

City of Rochester Summer Meals Needs Assessment

Informing a Community-Wide Strategy to Close the Summer Meals Gap

January, 2013

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SUMMARY

During the 2012-13 school year 88% of Rochester City School District (RCSD) students qualified for free or reduced-priced meals and of those 72% participated in the program. When the school year is over, the Summer Meals program aims to fill in the gap by providing free meals to youth at a host of sites located throughout the city. The Summer Food Service Program (SFSP) is a federally funded program of the US Department of Agriculture (USDA). The New York Department of Education (NYSED) administers the program by partnering with local sponsors who in turn partner with local providers that directly serve youth during the summer.

As part of its 2011 City of Rochester budget analysis, the youth advocacy organization The Children's Agenda issued a call to action for the City to do what it could to expand the Summer Meals program. Building on this action call, in early 2011 the Rochester Area Community Foundation (the Community Foundation) in collaboration with the Finger Lakes Health Systems Agency, convened a series of meetings with current Summer Meals sponsors with the goal of increasing participation. Through these initial meetings the group raised many questions about how the program was currently operating and what steps would increase participation. Members ultimately wanted to have a better understanding of what the community goal for Summer Meals should be.

The Community Foundation engaged the Center for Governmental Research (CGR)¹ to conduct an objective assessment of the current Summer Meals program and to provide data-based information to frame future group conversations and action plans.

¹ CGR is a nonprofit, nonpartisan independent research and consulting organization with a mission to inform and empower community leaders. More information can be found at www.cgr.org.

The purpose of this study is to inform community-wide strategies for meeting the nutritional needs of youth during the summer months – primarily through increased participation in the Summer Meals program.

In many ways Rochester is already seen as a model community and excels in the number of Summer Meals sites available to youth. ***And yet, as a community, while we may be doing better compared to other communities, are we sufficiently meeting the nutritional needs of our youth during the summer? What should be the community target for Summer Meals participation? What is needed to close that gap?***

CGR synthesized a variety of data and perspectives to answer these questions to better inform a community-wide strategy for providing Summer Meals. Key findings and recommendations are provided below, with further details provided throughout the report.

Key Findings

1. Nearly 21,000 RCSD students participated in the free and reduced-price school lunch program in 2012, while 4,750 students participated in Summer Meals, leaving a gap of just under 16,000 students.
2. This translates to 23 out of 100 youth, who received free or reduced-price lunch during the school year, also took part in the Summer Meals program.
3. The City of Rochester ranked 8th out of 20 communities in the state in serving the greatest number of low-income children through Summer Meals – Buffalo performed slightly better than Rochester, which in turn performed better than Syracuse. By comparison, New York City performed better than each of these three upstate cities.
4. In 2012, eight community sponsors in Rochester worked with 109 provider sites to provide nearly 318,000 meals and received \$917,000 in federal and state meal reimbursement funds.
5. In the last ten years, the total number of meals served in the summer increased overall by 6% - however meals have been steadily declining since the peak in 2010, dropping by 15% over the last three years.
6. The number of Summer Meals sites dropped by 16% between 2011 and 2012 – the greatest single-year decrease over the past ten years.
7. Collectively, non-RCSD sites served fewer meals in 2012 than in any other year in the past ten years.

8. Meals at RCSD sites have dropped by 14% over the last three years.
9. The Average Daily Participation (ADP) at non-RCSD sites also declined by 26% over the last ten years, while ADP at RCSD sites declined by 4% in the last three years.
10. For 2012, the average Summer Meals site was open 22 days out of the 50 weekdays possible – with 72% of total meals served in the month of July.
11. Twelve of 40 city neighborhoods did not have any summer meals sites in 2012, but also have fewer children living there.
12. Eighty percent of providers indicated there was high or very high need for additional summer meals in their area.
13. Meal reimbursement does not cover the costs of running the Summer Meals program. Private funding and other resources play a critical role in supporting the entire system.
14. There is a pronounced lack of awareness of the summer meals program among school building personnel, administration, parents and children, and community groups. These same groups are eager to know where to easily find information about summer meals sites to then share it with students and families.
15. It is difficult for parents and community groups to find a comprehensive listing of Summer Meals sites in the City of Rochester. Information posted to statewide websites and the Summer Meals 800# are not updated until well into the summer.
16. Our summer meals system lacks a consistent coordinated community-wide approach. Until the recently convened round table discussions, the Rochester community has been without a community-wide coordination effort for more than five years.

Key Recommendations for Closing the Gap

Expand Summer Meals by 20% Each Year.

Measured by the growth in Average Daily Participation (ADP) for lunch served in July (the month most programs run during the summer for consistent comparison), the following targets are proposed, with the expectation sites would be established or expanded in target neighborhoods with the highest unmet needs as outlined in Chapter 6. As shown in the following Table, expanding the system by 20% each year will result in serving nearly half (47%) of the target population by 2016:

Table 1

Summer Meals Community Yearly Targets, based on 20% Growth in Average Daily Participation					
	Baseline 2012	2013	2014	2015	2016
July ADP	4,750	5,700	6,840	8,208	9,850
% of Target	23%	27%	33%	40%	47%

Notes: Figures represent the Average Daily Participation for lunch only during the month of July. Target based on 2012 free and reduced participation of 20,742 students.

In order to achieve this community target, the following core recommendations are presented with details and sub-recommendations outlined in Chapter 8.

1. Formalize ongoing community-wide coordination.
2. Develop annual reports to keep track of community progress and trends.
3. Seek ongoing input from providers.
4. Identify and secure supplemental funding.
5. Develop outreach and promotion from the parent's perspective.
6. Reach families through existing community systems to create a domino effect.
7. Test new models for increased participation.
8. Advocate for policy change to allow for more flexible summer meals options.

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In addition, we are indebted to the participants of the Summer Meals Planning Committee who provided invaluable insights which helped frame and inform the overall study. **Group members include:** Jeanette Batiste, Foodlink; David Brown, Rochester City School District; Luis Burgos, City of Rochester, Department of Recreation and Youth Services; Jackie Campbell, City of Rochester, Department of Recreation and Youth Services; Dina Faticone, Finger Lakes Health Systems Agency; Tom Ferraro, Foodlink; Lynn Gatto, Horizons at the University of Rochester; Mairéad Hartmann, Rochester Area Community Foundation; Brigit Hurley, The Children's Agenda; Anthony Jordan, City of Rochester, Department of Recreation and Youth Services; Carolyn Lee-Davis, The Children's Agenda; Wade Norwood, Finger Lakes Health Systems Agency; Rachel Pickering, Finger Lakes Health Systems Agency; Cameron Schauf, University of Rochester; Sue Segelman, Monroe County Legal Assistance Center; Laura Sugarwala, Foodlink; Julia Tedesco, Foodlink; Kevin Zwiebel, City of Rochester, Department of Recreation and Youth Services.

