district level are barriers to the adoption of CEP. However, stigma, which is a barrier to student participation, is negated with CEP since all students receive meals at no cost.

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[13] Maine Department of Education, DOE Child Nutrition Services Reports, https://portal.maine.gov/sfsr/sfsrdev.public_reports.main_page.
[14] Ibid.

- **Awareness/Timing:** Awareness of this new program and how it works is lacking. In addition, the early notification deadline for 2014-2015 did not provide schools sufficient time to determine if CEP was a viable alternative (for school year 2014-2015, the deadline for notification was June 30th, but later was extended to August 31st).
- **Administrative Issues:** Determining whether CEP is a viable option is a complicated process, involving calculating whether CEP would benefit a school or district and whether joining this program would require additional funds. The technical assistance needed for these calculations and determinations has not been fully developed.
- **Funding Complications:** Perhaps the biggest barrier to the expansion of CEP in Maine is the fear of losing federal funding under Title I and state funding for Essential Programs & Services. Currently the level of state funding for schools is partially determined using the information provided by the free and reduced-price meals applications. Under CEP, these forms are no longer necessary to determine eligibility. Schools that have successfully implemented CEP collect the necessary information using a new form and strategic outreach to ensure the forms are completed and returned with no decrease to Title I and Essential Programs & Services funding.

Success in Skowhegan

The Skowhegan Schools in RSU 54 started to use the Community Eligibility Provision (CEP) for school year 2014-2015. On the first day of school in the fall, student participation in school breakfast increased 45% and student participation in school lunch increased 32%.

In order to obtain over $1,000,000 in state and federal funding for Title I and Essential Programs and Services RSU 54 created a new financial disclosure form that would be easier and less intrusive for families to use. All district staff reached out to families to ensure that completed forms were returned to school. With 95% of all forms returned to school by October RSU 54 has proven that use of CEP does not have to jeopardize funding.

(Source: RSU 54 Superintendent Brent Colbry, Testimony before the Task Force to End Student Hunger in Maine, October 6, 2014.)

- **Best Practices:** Offering universal meals at no cost to all students is a best practice to eliminate the stigma associated with receiving free or reduced-price meals. A school that uses CEP must collect financial data from students' families for the purposes of Title I funding and funding for Essential Programs and Services. A simplified form that is user friendly and for which the school undertakes active outreach to the family is another best practice.

Provision 2: Like CEP, Provision 2 provides an alternative to requirements for annual eligibility determinations for free and reduced-price meals. Under Provision 2 a school must only make eligibility determinations in the first year of a 5-year cycle. This could be accomplished through the normal application collection method traditionally used under the School Breakfast Program and National School Lunch Program.

If a school district is not eligible to use CEP, Provision 2 may be an option because a school can operate a universal free breakfast program, lunch program, or both and reduce the administrative burden of collecting yearly applications. Districts that find that Provision 2 is not economically feasible have the option to stop the program during the school year.

Provision 2, like CEP, offers universal meals at no cost to all children, which is a best practice to eliminate stigma and increase the numbers of children accessing the program. The task force did not focus on Provision 2 as part of the action plan and focused instead on the newer option of CEP.

RSU 16: Success With Provision 2

Using Provision 2 to qualify for federal reimbursement for school meals, RSU 16 in Poland, Minot and Mechanics Falls, offers meals free to all students. More students eat and administrative costs and uncollectible student debt for unpaid meals decrease.

(Source: Betty Hayes, School Food Service Director, RSU 16, Testimony

IV. GOALS AND RECOMMENDATIONS TO END STUDENT HUNGER; ADOPTION OF ACTION PLAN TO END STUDENT HUNGER

The Task Force to End Student Hunger in Maine concluded its work with the adoption of the Action Plan to End Student Hunger, which includes both broad and program-provision specific goals to eliminate student hunger within five years. The Action Plan to End Student Hunger serves as an action plan for the citizens of Maine and the state's municipalities, school districts, numerous organizations, farms and businesses, the Legislature, the Governor and Executive Department and community leaders. The task force urges school districts and communities to examine the untapped potential of child nutrition programs, build on their own strengths to benefit their communities and eliminate student hunger.

Action Plan to End Student Hunger

Broad Goals to End Student Hunger	
Goals	**Recommendations**
1. Raise awareness of student hunger and the impact of food insecurity on students and provide information on the connection between good nutrition and the success of students in school.	1.1. Establish an ongoing Commission to End Student Hunger to provide leadership in the fight to eliminate student hunger, raise awareness of food insecurity and anti-hunger opportunities and best practices, assist schools and communities with federal nutrition program requirements and report to the Legislature on an annual basis.
	1.2. Develop a public awareness campaign to increase awareness of student hunger and available nutrition programs, to decrease the stigma of participation and to call the public to action.
	1.3. Publicize the critical role of child nutrition programs in the success of students and the importance of nutrition to the educational process.
	1.4. Authorize a Summit to End Student Hunger to meet on an annual or biennial basis to discuss progress, challenges and best practices.
2. Increase participation in and support for child nutrition programs within state government.	2.1. Adopt this action plan.
	2.2. Amend the state formula for funding Essential Programs and Services (EPS) to recognize the costs of the school nutrition director and the school nutrition program.
	2.3. Liaison between DOE and DHHS. Using new state funding and creating a new position, the Department of Education and the Department of Health and Human Services will increase communication and cooperation and the monitoring of child anti-hunger programs in both departments. The departments will convene quarterly meetings to collaborate on child nutrition programs. The departments will provide quarterly reports to the joint standing committee of the Legislature having jurisdiction over education matters and to the Commission to End Student Hunger in Maine on cooperation between the departments regarding child anti-hunger programs.
	2.4. Establish a state grant program to end student hunger. The Department of Education will adopt rules to establish an anti-hunger grant program and to make the initial grants available by October 1, 2015. Grants will be available to school districts, schools, and non-school sponsors to meet equipment and operational costs, to address transportation and other needs and to provide funding to sponsors that expand their programs and increase student participation.

Broad Goals to End Student Hunger	
Goals	**Recommendations**
(Goal 2 continued)	2.5. Expand access to data on student meals programs in the Department of Health and Human Services and Department of Education in order to measure and track access to, and participation in, child nutrition programs. The departments will provide all school districts, school units and or schools with analyses of their existing child nutrition programs and their funding, their participation rates, and federal funding not being utilized. Student meal program data should be publicly available on the Department of Health and Human Services and Department of Education websites. The departments will explore new partnerships for the dissemination of data.
2. Increase participation in and support for child nutrition programs within state government.	2.6. Establish a Community Eligibility Provision working group, during the winter and spring of 2015, which will be convened by the Department of Education to review the opportunities and challenges of the Community Eligibility Provision, study best practices related to the Community Eligibility Provision for school districts, address barriers to use of the Community Eligibility Provision, and make recommendations to the Department of Education and the Department of Health and Human Services. The Department of Education will, on behalf of the working group, issue a report to the Legislature and the Governor by April 30, 2015. The working group will specifically review options for reconciling the differing requirements for use of the Community Eligibility Provision and for Title I reimbursement and for essential programs and services funding and will recommend any needed legislation, rule changes or alternative solutions to address these issues.
	2.7. Work with Maine's Congressional delegation. The Department of Education and the Department of Health and Human Services will work with the Congressional delegation of the State of Maine to make participation in federal meals and snacks programs for students easier for school districts and nonprofit organizations and to make administration of the programs easier for the Department of Education and the Department of Health and Human Services.

Broad Goals to End Student Hunger	
Goals	**Recommendations**
3. Increase participation in and support for child nutrition programs through partnering with farms, food distributors, nonprofits, and state, federal and private programs.	3.1. Establish anti-hunger coordinator positions, to undertake anti-hunger work with schools, state and community agencies, in accordance with the work parameters established by the Commission to End Student Hunger. Positions to be funded initially for years 1 and 2 by donation from non-governmental entities.
	3.2. Take full advantage of existing, successful and innovative child nutrition programs and of new programs, best practices and creative partnerships.
	3.3. State agencies, along with nonprofits and community organizations will evaluate and assess child nutrition programs available to school districts to determine which may be appropriate for individual districts and assist with implementation.
	3.4. Promote best practices and leverage technical assistance and expertise.
	3.5. Establish new and expand existing partnerships among state government, the public sector, school districts, nonprofits and community organizations and the private sector.
Program-Provision Specific Goals to End Student Hunger	
Goals	**Recommendations**
School Breakfast Program **4. Within five years Maine will achieve registration of 100% of students who are eligible for free or reduced-price school breakfast and achieve daily participation as close as possible to 100% of eligible students who are in attendance each day.**	4.1. The Department of Education, after consultation with the Commission to End Student Hunger, will establish as a benchmark the state average student participation rate.
	4.2. The Commission to End Student Hunger will choose at least eight schools with a free and reduced eligibility rate near 50% and participation rates under 35% and focus on increasing participation through the use of identified best practices.
	4.3. The Commission to End Student Hunger will provide information to school administrators through educational and supporting materials that show the connection between nutrition and learning, the need for adequate time for school breakfast and examples of breakfast delivery methods, best practices and successes.
	4.4. The Department of Education will make available on its website and incorporate into annual training for school districts the rates of increase in eligibility for free or reduced-price school breakfast and the average daily participation rates in schools and school districts.
	4.5. Each year for four more years the Commission to End Student Hunger will adjust the eligibility and participation rates to reach out to more schools in order to increase participation and end student hunger.

Program-Provision Specific Goals to End Student Hunger	
Goals	**Recommendations**
School Lunch Program **5. Within five years Maine will achieve registration of 100% of students who are eligible for free or reduced-price school breakfast and achieve daily participation as close as possible to 100% of eligible students who are in attendance each day.**	5.1. The Department of Education, after consultation with the Commission to End Student Hunger, will establish as a benchmark the state average student participation rate.
	5.2. The Commission to End Student Hunger will choose at least eight schools with a free and reduced eligibility rate near 50% and participation rates under 60% and focus on increasing participation through the use of identified best practices.
	5.3. The Commission to End Student Hunger will provide information showing the connection between nutrition and learning, examples of lunch delivery methods and ideas for improving the quality of meals, best practices and successes, including recess before lunch.
	5.4. The Department of Education will make available on its Internet website and incorporate into annual training for school districts the rates of increase in eligibility for free or reduced-price school lunch and the average daily participation rates in schools and school districts.
	5.5. Each year for four more years the Commission to End Student Hunger will adjust the eligibility and participation rates to reach out to more schools in order to increase participation and end student hunger.
Summer Food Service Program **6. Within five years Maine will provide at least one summer meal site in every school district that is eligible for a summer meals programs.**	6.1. The Commission to End Student Hunger will choose twelve schools that operate summer meals programs with participation rates below 20% and will focus on increasing participation through the use of identified best practices and on increasing program participation from year to year.
	6.2. The Department of Education and the Commission to End Student Hunger will provide information to the public on summer meals sites, including information on state requirements that certain school districts have summer meals programs and encourage program participation from year to year.
	6.3. The Commission to End Student Hunger will work with potential and current sponsors to develop and improve programming at summer meal sites that attracts students to the summer meals programs. The commission will work with potential and current sponsors to develop community partnerships to fund the programming as federal reimbursement does not cover programming costs.
	6.4. Each year for four more years the Commission to End Student Hunger will adjust the participation rates to reach out to more schools and program sponsors in order to increase participation rates and end student hunger.

Program-Provision Specific Goals to End Student Hunger	
Goals	**Recommendations**
CACFP – At-Risk Afterschool Meals **7. Over the next five years Maine will achieve an increase of 20% per year in the availability of at-risk afterschool meals programs dispersed broadly across the state.**	7.1. The Commission to End Student Hunger will work with the Department of Health and Human Services to streamline the state application process and with Maine's Congressional delegation to simplify the federal application process.
	7.2. The Commission to End Student Hunger will choose eight school districts or nonprofit organizations with free and reduced eligibility rates at or above 50% that operate summer meals programs and can expand to at-risk after school meals and focus on increasing participation through the use of identified best practices.
	7.3. The Commission to End Student Hunger will provide information and outreach to children's clubs and organizations to increase knowledge of child nutrition programs and participation in them.
	7.4. The Department of Education and the Department of Health and Human Services will increase their outreach to school districts and nonprofit organizations, utilizing outcomes from the quarterly meetings between the two departments.
	7.5. The Department of Health and Human Services will make available on its website the rates of increase in sites for the at-risk afterschool program and the location of available sites.
	7.6. Each year for four more years the Commission to End Student Hunger will adjust the eligibility rates to reach out to more schools and nonprofit organizations in order to increase participation rates and end student hunger.
Community Eligibility Provision **8. Within five years Maine will achieve use of the Community Eligibility Provision by at least one school in each school district that is eligible for the Community Eligibility Provision through direct certification.**	8.1. The Commission to End Student Hunger will choose eight school districts with the highest direct certification rates that are likely to be able to qualify for universal eligibility under the Community Eligibility Provision and in which use of CEP will not result in the need for additional local funding and will provide extra information and resources to those districts to assist them in enrolling through CEP.
	8.2. The Commission to End Student Hunger will work with the Department of Education to address administrative issues that pose challenges to schools that use CEP, including but not limited to the need for data, the application process and due date, the need for technical assistance and analysis of the benefits and risks of CEP and techniques for mitigating risks.
	8.3. Each year the Commission to End Student Hunger will reach out to more schools to assist them in enrolling through the Community Eligibility Provision in order to end student hunger.

V. STUDY PROCESS

The Task Force to End Student Hunger in Maine met six times during the summer and fall of 2014. Copies of the agendas and summaries for all meetings are available at http://legislature.maine.gov/legis/opla/studenthunger.htm.

July 7th meeting

The first meeting of the task force was held on July 7th in Augusta. The meeting included the following speakers and discussions.

- **Gail Lombardi**, representing the Department of Education, provided information on nutrition programs for students.
    - **School Breakfast Program.** 680 schools offer school breakfast programs, with 52% of the students eligible for free or reduced-price breakfast eating school breakfasts. Barriers to higher participation include stigma, scheduling, schools placing a low priority on breakfast, operational costs and difficulty in getting completed application forms returned to school.