We are also grateful to the many community organizations and their staff members who gave up their time and insights to inform the study, including: summer meals sponsors and providers; Rachel Rupright of Hunger Solutions NY; Kei Chiu, Child Care Council; Lois Hazelton, NYS CACFP Centers Administration Unit; Shye Louis, ABVI-211; Jeff Kaczorowski, MD, The Children's Agenda; Bonnie DeVinney and Heidi Burke of the Greater Rochester Health Foundation; the staff of Northeast Area Development (NEAD); students and staff of the Rochester International Academy and School #15; Nathasha Thompson and Jennifer Bertron from the Food Bank of the Southern Tier; and Charlie Kozlesky, Ohio's Children's Hunger Alliance.

The core summer meals analysis would not have been possible without the tremendous support of the summer meals staff of the New York State Education Department (NYSED). Specifically we thank, Kimberly Vumbaco for sharing her insights and Damien Meehan who processed large datasets for our use.

Last, but certainly not least, we are grateful to the more than 230 families and 3,000 students who shared their experiences with us through surveys, interviews, and focus groups. Their candor and willingness to share their

stories have been inspiring and have shaped the recommendations in this study. Thank you.

Staff Team

Jaime Saunders served as Project Director and is the primary author of the report. Erika Rosenberg provided lead work for the core meals gap and community needs analyses. Kate Bell produced all maps and played a key role in preparing data for the baseline and gap analysis. Michael Silva provided support with census poverty data mapping to inform the gap analysis. Kirstin Pryor provided counsel throughout the study and was the point person for the parent focus groups, student survey, and interviews. Jill Symonds provided project support and regulation overview. Hannah Dalager, Research Assistant, and interns Julia Burgdorf and Nickolas Jackson provided top notch general project support. Additional insights and helpful perspectives were shared at key points during the project by both Don Pryor and Kent Gardner.

We are also grateful to Jim Antonevich of Metrix Matrix for his counsel and assistance in developing and administering the parent/guardian survey.

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CHAPTER 1: BACKGROUND AND CONTEXT

The Summer Food Service Program (SFSP) is a federal Summer Meals program designed to fill the nutrition gap for children and youth during the months when school is not in session. For 2012, the Rochester City School District (RCSD) reported 88% of its students were eligible for free or reduced-priced meals during the school year. Of those eligible for free and reduced meals, a daily average of 72% (or 21,000) students participated in the program.²

Compared to the number of youth in the City of Rochester who receive free and reduced meals during the school year, the participation in Summer Meals is understood to be quite low. This difference raises many questions:

- How many youth are receiving meals through the Summer Meals program?
- Is there a greater need for meals during the summer? Or is the need being met in other ways?
- As a community, what should our goal be in providing meals to youth through summer meals sites?
- Are there barriers which prevent more families from having their children participate in the summer meals program?
- What other ways can our community help families meet their food needs during the summer?

This study seeks to answer these and related questions to inform planning for a community-wide strategy to better meet the nutritional needs of city youth during the summer months.

What is the Summer Meals Program?

The Summer Meals program is a federally funded program designed to provide food to youth when the regular school year is not in session. The official program name is the Summer Food Service Program (SFSP). For ease of readability, throughout this report we use the more common term for the program of Summer Meals. The program began in the mid-1970s

² Based on NYSED enrollment and participation data.

and has expanded over the years to allow community-based organizations to participate in addition to school districts.

The program serves youth 18 and under who are in programs that serve, or are located near, a school with at least 50% free and reduced meals eligibility rates. The City of Rochester is designated a high-need area, making all youth in the City eligible for summer meals.³

The Summer Meals program is essentially a funding mechanism that is administered by the U.S. Department of Agriculture (USDA) Food and Nutrition Service to support nutritional programs. Summer meals can also be funded through the National School Lunch Program (NSLP) Seamless Summer Option (SSO) available to school sites only.⁴

The USDA works with a state agency, typically the Department of Education, to oversee local administration. The Summer Meals program may provide approved sites with breakfast, lunch, snack and/or supper – though only two main meals can be reimbursed per day – most commonly breakfast and lunch. USDA sets meal reimbursement rates for each meal which also includes funding to cover a portion of the administrative costs associated with training sites and overseeing the food preparation and delivery of the meals.

It is important to note that Summer Meals funding is for the cost of providing meals only. The host sites do not receive funding to run their programs, pay for their staff or to cover other overhead costs.

Why this Study?

In its review of the City of Rochester's 2011-12 proposed budget, The Children's Agenda, a Rochester-based youth advocacy organization, made a call for action to increase Summer Meals participation. The Children's Agenda urged the City along with other key community groups to partner to develop a community-wide plan to more successfully "meet the needs of our hungry children."

Prompted by this call, the Rochester Area Community Foundation (the Community Foundation), in partnership with the Finger Lakes Health Systems Agency (FLHSA), convened a group of community organizations and leaders who work with summer meals sites throughout the City.

³ CGR notes that sponsors must still certify eligible sites during the application process and that youth with special needs may be served up to age 21.

⁴ As of 2010, Summer Meals in the City of Rochester is funded primarily by SFSP.

During the initial discussions of this summer meals planning group, participants brainstormed what information they would like to know about the summer meals program in order to best inform overall planning.

The group identified the following core information needs:

1. Define the community need for summer meals;
2. Identify barriers to participation in summer meals;
3. Assess the community's current supply and capacity for providing summer meals; and
4. Analyze the unmet need or service gaps and develop recommended action steps.

The Center for Governmental Research (CGR) was engaged by the Community Foundation to conduct the study over the course of 2012.⁵

Methodology

In order to address the core questions raised by the group, the study focused on defining the “demand” or need for summer meals and to outline the current system or “supply” of summer meals.

Throughout the study, opportunities were provided to gather perspectives from a range of stakeholders engaged with the summer meals program – from recipients to providers to funders to policy-makers. Findings were also enhanced by learning of best practices and emerging models from other communities.

The study process consisted of the following core components:

- Data Analysis and Mapping
- Interviews/Focus Groups
- Provider Survey
- Student Survey
- Parent/Guardian Survey

⁵ CGR is a nonprofit, nonpartisan research and consulting firm with a mission to inform and empower community leaders. Additional information about CGR can be found at www.cgr.org. A portion of the study was funded by CGR's *Fund for the Public Interest*.

- Literature Scan of New Models
- Comparison with Other Communities

Each of these components is further detailed in the report.

Findings Shared Throughout the Study

The study was initiated in the spring of 2012 with primary data collection taking place through August 2012. In an effort to help inform planning for the 2012 summer, preliminary findings and analysis were shared with the planning group in April.

Additional Summer Meals data for 2012 became available at the end of October. The study team agreed to wait for the release of this information in order to analyze the most recent community experience of the Summer Meals program to best inform planning for 2013.

CHAPTER 2: OVERVIEW OF COMMUNITY FOOD NEEDS

This chapter presents a range of measures which help paint the picture of the overall need for food support in our community – with a particular focus on the summer months. While this section provides an overview of general community need, Chapter 6 outlines the projected “demand” or need that the Summer Meals program specifically could address as part of the community goal discussion.

Child Poverty is Increasing

The proportion of children living in poverty in the City of Rochester increased from 38% in 2000 to 44% in 2006-10⁶, according to the U.S. Census Bureau. For context, a family of 4 with 2 children was considered poor if annual income was \$22,113 or less.