Success in Portland

When Lincoln Middle School in Portland implemented free and universal breakfast and began providing breakfast in the classroom, breakfast participation increased from 30% to 80%. Teachers reported that behavioral incidents decreased 38%. Visits to the school nurse for feeling ill due to hunger decreased 100%. Students' grades improved, as well as their ability to focus and stay on task.

(Source: *The Way Breakfast Should Be: Best Practices for Serving Breakfast to More Children,* page 6, Preble Street Maine Hunger Initiative, February 2014.)

    - **School Lunch Program.** Maine schools serve 11 million free lunches, 1.6 million reduced-price lunches and 7.6 million full price lunches, serving approximately 63% of the students eligible for free and reduced-price lunches. Barriers to higher participation include stigma, scheduling, students choosing to socialize rather than eat lunch and difficulty in getting completed application forms returned to school. Elementary school programs have the highest participation rates while high school programs offer the most menu options.
    - **Summer Meals Program.** During the summer of 2014, schools, colleges, summer camps, municipalities and non-profits operated 337 summer meals programs, reaching an estimated 18% of eligible students. Partnering among schools, municipalities and local businesses and organizations is critical to

success. Barriers to more programs and higher participation include stigma, costs, acceptance of responsibility for summer meals and transportation.

- **Therese Cahill-Low,** representing the Department of Health and Human Services, provided information to the task force on CACFP nutrition programs.
    - **CACFP (Child and Adult Care Feeding Program).** The Department of Health and Human Services administers 400 after school programs that provide snacks or meals and 31 programs for youth in at-risk areas through age 12 and disabled youth through age 18. The task force heard that less than 1% of eligible students are served by CACFP programs.

August 4th Meeting

The second meeting of the task force was held on August 4th in Augusta. The meeting included the following speakers and discussions.

- **Farmers Panel.** Ralph Turner from Laughing Stock Farm in Freeport and Alice Percy from Treble Ridge Farm in Whitefield discussed the opportunities and challenges in providing more locally produced and sourced foods in Maine schools. Also joining the discussion were Don Todd, Executive Director of the USDA, Maine Farm Service Agency and Tim Hobbins, representing the Maine Potato Board. The task force heard the following:

    - **Challenges:**
        - Infrastructure and equipment needs;
        - Connecting farms with schools;
        - Price;
        - Level of product processing and preparation;
        - Food service employees' ability to utilize the product; and
        - Regulatory requirements for food safety.

    - **Opportunities:**
        - Utilizing existing established resources and local, state, and federal organizations and agencies;
        - Using farms and farmers to educate students about food;

Buying Local

School districts across the state are working to increase local food purchases. Portland celebrates local food in Local Lunch each week. In 2013, Portland Public Schools purchased 36% of their food from Maine producers, including 50,000 pounds of local produce and 14,000 pounds of local protein.

(Source: Ron Adams, Food Service Director, Portland Public Schools, Testimony on LD 1431, An Act to Support School Nutrition and Expand the Local Foods Economy, before the Agriculture, Conservation and Forestry Committee, January 21, 2014.)

- Fresh Fruit and Vegetable Program; and
- Nontraditional partnerships (i.e., Good Shepherd Food Bank and Portland Schools)

- **School Food Services Directors Panel.** Barbara Nichols from Westbrook School District, Betty Hayes from RSU 16 (Minot, Mechanic Falls and Poland), and Alisa Roman from the Lewiston School District spoke about the opportunities and challenges in expanding access for students to nutritious foods throughout the year.

  - **Challenges:**
    - Maintaining participation numbers in the summer;
    - Addressing pockets of low income in a school district, when the district as a whole does not meet 50% poverty level threshold;
    - Collecting debts for nonpayment by students;
    - Keeping per meal costs low while using local produce and products;
    - Eliminating social stigma of qualifying for free and reduced-cost meals;
    - Reconciling the Community Eligibility Provision (CEP) with the need to collect data for the state funding formula and Title I purposes;
    - Providing sufficient time for students to eat meals;
    - Acceptance of universal breakfast programs in the classroom; and
    - Holding administrators and teachers to wellness policy.

  - **Opportunities:**
    - Utilizing community recreational activities and other local opportunities for summer feeding sites;
    - Providing universal eligibility programs;
    - Utilizing the Community Eligibility Provision;
    - Eliminating the reduced-cost category;
    - Offering a variety of choices;
    - Holding recess before lunch so students are not distracted;
    - Educating students about food and how to prepare it; and
    - Sharing knowledge through existing channels.

- **Public Comments.** During the public comment period task force members heard from the following persons. Ralph Turner spoke of existing entities that can help coordinate a school-farm relationship, including the county boards of the Maine Farm Bureau, AGCOM, the Maine university system and government agencies. Jim Hanna of the Cumberland County Food Security Council spoke of past studies on the issue of student hunger and the importance of good data so that baselines and benchmarks can be established and success can be measured. Mr. Hanna also spoke of the importance of legislative buy-in and the potential impact of small investments. Jennifer Johnson from Waterville reiterated the need for good data and the success of the in-school pantries and donations from the community for pantries and backpack take-home meals programs. Amy Gallant from the Preble Street Maine Hunger Initiative stressed that the potential of the Community Eligibility Provision.

September 9th Meeting

The third meeting of the task force was held on September 9th at Bangor High School. The meeting included the following speakers and discussions.

- **Bangor Schools Panel Discussion.** Benjamin Sprague, Chair of the Bangor City Council, welcomed the task force to Bangor, spoke of Bangor's commitment to all of its residents, young and old and stressed that nutrition programs for students and families are an investment in the future. Representatives of the Bangor School Department provided information to the task force as follows.
    - **Superintendent Betsy Webb** presented information on the commitment of the Bangor School Department to every student, mentioning the adoption of common goals and a strategic plan and values, stressing Bangor's dedication to academic excellence for all, professional excellence and quality instructional programs and the importance of its partnerships with families and community partners.
    - **Noelle Scott, School Food Service Director,** provided information on Bangor's school meal programs, after school programs, the summer meals program, the backpack program and the Fresh Fruit and Vegetable Grant, stressing the value of the partnerships with farms to provide fresh fruits and vegetables and consideration of the Community Eligibility Provision in 2014-2015. She also stressed the lack of kitchen space and equipment in some schools, which limits the capability of some schools to produce high quality meals from fresh foods.
    - **Richard Fournier, Principal of the Fruit Street School,** presented information on Bangor's elementary schools, the importance of providing transportation and of reaching broadly through the community to form partnerships.
    - **Robert MacDonald, Assistant Superintendent,** presented information on Bangor's commitment to common values and on building understanding and fidelity to those values.

Success in Bangor

The Bangor School Department has adopted a culture of excellence from all students and professional staff.

Realizing that being well-nourished is a critical part of excellence and success, the Bangor schools partner with Good Shepherd Food Bank, as well as a number of neighborhood, business, community and municipal partners to make sure students have access to adequate food year round.

(Source: Superintendent Betsy Webb, Testimony before the Task Force to End Student Hunger in Maine, September 9, 2014.)

- **Lynn Silk, Principal of the Vine Street School,** provided information on the commitment of the schools to each student and the importance of a champion in the life of each child.
- **Paul Butler, Principal of Bangor High School,** returned the task force to the importance of curriculum, instruction and assessment and spoke of the common message that the Bangor schools stress: the sense of purpose, pride in achievement and commitment to seeking out challenges.

- **Public Comments.** During the public comment period task force members heard from the following persons.

  - **Melissa Huston, Good Shepherd Food Bank**, spoke of the backpack program that is funded with private donations and distributes food to 90 families from the Bangor schools on Fridays during the school year, for a cost of $225 per student per year.
  - **John Moore, Bangor Savings Bank Community Reinvestment Activity officer**, urged the task force to set goals that eliminate hunger for students during the school year, providing food to families in a manner that is convenient, affordable and via a normal channel for obtaining food. He stressed partnerships with the private sector.
  - **Jen Grobe, representing the Preble Street Maine Hunger Initiative,** spoke of her experience working during the summer with the SAD15 summer meals program which was funded with a grant from the Good Shepherd Food Bank and of the challenges and successes of summer meals programs.
  - **David Sturdevant spoke for the Bank of America,** encouraging the task force to reach out to businesses, to take advantage of the willingness of volunteers and to spread the word on student hunger and on the availability of assistance for families.
  - **Lois Kilby-Chesley** spoke for the Maine Education Association of the impact that a food-insecure child has on the whole classroom and of the opportunities presented by pre-school and after school programs, offering the assistance of the Maine Education Association in tackling the problem of student hunger.

- **Community Leaders Panel Discussion.** Laura Pineo, Food Service Director for RSU 54 in Skowhegan, Michael Myatt, Executive Director of the Bangor Housing Authority, and Shawn Yardley, a community leader, and formerly the director of health and community services for the City of Bangor, provided information to task force members from their perspectives.

  - **Ms. Pineo, Food Service Director for RSU 54**, explained the recent decision of RSU 54 to utilize the Community Eligibility Provision (CEP) to provide to all students school breakfast and school lunch free of cost. Ms. Pineo stated that the school meals program is fully self-supporting and that the district is using a form to collect family income eligibility data for the purposes of the Title I program, other federal grant programs and the State of Maine essential programs and services funding formula.

Ms. Pineo stated that on the first day of school, participation in school lunch increased from 59% in 2013 to 81% in 2014, while participation in school breakfast increased to 27%. She stated that a la carte meal revenues and donations assist in meeting the costs of the program and that the school food service has not increased its staff or other costs.

- **Michael Myatt, Executive Director of the Bangor Housing Authority**, explained the after school meal programs and summer meal programs that the housing authority operates in areas of high food insecurity in Bangor, stressing the importance of transportation, the need for dedicated volunteers and strong community partnerships. Mr. Myatt explained the critical nature of the backpack program in providing nutritious foods to the whole family.
- **Shawn Yardley,** a community leader, provided information from his perspective working with families. Mr. Yardley spoke of the lessons he learned from his own children and from the families with whom he worked and how hunger is just one challenge in the student's life.

October 6th Meeting

The fourth meeting of the task force was held on October 6th in Augusta. The meeting included the following speakers and discussions.

- **Representatives of Maine's Congressional delegation.** Representatives of Maine's Congressional delegation participated in a panel discussion on issues related to student hunger and federal programs to address student hunger.

  - **Rosemary Winslow, representing the office of Congressman Michael Michaud,** spoke about hunger and poverty issues in her hometown of Waterville, mentioning school and community initiatives to address student hunger.
  - **Olivia Kurtz, representing the office of Senator Susan Collins,** spoke of the Agricultural Act (the Farm Bill), reauthorization of SNAP, the community food program, the emergency food programs, and the school breakfast and lunch programs, Senator Collins work on school equipment grant and loan programs and the need for flexibility in school breakfast and lunch programs and the summer food program.
  - **Bethany Beausang, representing the office of Congresswoman Chellie Pingree,** spoke of the use of locally sourced foods in school meals programs, of SNAP benefits, of the reauthorization of the school breakfast, lunch and summer meals programs in 2015, and of challenges of food insecurity.
  - **Marge Kilkelly, representing the office of Senator Angus King,** spoke to the task force of four proposals that Senator King has made: (1) A School Nutrition Advisory Committee; (2) Delaying implementation of the Competitive A La Carte options; (3) Allowing schools to serve "no thank you" servings of some foods in order to reduce costs and waste; and (4) A geographic isolation bonus to recognize

the challenges faced by rural and small schools that are unable to purchase in volume.

- **Public comments.** The following persons provided comments and ideas to the task force.
  - **Jim Hanna**, of the Cumberland County Food Security Council, spoke of the importance of raising public awareness of the prevalence of hunger in our communities and of the importance of providing infrastructure to utilize assistance that is offered. Mr. Hanna spoke of two reports of the Maine Millennium Commission on Hunger and Food Insecurity, which, as related to student hunger recommended that Maine must:
    - Adopt a policy to end hunger and establish an Office of Food Security;
    - Make structural changes to enable the consumption of locally produced foods;
    - Move toward a universal school nutrition program that is an integral part of the educational process, for all students, without cost, with a "free cart" program for breakfast and snacks; and
    - Provide for seamless transition from one program to another.
  - **Bowen Depke**, a Portland Rotarian, spoke of the Portland Rotary chapter's adopting as a goal reduction in childhood hunger.
  - **Amy Gallant**, representing the Preble Street Maine Hunger Initiative, spoke in favor of an initiative to boost SNAP benefits in the summer for families with school-aged children for whom summer break means an end to the nutrition provided by their school programs.
  - Finally, task force members reviewed a proposal received from **Anthony Fairhead** of Childhood Food Solutions that asked for endorsement of a backpack program to provide 10 lunches to each eligible school student at the beginning of the December break in 2014.

- **A school superintendent and representatives of 3 after school programs** serving in at-risk areas under CACFP spoke with the task force.
  - **Brent Colbry, Superintendent of RSU 54 in Skowhegan**, spoke of the SAD's 1-month of experience with the Community Eligibility Provision, during which participation has risen 32% in the school lunch program (from 60% to 81% participation) and 45% in the school breakfast program. He mentioned the outreach the SAD did to get the financial disclosure forms returned to the school for the establishment of the school district's Title I eligibility.
  - **Leonard LeGrand, representing the Boys and Girls Clubs, the YMCA of Waterville and the Alfond Youth Center,** spoke of providing programming at 3 sites and 35,000 meals per year, including a hot supper starting at 2:30 p.m., of

families coming for family meals and of educational and gardening programs. He spoke of cumbersome administrative requirements for after-school programs.

- **Paula Burke representing the Boys and Girls Club of Greater Gardiner** presented on the use of the CACFP at-risk program to provide dinner and programming and on the use of funding from the Office of Juvenile Justice.
- **Raymond Estabrook and Patricia Estabrook of the Game Loft in Belfast** presented information on their prevention program that uses non-electronic games and provides a place to find friends, food and safety.