While the 5-year aggregated survey estimates represented by the 2006-10 figures are considered most accurate, they can obscure recent trends, including the effects of the recession that began in 2008. The 1-year estimate of child poverty in Rochester in 2011 was 55%, and that was the 7th highest among cities in the continental U.S.

Free and Reduced School Lunch: More Students Eligible, Fewer Participating

Free and reduced price lunch is a commonly used benchmark of poverty and student need in the education world. Students are eligible for free lunches if their family income is less than 130% of the federal poverty threshold and eligible for reduced-price lunches if their family income is between 130% and 185% of the poverty level.

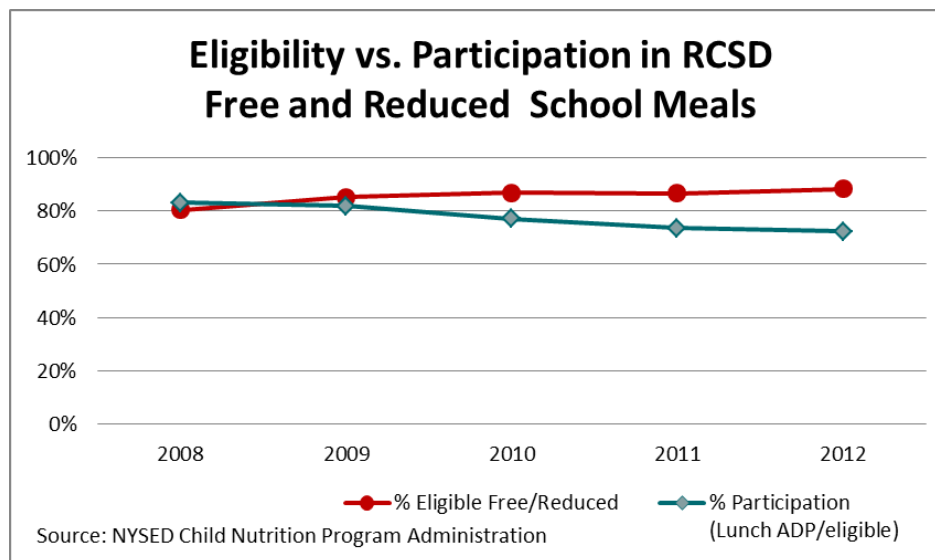
In Rochester over the past five years, the share of students eligible for free or reduced-price lunches has grown from 80% in 2008 to 88% in 2012⁷. Eligibility here is defined as approved applicants to the program; schools receive an initial run of eligible households from a list of food-stamp eligible households from the NYS Office of Temporary and Disability Assistance. Other households and children may fit the income guidelines and yet not apply; they would not be included in these eligibility figures.

⁶ This reflects five years of aggregated responses to the American Community Survey, and is considered the most accurate measure.

⁷ Data from NYS Education Department’s Child Nutrition Program Administration. Figures are from March, so 2008 is school year 2007-08.

Participation in the meals program, as measured by average daily participation in the lunch program, has fallen somewhat, from 83% of all students eligible in 2008 to 72% in 2012.

Figure 1



Changes to Free and Reduced Meals Participation in Rochester City School District

Starting with the 2012-13 school year, all RCSD students can receive free breakfasts and lunches throughout the school year as part of a new initiative.

This change impacts a core piece of data used for planning and may impact how summer meals progress is measured in future years.

Starting with the 2012-13 school year, all RCSD students can now receive free breakfasts and lunches regardless of income as part of the Community Eligibility Option. This change is a result of a new USDA effort to streamline administration of the free and reduced meals program for high poverty communities defined as having free and reduced eligibility rates of 60% or more.

The Community Eligibility Option (CEO) is part of the reforms under the *Healthy, Hunger-Free Kids Act of 2010*. The Act phases in the option over three years, and started with Illinois, Kentucky, and Michigan. Starting in 2012-13, the option was available to school districts in the District of Columbia, New York, Ohio, and West Virginia. All states will have the option to participate starting in 2014-15.

Even though RCSD implemented the Community Eligibility Option, it will continue to request free and reduced eligibility forms from families. This information has become a key measure of community poverty and is integral to several grants and statewide reporting requirements. However, without the incentive of submitting forms in order for youth to access free or reduced meals, it is reasonable to assume there will be a decline in completed forms. While it is too early to tell, the future use of eligibility

and participation rates may become less reliable and problematic, which may impact how summer meals community progress is measured.

Nearly 1 in 5 Children in the County are “Food Insecure”

Food insecurity is measured at the national level through a United States Department of Agriculture supplemental survey to the Census Bureau’s monthly Current Population Survey. Respondents are asked a series of questions about the availability of food in their household, whether they have skipped meals or cut portion sizes, and about worries they had about being able to provide food to themselves and their children.

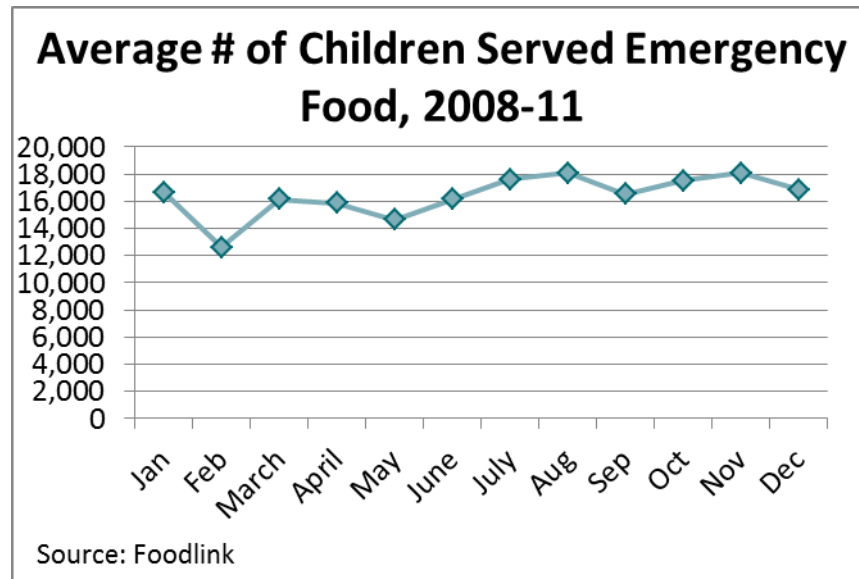
Unfortunately, the survey does not provide valid data at the local level for the City of Rochester, but we do know that in 2010 in Monroe County as a whole, 18% of children (or 30,620) were deemed “food insecure.”

Emergency Meals Network Has Increased Demand During the Summer Months

In Rochester, there is increased demand for emergency food for children in the summer months as evidenced by more families with children accessing food from area food pantries, soup kitchens and/or shelters. On average, looking at the four years from 2008-2011 (the longest span with reliable data), the average number of children receiving emergency meals increased 10% from May to June. It increased again in July by 9% and another 3% in August, on average over the four-year span.