Success with CACFP At-risk After School Meals

The Gardiner Boys and Girls Club, a unit of the Boys and Girls Club of Waterville, has worked with the Department of Health and Human Services and the Department of Education to provide after school programming for students that includes nutrition and hot meals to students and their families. The club has also used funding provided by the United States Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

(Source: Paula Burke, Testimony before the Task Force to End Student Hunger in Maine, October 6, 2014.)

- The task force reviewed the 2012 report of the Commission to End Hunger undertaken in Illinois and the later 2013 report. As related to the work of the task force, these two reports from Illinois noted the following achievements in increasing awareness of and ending student hunger:
  - The initiation of the Illinois No Kid Hungry Campaign in partnership with Share Our Strength and other local, state and national partners;
  - Increases in participation from 2011 to 2012 in school breakfast by 15.9% and in summer meals programs of 172,800 meals;
  - The establishment of school breakfast coordinators to implement best practice models to increase breakfast participation;
  - In partnership with Share Our Strength, grant awards to assist schools to expand school breakfast and to support expansion of summer meals programs; and
  - Statewide anti-hunger summits, outreach materials, and grass roots family to family food ambassadors to provide information on summer meals programs.

December 8th meeting

The fifth meeting of the task force was held on December 8, 2014. The task force reviewed the draft and discussed the suggested introduction, overview of child nutrition programs, presentation of child nutrition programs in Maine, recommended child nutrition access plan and anti-hunger strategies, legislation suggested by the task force, meeting process and conclusion.

- Task force members decided to use Maine data, attributed to Maine sources, as much as possible in the report. They decided that for breakfast, lunch and summer meals programs they would present in the report the number of students eligible for free and reduced-price meals, number of students participating on an average day, the gap between eligibility and participation and the funding not used that is available from federal USDA.
- Task force members decided to focus on students eligible for free and reduced-price meals, not all students. They also decided not to address pre-school child nutrition programs, the fresh fruit and vegetable program and the milk program and to add references to awareness as a barrier and best practices as opportunities throughout the report where appropriate.
- Task force members further refined the broad goals and strategies.

- **Public Comments** were provided in the morning and afternoon:

    - **Kristine Jenkins** from Partners for a Hunger Free-York County provided information on the importance of partnerships in providing the resources to ensure that children are provided adequate food and the value of local community food councils. She mentioned the Maine Network of Community Food Councils and cautioned against leaving on the table not only funding but other resources that are available and are needed to feed the children. She spoke of USDA food programs and non-USDA programs.
    - **Jim Hanna** from Cumberland County Community Food Council provided information on food council presence in all counties, sometimes countywide and sometimes only in certain smaller areas. He spoke of the importance of partnerships and of the success of a $250,000 grant program in the early 1990's that helped almost 40 schools begin to participate in the school lunch program.
    - **Jackie Tselikis** from Partners for a Hunger-Free York County provided information on the experience in York County and its success in increasing the number of summer meals served during the summer meals program from 48,000 in 2012 to 75,427 in 2014. She also spoke of the increase in sites in 2014.

- Task force members agreed to request an additional meeting on Monday, December 22nd at 9:30 a.m. to enable all members to review the next draft and to enable absent members to participate in the final decisions of the task force. The Legislative Council of the 127th Legislature granted permission for a sixth meeting and granted an extension of the final report due date.

December 22nd meeting

The sixth meeting of the task force was held on December 22, 2014. The task force reviewed the draft and discussed goals and recommendations. The following decisions were made.

- Calculate funds not utilized for the SFSP based on the lunch/supper reimbursement amount of $3.4875.

- Add a best practice on streamlining the application process between school meals programs and summer meals programs and to add as a best practice a simplified student application form to ease the application process on the student and family and to obtain for the school district the information they need for Essential Programs and Services, school meals programs and Title I funding.
- Combine strategies, task force recommendations and action plan goals and present in a tabular format.
- Add to the conclusion acknowledgment of the efforts and leadership in fighting student hunger of the Preble Street Maine Hunger Initiative, Share Our Strength, the Maine School Nutrition Association and the Good Shepherd Food Bank.

VI. CONCLUSION

Providing a child with healthful, nutritious meals is paramount to a child's success. Studies have shown that children who have nutritional deficiencies are more likely to miss school, struggle more with materials, suffer from summer slide[15] and have more visits to the nurse's office. The task force recognizes that if Maine does not do more to ensure that our food-insecure children are provided with regular healthful, nutritious meals then the state is maintaining a pattern of poverty, because hunger severely impacts a child's success in school.

While the programs are there and the USDA has been authorized to provide reimbursements, Maine currently has major gaps in the availability of the at-risk afterschool component of CACFP, the Summer Food Service Program and in some areas of the state the School Breakfast Program. The task force hopes the adoption of the Action Plan to End Student Hunger, and proposed legislation (see Sections IV and V) will lead to a more organized and directed approach to address the shortfalls in providing nutritious meals to Maine's children. Fewer Maine children will be hungry, more Maine children will do better in school and Maine will utilize existing available resources more efficiently and effectively.

During the study process task force members learned of meal program opportunities that can be used to lessen hunger for Maine's children. In addition, they learned of energetic and committed anti-hunger activists and organizations and innovative programs. Task force members offer their sincere recognition and thanks to the many volunteers, organizations and programs that are addressing and working to end student hunger in Maine. Schools, summer recreation programs, at-risk after school programs and backpack programs feed Maine's children every day. Task force members extend their thanks in particular to the Maine School Nutrition Association, Share Our Strength, the Preble Street Maine Hunger Initiative and the Good Shepherd Food Bank.

To end student hunger within five years the Task Force to End Student Hunger in Maine adopts the Action Plan to End Student Hunger in Maine and recommends concerted action to achieve the eight task force goals articulated in this report.

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[15] Summer slide/learning loss/gap is defined as the loss of knowledge/competence in the summer months, experienced most notably by low-income youth. http://c.ymcdn.com/sites/www.summerlearning.org/resource/collection/CB94AEC5-9C97-496F-B230-1BECDFC2DF8B/Research_Brief_02_-_Alexander.pdf.

- **Awareness Goal**- Raise awareness of student hunger and the impact of food insecurity on students and provide information on the connection between good nutrition and the success of students in school.

- **Participation Goal** - Increase participation in and support for child nutrition programs within state government.

- **Partnership Goal** - Increase participation in and support for child nutrition programs through partnering with farms, food distributors, nonprofits, and state, federal and private programs.

- **School Breakfast Program** – Goal: Within five years Maine will achieve registration of 100% of students who are eligible for free or reduced-cost school breakfast and achieve daily participation as close as possible to 100% of eligible students who are in attendance each day.

- **School Lunch Program** – Goal: Within five years Maine will achieve registration of 100% of students who are eligible for free or reduced-cost school lunch and achieve daily participation as close as possible to 100% of eligible students who are in attendance each day.

- **At-Risk After School Meals – CACFP** – Goal: Over the next five years Maine will achieve an increase of 20% per year in the availability of at-risk after school meals in programs dispersed broadly across the state.

- **Summer Meals** – Goal: Within five years Maine will provide at least one summer meal site in every school district that is eligible for a summer meals program.

- **Community Eligibility Provision** – Goal: Within five years Maine will achieve use of the community eligibility provision by at least one school in each school district that is eligible for the community eligibility provision through direct certification.

Addressing the Meal Gap

According to research by Feeding America, the nation's largest hunger relief charity, there were 36 million meals missing from Maine tables in 2012.

By working to make sure children receive the meals for which they are eligible through federally-funded child nutrition programs, Maine has the opportunity to dramatically reduce this meal gap.

(Source: *Map the Meal Gap,* Feeding America, April 2014.)

APPENDIX A

Resolve 2013, chapter 107

LAW WITHOUT GOVERNOR'S SIGNATURE

APRIL 16, 2014

CHAPTER

107

RESOLVES

STATE OF MAINE

IN THE YEAR OF OUR LORD

TWO THOUSAND AND FOURTEEN

S.P. 729 - L.D. 1819

Resolve, To Create the Task Force To End Student Hunger in Maine

Emergency preamble. Whereas, acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, Maine has a moral obligation to care for its most vulnerable citizens; and

Whereas, Maine ranks first in New England in food insecurity; and

Whereas, in past years, Maine has underutilized up to $30,000,000 of federal funding that could have been used to provide meals to hungry students; and

Whereas, food insecurity has proven to have a negative impact on student health and learning; and

Whereas, the United States Department of Agriculture recently announced a nationwide expansion of its program known as the Community Eligibility Provision, which increases access to breakfast and lunch for all students in low-income areas; and

Whereas, the Task Force To End Student Hunger in Maine must be initiated before the 90-day period expires so that the study may be completed and a report submitted in time for submission to the next legislative session; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore, be it

Sec. 1. Task force established. Resolved: That, notwithstanding Joint Rule 353, the Task Force To End Student Hunger in Maine, referred to in this resolve as "the task force," is established; and be it further

Sec. 2. Task force membership. Resolved: That the task force consists of 17 members as follows:

1. Three members of the Senate appointed by the President of the Senate, including members from each of the 2 parties holding the largest number of seats in the Legislature;

2. Four members of the House of Representatives appointed by the Speaker of the House, including members from each of the 2 parties holding the largest number of seats in the Legislature;

3. Six members of the public with expertise in the fields of school food service, child health, child development or child hunger or related fields, including 2 members whose children used or are using school food programs. Three members must be appointed by the President of the Senate and 3 members must be appointed by the Speaker of the House;

4. Two members of the public appointed by the Governor;

5. The Commissioner of Education or the commissioner's designee; and

6. The Commissioner of Health and Human Services or the commissioner's designee; and be it further

Sec. 3. Chairs. Resolved: That the first-named Senate member is the Senate chair and the first-named House of Representatives member is the House chair of the task force; and be it further

Sec. 4. Appointments; convening of task force. Resolved: That all appointments must be made no later than 30 days following the effective date of this resolve. The appointing authorities shall notify the Executive Director of the Legislative Council once all appointments have been completed. After appointment of all members, the chairs shall call and convene the first meeting of the task force. If 30 days or more after the effective date of this resolve a majority of but not all appointments have been made, the chairs may request authority and the Legislative Council may grant authority for the task force to meet and conduct its business; and be it further

Sec. 5. Duties. Resolved: That the task force shall meet 5 times. The task force shall study issues associated with the creation of a public-private partnership to provide expertise to school administrative units throughout the State in adopting best practices and maximizing available federal funds for addressing student hunger by using:

1. The United States Department of Agriculture, Food and Nutrition Service, National School Lunch Program;

2. The United States Department of Agriculture, Food and Nutrition Service, Child and Adult Care Food Program, At-Risk Afterschool Meals;

3. The United States Department of Agriculture, Food and Nutrition Service, Summer Food Service Program; and

4. The 4 privately funded hunger coordinators positioned in the Healthy Maine Partnerships districts to encourage the use of school food programs.

The task force shall draft a 3- to 5-year plan outlining a ramp-up of school food programs throughout the State; and be it further

Sec. 6. Staff assistance. Resolved: That the Legislative Council shall provide necessary staffing services to the task force; and be it further

Sec. 7. Report. Resolved: That, no later than December 9, 2014, the task force shall submit a report that includes its findings and recommendations, including suggested legislation, as well as actions that can be taken immediately, for presentation to the First Regular Session of the 127th Legislature; and be it further

Sec. 8. Outside funding. Resolved: That the task force shall seek funding contributions to fully fund the cost of the study. All funding is subject to approval by the Legislative Council in accordance with its policies. If sufficient contributions to fund the study have not been received within 30 days after the effective date of this resolve, no meetings are authorized and no expenses of any kind may be incurred or reimbursed; and be it further

Sec. 9. Appropriations and allocations. Resolved: That the following appropriations and allocations are made.

LEGISLATURE

Study Commissions - Funding 0444

Initiative: Allocates funds to authorize the expenditure of outside contributions for the costs of the Task Force To End Student Hunger in Maine.

OTHER SPECIAL REVENUE FUNDS	**2013-14**	**2014-15**
Personal Services	$770	$770
All Other	$1,230	$1,230
OTHER SPECIAL REVENUE FUNDS TOTAL	$2,000	$2,000

Emergency clause. In view of the emergency cited in the preamble, this legislation takes effect when approved.

APPENDIX B

Membership list, Task Force to End Student Hunger in Maine

Task Force to End Student Hunger in Maine

Resolve, Chapter 107

Monday, January 12, 2015

Appointment(s) by the Governor

Tom Desjardin
Senior Policy Advisor
Governor's Office 1 SHS
Augusta, ME 04333-0001
207 592-4129

Public Member

Holly Lusk
Senior Policy Advisor
Governor's Office 1 SHS
Augusta, ME 04333-0001
207 287-3537

Public Member

Appointment(s) by the President

Sen. Justin L. Alfond - Chair
134 Sheridan Street
Portland, ME 04101
207 232-4187

Senate Member

Sen. Brian D. Langley
11 South Street
Ellsworth, ME 04605
207 667-0625

Senate Member

Sen. Rebecca J. Millett
12 Waumbek Road
Cape Elizabeth, ME 04107
207 415-3903

Senate Member

Ron Adams
16 Scott's Drive
Buxton, ME 04093

Public Member

Michelle Lamm
210 Pine Street
South Portland, ME 04106

Public Member

John Woods
103 Fowler Road
Cape Elizabeth, ME 04107

Public Member

Appointment(s) by the Speaker

Rep. Victoria P. Kornfield - Chair
48 Madison Street
Bangor, ME 04401
House Member

Rep. Russell J. Black
123 Black Road
WILTON, ME 04294
207 645-2990
House Member

Rep. Helen Rankin
84 Sebago Road
HIRAM, ME 04041
207 625-4620
House Member

Rep. Roger E. Reed
278 Murray Road
Carmel, ME 04419
House Member

Rita Furlow
Senior Policy Analyst
Maine Children's Alliance 303 State Street
Augusta, ME 04330
Public Member