The summer months were the second highest time period for children accessing emergency food during the year, with an average of more than 17,000 children receiving emergency meals, second to the three-month period before and during the winter holidays (Oct.-Dec.).

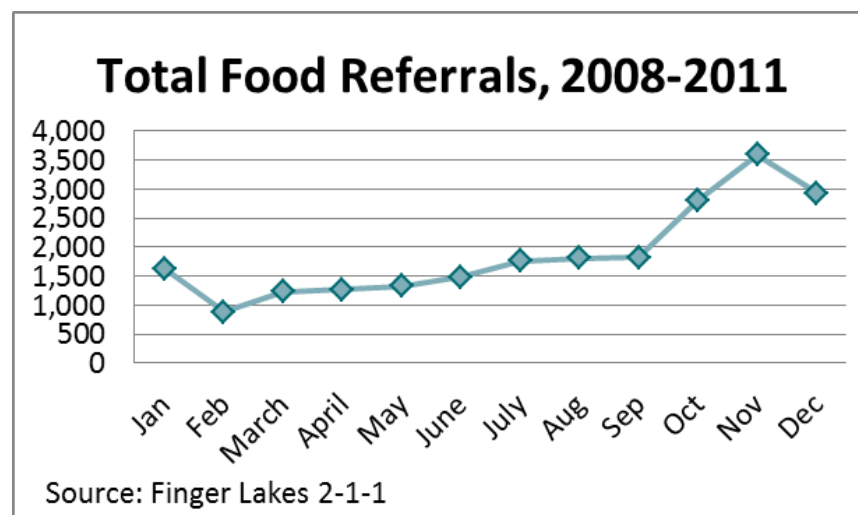
Figure 2



Calls for Summer Food Assistance Are Low

Unlike the increased demand for accessing emergency food for children at food pantries, soup kitchens, or shelters, we don't see much of an increase in calls to 2-1-1 for food assistance in the summer months.

Figure 3



The 2-1-1 help line made about 1,500 food referrals in June of 2008, 2009, 2010 and 2011, up 11% from 1,330 referrals in May of those years. The number of referrals increased to about 1,800 in July and August, but paled in comparison to the 3,600 referrals in November of those years.

Feeding America Hunger Study

In 2010, Foodlink surveyed member agencies and interviewed nearly 500 clients to provide a fuller picture of hunger in our area as part of a national study conducted for Feeding America by Mathematica Policy Research, Inc. The study found that Foodlink agencies provided food for nearly 125,000 different people each year in the 10-county area. Foodlink also found 36% of its clients were children under 18.⁸

Need in Rochester: Students & Poverty Concentrated in Some Areas

To begin to locate the need for summer meals within the City of Rochester, we can examine where students and poverty may be concentrated. There were 38,906 children in preschool, RCSD schools, charter and private schools between the ages of 2 and 21 in the City in summer 2012.

As shown on the following table, the largest concentration of students was in the 14621 neighborhood, with more than 8,000. The 19th Ward and Maplewood each had more than 4,000 students, and 7 other neighborhoods had more than 1,000 students apiece.

Estimated poverty rates exceeded 50% in four neighborhoods: South Marketview Heights, Brown Square, the Central Business District and J.O.S.A.N.A. Another 10 neighborhoods had poverty rates between 35% and 50%, including four with more than 1,000 students each: Upper Falls, Edgerton, North Marketview Heights and Lyell-Otis.⁹ The poverty rate for student-rich 14621 was 34%.

⁸ http://www.foodlinkny.org/wp-content/uploads/2012/04/Hunger_Study_Highlights.pdf

⁹ CGR calculated neighborhood poverty rates by aggregating 2006-10 U.S. Census Bureau American Community Survey poverty estimates for census tracts; see Technical Notes appendix for more.

Table 2

2012 Students & Poverty by Neighborhood			
Sector	Rochester Neighborhood	Students	% People in Poverty
9	14621	8,150	34%
4	19TH WARD	4,552	26%
2	MAPLEWOOD	4,108	20%
8	BEECHWOOD	2,420	31%
3	LYELL-OTIS	2,117	37%
3	EDGERTON	2,043	43%
10	UPPER FALLS	1,679	44%
10	N. MARKETVIEW HEIGHTS	1,310	41%
4	GENESEE-JEFFERSON	1,270	33%
8	NORTH WINTON VILLAGE	1,050	14%
4	MAYORS HEIGHTS	914	38%
8	NORTH EDGE	891	18%
4	PLYMOUTH-EXCHANGE	877	39%
3	P.O.D.	875	44%
1	CHARLOTTE	837	19%
8	BENSONHURST	783	18%
10	S. MARKETVIEW HEIGHTS	778	56%
3	J.O.S.A.N.A	673	53%
3	U.N.I.T.	586	34%
6	ELLWANGER-BARRY	371	27%
6	STRONG	308	30%
6	SOUTH WEDGE	274	42%
7	UPPER MONROE	213	16%
8	BROWNCROFT	200	9%
6	SWILLBURG	168	22%
4	B.E.S.T.	160	42%
5	CORNHILL	160	29%
7	PARK CENTRAL	150	12%
7	NEIGHBORHOOD OF THE ARTS	149	29%
6	LILAC	136	34%
3	BROWN SQUARE	122	55%
5	CENTRAL BUSINESS DISTRICT	115	54%
0	PEARL MEIGS MONROE	104	32%
7	COBBS HILL	100	8%
7	PARK MEIGS	98	16%
3	SUSAN B. ANTHONY	64	38%
0	LOCK 66	43	17%
7	ABC STREETS	27	14%
0	CULVER UNIVERSITY EAST	23	16%
6	AZALEA	8	29%
	Total	38,906	30%

Source: CGR analysis of Rochester School District and US American Community Survey data

CHAPTER 3: OUR CURRENT SUMMER MEALS SYSTEM

The Summer Meals program relies on a wide network of partnerships and collaborations. In this section, we review how the current Summer Meals system works and discuss how our local system has performed over the past decade.

Public Funding of Summer Meals

The Summer Meals program starts with the US Department of Agriculture (USDA) as the regulatory agency and primary funding source for the program. USDA partners with states to administer the program locally. In New York, as with most states, the funding is directed to the Department of Education (NYSED). NYSED works with approved summer meals sponsors and acts as the primary contact for policy and compliance.

NYSED provides funding to a limited number of local sponsors who in turn partner with summer meals providers who host the program and directly serve youth. It is important to recognize that the USDA Summer Meals funding is intended to cover most, but not all, of the costs associated with providing meals. Summer Meals funding also does not cover costs associated with running a summer program or activity.¹⁰

In addition to USDA funding, New York State has voluntarily provided additional reimbursement for many years. NYS's reimbursement complements the USDA funding and is subject to the State's annual budget appropriations.¹¹ The reimbursement figures presented in this report include both federal and state contributions to Summer Meals.