Tiffany Krastins
513 King Street
Oxford, ME 04270
Public Member

Kristen Miale President
Good Shepherd Food Bank
62 Elm Street
Portland, ME 04101
Public Member

Commissioner, Department of Education

Walter Beesley
DOE
Child Nutrition Programs Coordinator 23 SHS
Augusta, ME 04333-0023
207 624-6843
Commissioner's designee

Commissioner, Department of Health & Human Services

Angie Bellefleur
11 State House Station
Augusta, ME 04333
Or designee

Other

Therese Cahill-Low
35 Old Village Road
Winthrop, ME 04364

Staff:

Jane Orbeton 287-1670
OPLA

Deirdre Schneider
OPLA

APPENDIX C

Suggested Legislation

SUGGESTED LEGISLATION

An Act to Implement the Recommendations of the Task Force to End Student Hunger in Maine

Emergency preamble. Whereas, acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, Maine ranks first in New England in food insecurity; and

Whereas, Maine has a moral obligation to care for its school students; and

Whereas, Maine has failed to fully utilize up to $30,000,000 per year of federal funding for student meals; and

Whereas, the Task Force to End Student Hunger in Maine has compiled a five year plan to end student hunger which requires immediate action; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore,

Be it enacted by the People of the State of Maine as follows:

PART A

Sec. A-1. 5 MRSA §12004-I, subsection 12-B is enacted to read:

12-B. Education Commission to End Student Hunger, Expenses Only, 22-A MRSA §217

Sec. A-2. 22 MRSA §217 is enacted to read:

§217. Commission to End Student Hunger

The Commission to End Student Hunger, referred to in this resolve as "the commission," is established as set forth in this section.

1. Commission membership. The Commission consists of 17 members as follows:

A. Two members of the Senate appointed by the President of the Senate, including members from each of the 2 parties holding the largest number of seats in the Legislature;

B. Three members of the House of Representatives appointed by the Speaker of the House, including members from each of the 2 parties holding the largest number of seats in the Legislature;

C. Four public members appointed by the President of the Senate:

1. One member from a statewide organization dedicated to food security;
2. One member from a statewide or regional organization dedicated to child hunger;
3. One member from a statewide or regional organization which runs a food pantry; and
4. One member who is a food service director in a municipality or school district that utilizes the USDA Community Eligibility Provision;

D. Four public members appointed by the Speaker of the House:

1. One member from a statewide or regional farm or organization which represents farming;
2. One member from a statewide or regional organization which runs an at risk school food program;
3. One member who is a superintendent in a school unit; and
4. One member who is an elected official in a town which participates in the USDA Community Eligibility Program;

E. Two public members, appointed by the Governor, who are parents whose children have utilized or are utilizing free or reduced-price student meal programs;

F. The Commissioner of Education or the commissioner's designee; and

G. The Commissioner of Health and Human Services or the commissioner's designee.

2. Chairs. For the first two years of the commission the first-named Senate member is the Senate chair and the first-named House of Representatives member is the House chair. In subsequent years the chair of the commission must be elected by the members of the commission at the first meeting of each year.

3. Terms. Each non-legislative member shall serve for a two-year term and may be re-appointed. Members may continue to serve until their replacement is appointed.

4. Duties; funding. The commission shall meet at least 2 and no more than four times per year. The commission shall work to implement the five year plan to end student hunger, shall monitor the plan and shall update it if necessary. The commission is authorized to conduct meetings throughout the State to highlight issues of student hunger. Every one or two years the commission may conduct a state wide summit to end student hunger to bring together statewide leaders. The commission shall direct the responsibilities of and supervise anti-hunger coordinators, who will work across the state and perform the following functions within school districts and communities:

A. Compile and analyze data to identify opportunities to increase food security and progress made in decreasing student hunger;

B. Raise awareness of food insecurity and opportunities and best practices to decrease food insecurity;

C. Assist school board and school food service directors and community leaders to understand, apply for and comply with the requirements of the child nutrition programs offered by the United States Department of Agriculture and the impact of the programs on students, schools and communities; and

D. Report by November 15th each year to the commission on food insecurity in communities and school districts and progress made in decreasing student hunger. The commission is authorized to submit to the Legislature legislation as the commission may determine to be appropriate.

5. Staff assistance. The Legislative Council shall provide necessary staffing services to the commission, except that the Legislative Council support is not authorized when the Legislature is in regular or special session. In addition, the advisory committee may contract for administrative, professional and clerical services if funding permits.

6. Report; legislation. By January 10 each year the commission shall submit to the joint Standing Committee on Education and Cultural Affairs an annual report that includes findings and recommendations for action to eliminate student hunger, including suggested legislation.

Sec. A-3. Appropriations and allocations. The following appropriations and allocations are made.

LEGISLATURE

Commission to End Student Hunger

Initiative: Allocates funds for the Commission to End Student Hunger, including 4 anti-hunger coordinators

		(2014-15)	(2015-16)
All Other	Other Special Revenue Funds	$500	$500

PART B

Sec. B-1. 20-A MRSA §15681-A, subsection 6 is enacted to read:

6. School nutrition costs. Beginning in state fiscal year 2014-2015, the costs of school nutrition, including the costs of the school nutrition director and the full costs, not otherwise reimbursable, of the school nutrition program.

PART C

Sec. C-1. Work to reduce student hunger. The Department of Education and the Department of Health and Human Services shall work together cooperatively to reduce student hunger through the following cooperative actions.

A. The Department of Education shall establish an anti-hunger grant program and make the initial grants under the program by October 1, 2015. The program must make grants available to school districts and schools to enable them to increase the rates at which students eligible for free and reduced-price meals participate in the meal programs, to meet equipment and operational costs and to address transportation and other needs.

B. Using new state funding and creating a new position, the Department of Education and the Department of Health and Human Services shall increase communication and cooperation between the two departments and the monitoring child anti-hunger programs in both departments. The departments shall convene quarterly meetings to collaborate on child nutrition programs. The departments shall provide quarterly reports to the joint standing committee of the Legislature having jurisdiction over education matters and to the Commission to End Student Hunger on their quarterly meetings and on cooperation between the departments regarding child anti-hunger programs.

C. The Department of Education and Department of Health and Human Services shall expand access to data in order to measure and track access to and participation in child nutrition programs under the jurisdiction of both departments. The departments shall provide each school district, school unit or school with a sourced and independently audited analysis of their existing child nutrition programs and their funding, and federal funding not being utilized.

Sec. C-2. Community eligibility provision working group. By March 1, 2015, the Department of Education shall convene a working group to review the opportunities and challenges of the community eligibility provision, study best practices related to the community eligibility provision for school districts, address barriers to use of the community eligibility provision and make recommendations to the Department of Education and the Department of Health and Human Services. The Department of Education shall, on behalf of the working group, issue a report to the Legislature and the Governor by April 30, 2015. The working group shall specifically review options for reconciling the differing requirements for use of the community eligibility provision and for Title I reimbursement and for essential programs and services funding and shall recommend any needed legislation, rule changes or alternative solutions to address these issues.

Sec. C-3. Encouraging participation in federal meals and snacks programs for students. The Department of Education and the Department of Health and Human Services shall work with the Congressional delegation of the State of Maine to make participation in federal meals and snacks programs for students easier for school districts

and nonprofit organizations and to make administration of the programs easier for the Department of Education and the Department of Health and Human Services.

Emergency clause. In view of the emergency cited in the preamble, this legislation takes effect when approved.

Summary

This bill implements the recommendations of the Task Force to End Student Hunger in Maine. The bill is emergency legislation. The bill proposes the following actions.

1. The bill establishes the statutory Commission to End Student Hunger, an ongoing commission of 17 appointed members, which will work to implement a five-year plan to end student hunger, conduct a state wide summit to end student hunger every one or 2 years to bring together statewide leaders and direct the use of funding for four anti-hunger coordinators who will assist in implementing the five-year plan.

2. The bill adds school nutrition costs to the services funded as essential programs and services in the State education funding formula.

3. The bill directs the Department of Education and the Department of Health and Human Services to work together cooperatively to reduce student hunger. The bill requires the two departments to convene quarterly meetings to collaborate on child nutrition programs. The bill requires the two departments to provide quarterly reports to the joint standing committee of the Legislature having jurisdiction over education matters and to the Commission to End Student Hunger. The bill requires the two departments to expand access to data and to provide each school district, school unit or school with a sourced and independently audited analysis of their existing child nutrition programs and their funding and federal funding not being utilized. The bill requires child nutrition data to be publicly available on the websites of the Department of Education and the Department of Health and Human Services. The bill requires the Department of Education to establish an anti-hunger grant program to assist schools and school districts.

4. The bill requires the Department of Education to convene a working group by March 1, 2015, to review the opportunities and challenges of the community eligibility provision, study best practices and barriers related to the community eligibility provision and make recommendations to the Department of Education and the Department of Health and Human Services. The bill requires the Department of Education to submit a report to the Legislature and the Governor by April 30, 2015.

5. The bill requires the Department of Education and the Department of Health and Human Services to work with the Congressional delegation of the State of Maine to make participation in federal meals and snacks programs for students easier for school districts and nonprofit organizations and to make administration of the programs easier for the Department of Education and the Department of Health and Human Services.

APPENDIX D

Tables: Tables: Income Eligibility Guidelines and Program/Provision Eligibility and Reimbursement Amounts

Table 1: Federal Income Eligibility Guidelines[1]

Income Eligibility Guidelines (July 1, 2014 – June 30, 2015)		
Household Size	**Reduced - Annual**	**Free - Annual**
1	21,592	15,171
2	29,101	20,449
3	36,612	25,727
4	44,123	31,005
5	51,634	36,283
6	59,145	41,561
7	66,656	46,839
8	74,167	52,117
Each additional family member	7,511	5,278

In addition to the reimbursement rates described in Table 2, school food authorities that are certified to be in compliance with the updated meal requirements receive an additional six cents of federal cash reimbursement for each meal served under the National School Lunch Program and Community Eligibility Provision. For the Summer Food Service Program there are also reimbursements available to cover administrative and operating costs. The amounts included in Table 2 include administrative and operating reimbursement amounts.

[1] 79 Federal Register No. 43, 12,467

Table 2: Program/Provision Eligibility and Reimbursement Amounts

Program Eligibility and Reimbursement Amounts					
Child Nutrition Program	**Income Eligibility as a Percentage of FPL**		**Reimbursement Amount**		
	Free	**Reduced**			
School Breakfast Program	At or below 130% FPL[1]	Between 130% and 185% FPL[2]		**Non-Severe Need**	**Severe Need[3]**
			Paid	.28	.28
			Reduced	1.32	1.63
			Free	1.62	1.93
National School Lunch Program	At or below 130% FPL	Between 130% and 185% FPL	**Paid[4]**	.28	
			Reduced	2.58	
			Free	2.98	
National School Lunch Program – Afterschool Snacks	At or below 130% FPL	Between 130% and 185% FPL	**Paid**	0.07	
			Reduced	0.41	
			Free	0.82	
Summer Food Service Program	**Open sites** – at least 50% of the children are eligible for free or reduced-price meals. **Enrolled sites** – at least 50% of the children are eligible for free or reduced-price meals and the child is enrolled in an activity program **Camp** –may participate, but can only serve children who are eligible for free and reduced-price meals.			**Rural or Self-Prep Site**	**All Other Types of Sites**
			Breakfast	2.0225	1.9850
			Lunch/Supper	3.5450	3.4875
			Snack	0.8400	0.8225
CACFP, At-Risk Afterschool Program	At least 50 % of the students are eligible for free or reduced-price meals under the NSLP			**Breakfast**	**Lunch/Supper**	**Snack**
			Paid	.28	.28	.07
			Reduced	1.32	2.58	.41
			Free	1.62	2.98	.82
Community Eligibility Provision	Meet a minimum level of 40% of identified students[5] for free meals in the year prior to implementing the CEP (per school or per district)		For both breakfast and lunch the identified student percentage (ISP) is used to determine reimbursements. The ISP is multiplied by 1.6 to calculate the free claiming percentage. The free claiming percentage is applied to the total number of breakfasts and the total number of lunches served to determine how many breakfasts and lunches are claimed at the free rate. The remaining meals are reimbursed at the paid rate.[6]		

1 See Table 2 for more detailed information.
2 See Table 2 for more detailed information.
3 Severe need is defined as 40% or more of lunches in a school are served free or at a reduced price in the second preceding year.
4 For schools where 60% or more of the second preceding school year lunches were served free or at a reduced-price, an additional two cent reimbursement is given for each paid, reduced-price, or free meal served.
5 Identified Students are students certified for free meals through means other than individual household applications, such as participation in SNAP, TANF, and the Food Distribution Program on Indian Reservations (FDPIR). This also includes homeless, runaway, Head Start, and Even Start youth.
6 For the purpose of reimbursements, CEP institutions can also receive the 2 cent lunch differential and severe needs breakfast rates if applicable.

APPENDIX E

Student Nutrition Program Resources

Student Nutrition Program Resources

Good Shepherd Food-Bank

- http://www.gsfb.org

No Kid Hungry, Share Our Strength Center for Best Practices

- http://bestpractices.nokidhungry.org/business-model-tool-0
- http://www.nokidhungry.org/pdfs/school-breakfast-white-paper.pdf

Preble Street Resource Center Maine Hunger Initiative

- http://www.preblestreet.org/mainehungerinitiative.php

Partners for a Hunger-Free York County

- http://www.hungerfreeyorkcounty.org/

Feeding America, Hunger in America 2014

- http://www.feedingamerica.org/hunger-in-america

Food Research and Action Center

- http://frac.org/effective-outreach-strategies/

National Education Association

- http://www.nea.org/home/38649.htm

National Food Service Management Institute

- http://www.nfsmi.org/Templates

U.S. Department of Agriculture, Food and Nutrition Service

- http://www.fns.usda.gov/sites/default/file/atriskhandbook.pdf

U.S. Department of Health and Human Services, Centers for Disease Control and Prevention

- http://www.cdc.gov/healthyyouth/nutrition/facts.htm