It is important to note that the Rochester City School District (RCSD) switched its summer feeding program to the Summer Meals SFSP funding stream in 2010, where previously RCSD provided summer meals through the National School Lunch Seamless Summer Option. ***Removing RCSD meals from the total to allow for more consistent comparison, Summer Meals reimbursements in our community at non-RCSD sites has declined by 11% in the last ten years. Total reimbursements, including***

Federal and State Summer Meals funding is for the meals component only – host sites do not receive funding for staff, facilities or equipment to run a summer program.

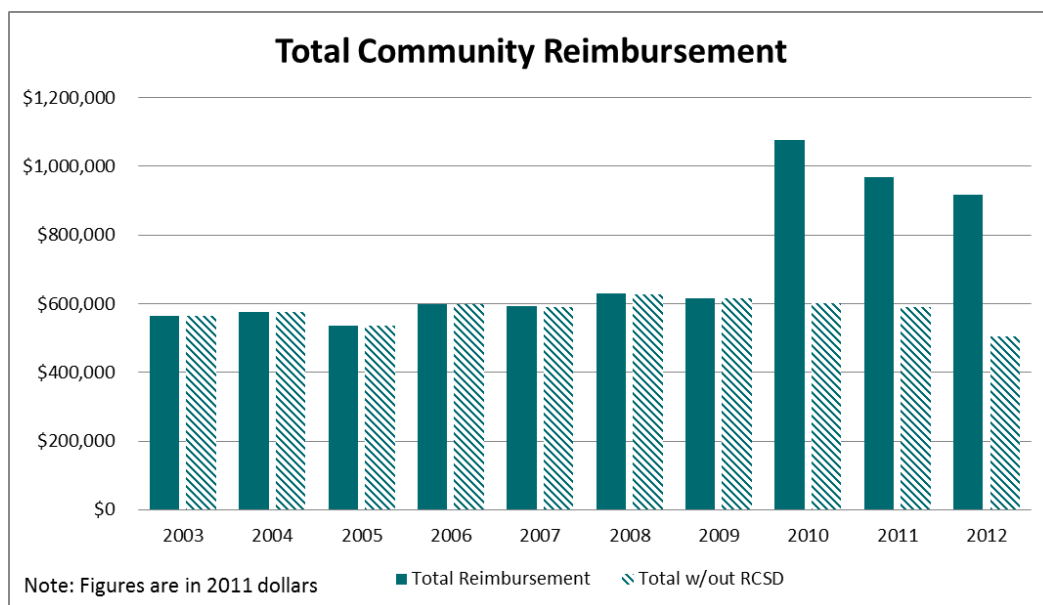
In the last three years, summer meals funding in the community has declined by 15%.

¹⁰ For 2012, federal reimbursement rates per vended meal type served in urban settings were: Breakfast \$1.90; Lunch \$3.33; and Snack \$0.78. Self-prep sites receive a slightly higher reimbursement rate from between \$.02 to \$.04 more per meal depending on the meal type.

¹¹ The state provided the following additional funding per meal type served for 2011-12: Breakfast \$0.06; Lunch \$0.18; and Snack \$0.12.

RCSD sites, have dropped by 15% in the last three years from a high of \$1.1 million in 2010 to about \$916,000 in 2012.

Figure 4
Summer Meals Reimbursement has decreased by 11% over the past 10 years (excluding RCSD which changed its summer school funding to SFSP in 2010)



In 2012, the community received over \$916,000 in reimbursement funding for summer meals – however, this does not cover the full cost of providing the service.

Private Funding Plays Key Role for Summer Meals

Federal and state funding cover most of the costs associated with administration, preparation and delivery of meals to host site locations. However, most sponsors assert that their costs are not fully covered by the reimbursement amount. Additional private funding, not included in the figures above, is secured through grants and fundraising or the loss is absorbed as part of the overall year-round operational budget (school food program for example).

Each host site must also identify separate funding to cover the costs of running the program, as only the food component is covered through Summer Meals. Sites often develop a patchwork of private and/or public funding streams to provide programming, staffing and to support overhead costs.

Different Roles of Sponsors and Sites

There are two main roles for administering the Summer Meals program locally: sponsors and provider sites. Both must follow state and federal regulations of the program and abide by local health department requirements.

Sponsor Role

Sponsors of the Summer Meals program find and approve host provider sites, provide training, conduct routine monitoring, and are responsible for all reporting to the state. Sponsors are ultimately responsible for the costs of the feeding program and must meet state and federal guidelines in order to receive reimbursement.

Sponsors ultimately bear the costs of the feeding program – especially expenses for over-ordered meals and resulting food waste, which are not reimbursed.

In an effort to reduce food waste, sponsors work with sites to estimate the number of meals to prepare each day; this is important because any over-ordered meals are not reimbursed and become a direct unreimbursed expense to the sponsor. This is particularly challenging for sponsors of open sites where daily attendance fluctuates, making accurate meal ordering problematic.

Sponsors may have one site or may have multiple sites. NYSED approves and trains sponsors for each area. NYSED encourages communities to increase the number of sites by engaging with already approved sponsors in the region.

In 2012 the City of Rochester had three main sponsors (City of Rochester, Rochester City School District, and Foodlink) and five sites that sponsored themselves. Sponsors may prepare and provide meals directly to sites or may contract with a separate food vendor to provide the meals. The City of Rochester as a municipality is encouraged by USDA to contract with the Local Education Agency as the meal provider and therefore contracts with the Rochester City School District (RCSD) for meal service. In addition to the City sites, RCSD prepares meals for its own school sites. Foodlink contracts with its own catering enterprise, Freshwise, to provide meals to its community sites. The other five sponsors are self-prep sites which make meals for their programs only (e.g., the Harley School Horizon’s program, MCC Upward Bound, UR Upward Bound, Discovery Charter School, Salvation Army at Temple).

In 2012, there were eight different summer meals sponsors – each with a particular service niche.

In general terms, the eight Summer Meals sponsors fulfill particular service niches:

RCSD: primarily provides meals to students enrolled in summer academic learning programs.

City of Rochester: provides meals primarily to City Recreation Sites and community-based providers.

Foodlink: partners with community-based providers, faith groups, charter schools and public housing.

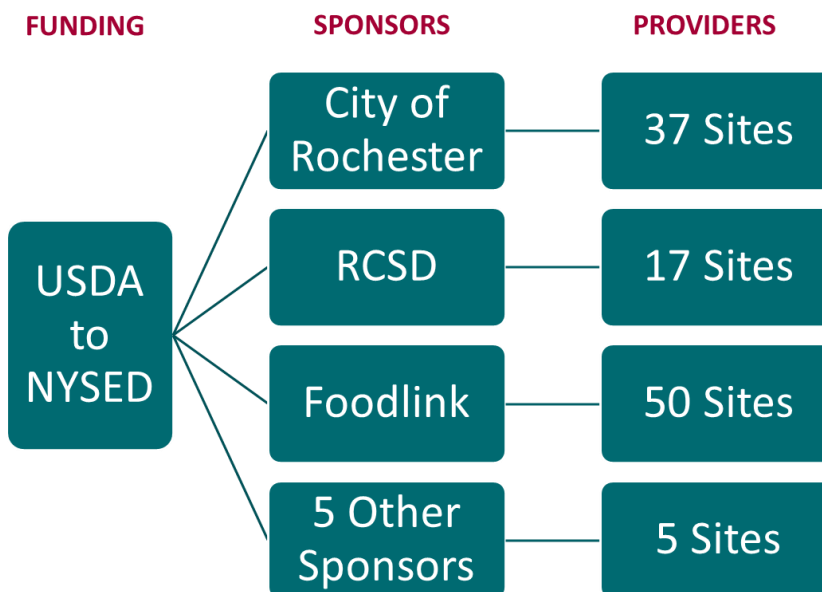
Five Self-Prep Sites: provide meals to their programs, which require pre-registration such as a camp or summer learning program.

Provider Site Role

In 2012, eight Sponsors worked with 109 meal sites.

Providers are the direct link to the youth being served. This may include summer school, City recreation sites, Bible Study camps, and community-based organizations that offer summer programming. These sites must be under the umbrella of one of the approved Summer Meals sponsors. The sponsor provides training and support to the meal sites. The sites report daily attendance to the sponsor and in turn receive delivered meals for the duration of their program. Host sites range in size and in duration of their program. Some sites offer a one-week program where others, such as City Recreation, are open for nearly all of the weekdays of summer. Sites also vary programmatically; some offer a meal only while others include other activities in addition to the meal. ***In 2012, the eight community sponsors worked with 109 provider sites as shown in the following graphic.***

Figure 5
2012 Summer Meals System Serving City of Rochester Youth¹²



¹² Includes sites located outside of the City that serve City of Rochester students. Figures do not include nine sites sponsored by Gates-Chili Central School District, which is officially part of the Rochester SFSP region.

Open and Closed Sites

All Summer Meals sites operate as either “open” or “closed” as described below.

Open

Open sites are designed to serve any youth who stops into the program. Youth do not need to be pre-registered and can simply drop in during the times a site is serving. City Recreation Centers are all open sites. RCSD sites are also classified as open sites and can serve youth not enrolled in summer academic learning programs.

Closed

Closed sites are programs that serve the target population (50% eligible for free and reduced meals) through an enrolled program with pre-registered participants. These sites are not designed to serve drop-in youth.

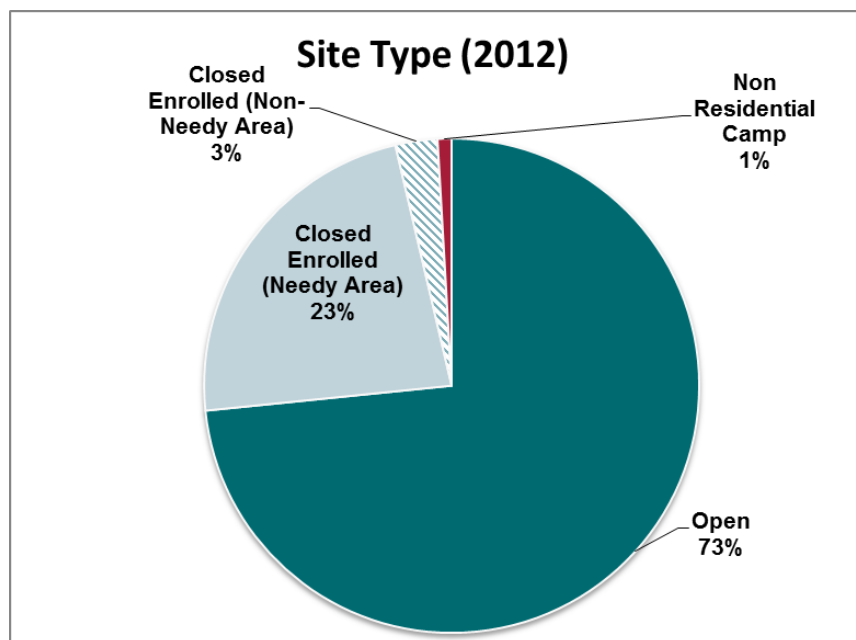
Closed sites are further classified into two categories. “Closed enrolled in needy area” represent pre-registered programs such as day camps located in the City of Rochester. “Closed enrolled non-needy area” are programs located typically in the suburban areas of Rochester that serve youth from the City, such as Horizons located at the Harley School in Brighton. A “closed non-residential camp” is also a closed program, such as the Upward Bound program located at the University of Rochester.

Majority of Meal Sites are Open

In 2012, nearly three quarters (73%) of summer meals sites were classified as “open” or drop-in sites located in the City. Twenty-three percent of sites were closed sites in the City, with 4% of sites located outside of the City, but serving City youth as part of a closed program.

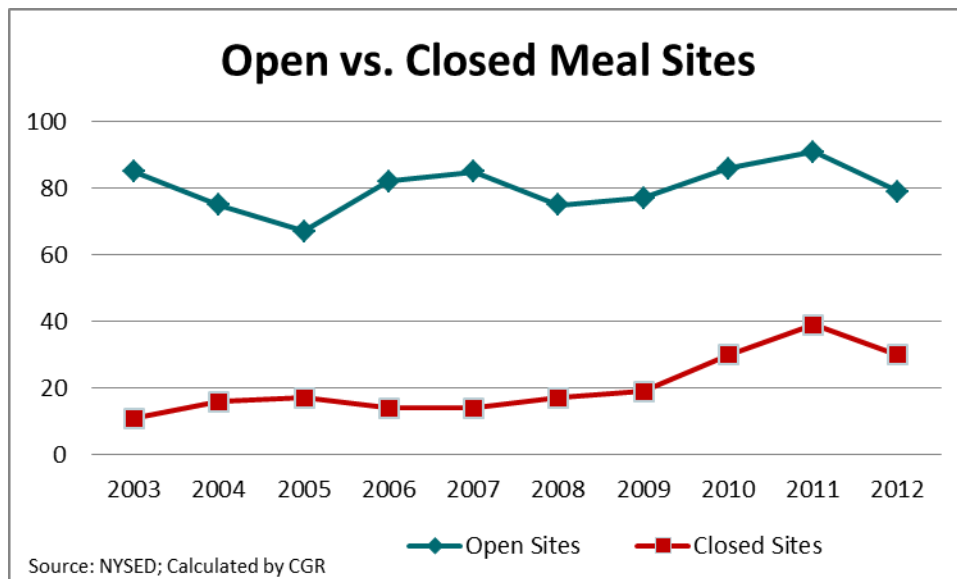
Open sites serve as drop-in sites for any youth who show up for a meal – whereby closed sites are designed for pre-registered youth typically as part of a more formal program or camp.

Figure 6



The number of open sites has fluctuated over the last ten years, while closed sites have steadily increased before slightly declining in 2012. The growth in the overall total number of meals sites has mostly been the result of this increase in closed sites.

Figure 7



Sponsors and Sites Over Time

The summer of 2012 had the greatest number of sponsors in the decade, but a drop in the number of sites compared to 2011. Overall the system

The number of meal sites dropped by 16% between 2011 and 2012 – the greatest single-year decrease over the past ten years.

has increased the number of sites by 14% over the past ten years – hitting a peak number of sites in 2011 with 130. Between 2011 and 2012 the number of sites declined by 16%, the greatest single-year decline in the past ten years. Despite the decline, the number of Summer Meals sites in the community has been over one hundred since RCSD joined in 2010.

Foodlink experienced tremendous growth as a sponsor over the last ten years, increasing its number of sites from 14 in 2003 to a high of 62 in 2011 before dropping to 50 in 2012. The number of City of Rochester sponsored sites has dropped by more than half during this same time period, with approximately a dozen community sites transferring to Foodlink through a partnership with the City. The number of RCSD sites and the single site sponsors has remained relatively flat.

Table 3

Summer Meals Program, Number of Sponsors and Sites, 2003 through 2012											
	Number of Sites										% Chg 2003 to 2012
	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	
City of Rochester	80	67	54	64	69	63	53	39	45	37	-54%
Foodlink	14	20	26	28	26	24	38	53	62	50	257%
Rochester City School District	-	-	-	-	-	-	-	19	19	17	-
Discovery Charter School	-	-	-	-	-	-	-	-	-	1	-
Horizons Student Enrichment	1	1	1	1	1	1	1	1	1	1	-
Monroe Community College	1	1	1	1	1	1	1	1	1	1	-
Salvation Army	-	2	2	2	2	2	2	2	1	1	-
UofR Upward Bound	-	-	-	-	-	1	1	1	1	1	-
TOTAL NUMBER OF SITES	96	91	84	96	99	92	96	116	130	109	14%
TOTAL NUMBER OF SPONSORS	4	5	5	5	5	6	6	7	7	8	100%

Note: RCSD summer meals provided under National School Lunch Program before 2010.

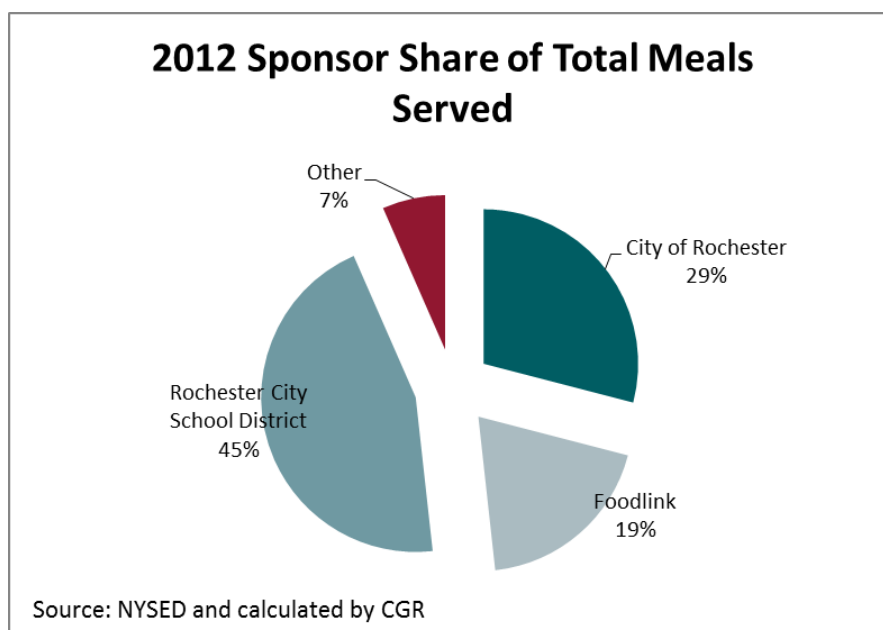
For 2012, Foodlink sponsored the greatest number of Summer Meals sites in the area (46%) followed by the City of Rochester (34%).

Figure 8



While RCSD made up 16% of sponsored sites for 2012, it provided the greatest number (45%) of total meals as shown below. The City of Rochester provided 28% of total meals during the summer. Foodlink, with just under half of the sites in the City, provided 19% of total reimbursed meals, indicating it serves typically smaller sites.

Figure 9



Trends in Total Meals Served

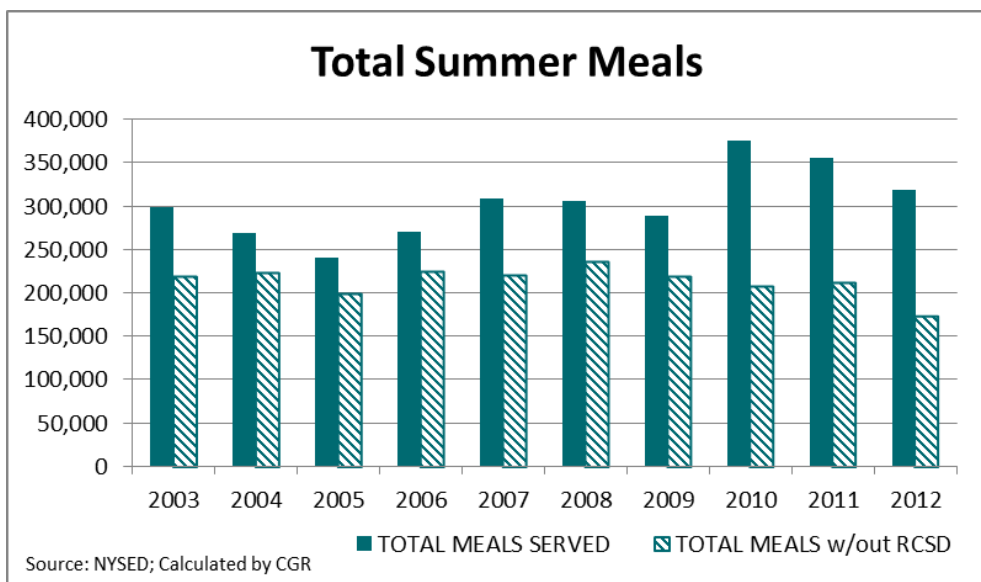
In 2012, nearly 318,000 summer meals were provided to youth during the summer.¹³ It is important to note that in 2010 the Rochester City School District (RCSD) switched its summer program from the National School Lunch Seamless Summer Option to the Summer Food Service Program. This change is reflected in the large jump in Summer Meals participation rates from 2009 to 2010 which increased by 71% or 166,000 meals. This increase should not be interpreted as an increase in reaching new youth as part of the program, but more as a change in how youth enrolled in RCSD summer programs are being counted.

Collectively, non-RCSD sites served fewer meals in 2012 than in any other year in the past ten years.

As shown by the solid bars in the graph below, in the last ten years total meals served in the summer increased by 6%. **However, in the last three years, summer meals have dropped by 15%.** These figures represent meals reimbursed by NYSED.

Removing RCSD from the total figures as shown in the dashed columns below, non-RCSD sites served 21% fewer meals in 2012 compared to 2003 – with 2012 the lowest amount in the last ten years.

Figure 10



¹³ Reimbursed “meals” includes breakfast, lunch and/or supper. Total meals figures do not include snacks which are included in the total reimbursed dollars figures.

Consistent with the changes in the number of sites, over the last ten years the number of meals served at City of Rochester sponsored sites has declined by 45%. Conversely, the number of meals served at Foodlink sponsored sites increased by 105% and meals at RCSD sites are up by 82%. Horizons at the Harley School has increased by 43% during this time while MCC meals declined by 63%. The Salvation Army and University of Rochester Upward Bound programs are also down from earlier peaks.

Table 4

Sponsor	Total Number of Meals Reimbursed, by Sponsor										
	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	% Chg to 2003
City of Rochester	168,121	161,965	133,850	169,816	172,608	177,179	148,278	93,035	104,838	92,302	-45%
Foodlink	29,778	32,309	38,672	33,433	30,048	38,669	48,165	88,096	90,030	61,069	105%
Rochester City School District	78,896	44,463	41,208	45,006	87,659	69,180	68,995	166,196	143,021	143,591	82%
Discovery Charter School	-	-	-	-	-	-	-	-	-	498	-
Horizons Student Enrichment	5,456	6,192	6,799	6,133	6,772	6,750	7,424	9,507	8,889	7,806	43%
Monroe Community College	16,337	15,972	14,408	9,049	5,619	4,454	5,613	6,438	2,607	6,061	-63%
Salvation Army	-	7,408	6,045	7,419	6,523	6,343	6,046	7,746	3,335	3,194	-
U of R Upward Bound Program	-	-	-	-	-	2,874	3,960	4,095	2,784	3,344	-
TOTAL MEALS SERVED	298,588	268,309	240,982	270,856	309,229	305,449	288,481	375,113	355,504	317,864	6%
Year to Year % Change	-	-10%	-10%	12%	14%	-1%	-6%	30%	-5%	-11%	-
TOTAL MEALS w/out RCSD	219,692	223,846	199,774	225,850	221,570	236,269	219,486	208,917	212,483	174,274	-21%

Note: RCSD Summer Meals provided through the National School Lunch Program before 2010 are shaded in grey. Meals includes breakfast, lunch and supper. Snack not included.

Youth Participation Trends Over Time

The vast majority of Summer Meals sites report serving the same youth for both breakfast and lunch – indicating the daily participation for lunch is a good approximation of unduplicated youth served by the program.

Determining the number of unduplicated youth participating in the Summer Meals program is difficult. Data collected from sites reflect total meals consumed and not unduplicated youth. Not only may the same youth have more than one program meal in a day (breakfast and lunch for example), the same youth may participate in several different programs throughout the summer.

In order to estimate the number of youth being reached by the program, we must make several assumptions. Based on input from provider sites, it is assumed that the vast majority of youth who receive lunch at a program also receive breakfast at the same site. Therefore, our analysis focuses on the single meal of Lunch and uses the Average Daily Participation (ADP) rate to make a connection between meals served and the number of youth participating.¹⁴¹⁵

¹⁴ CGR notes that the same youth may receive a second meal at specific sites during the same meal period, though these “seconds” make up a small overall proportion of meals

Average Daily Participation at non-RCSD sites declined by 26% over the last ten years.

Looking at the ADP over the past decade, between 3,700 to 5,000 youth are served through the Summer Meals program at non-RCSD sites. This represents the *average* participation and should not be interpreted to mean that each weekday during the summer this number of youths was receiving a meal since programs vary in the number of days they provide meals over the summer. However, these figures provide a close approximation of the number of youth reached through this program.

As noted earlier, RCSD joined the Summer Meals program in 2010. To allow for comparison to earlier years, by removing RCSD from the total, the ADP for non-RCSD sites has actually decreased by 26% compared to ten years ago.

Table 5

Average Daily Participation (ADP) in Summer Meals, June-August											
	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	% Chg 2003 to 2012
Lunch ADP	4,978	4,695	3,875	4,496	4,208	4,208	4,175	7,548	7,357	6,735	35%
Remove RCSD ADP								3,185	3,164	3,064	-
ADP of Non-RCSD Sites	4,978	4,695	3,875	4,496	4,208	4,208	4,175	4,363	4,194	3,672	-26%

Source: NYSED and Calculated by CGR

Note: ADP calculated as sum of total meals served at each site divided by the number of service days for each site.

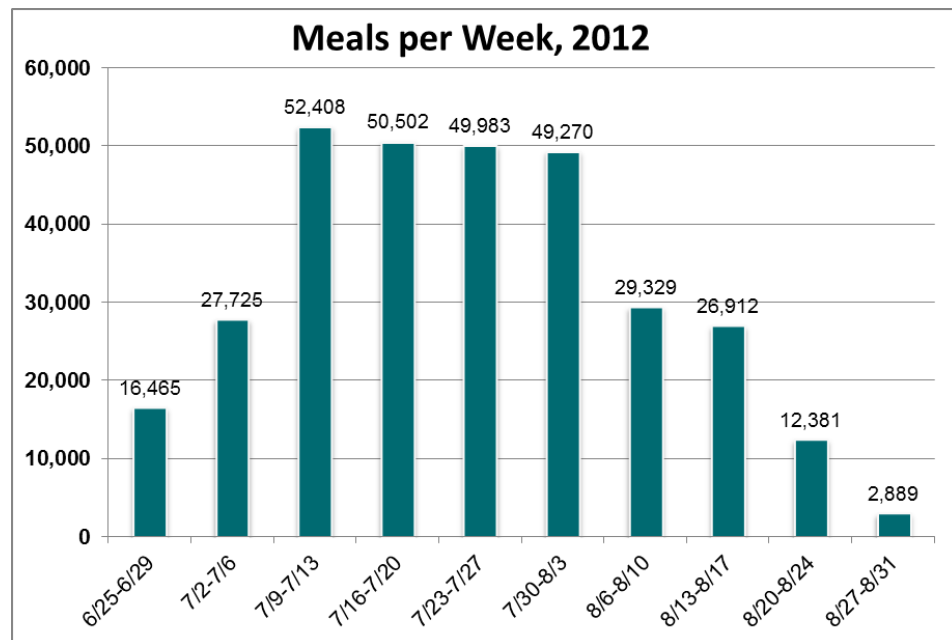
Majority of Programs Serve in July

In 2012, 72% of summer meals were served between the weeks of July 1 to July 30. The month of August made up 23% of total meals served and June 5%. No meals were reported as being served in early September before school started.

served. Due to limitation in the data received, for analysis CGR assumes all meal counts are for individual children.

¹⁵ Information about the calculations and assumptions used are further outlined in the technical notes section of the Appendix.

Figure 11



Sites Vary in Number of Days Open

There were approximately 50 weekdays during the summer of 2012. During this time the average summer meals site was open 22 days.¹⁶ Twenty summer meals sites were open for one week, while another 10 sites were open for two to three weeks. Forty-one sites were open between 20 and 39 days of the summer. Leaving, 38 sites or 35% of the total, open for nearly the full summer.

Table 6

**In 2012, only 35% of sites were open for 40 days or more
(serving nearly all the weekdays of summer)**

Summer Meals Sites in the City of Rochester, by Days of Operation										
Operation Days	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
1 - 9 days	11	10	10	9	13	16	13	19	15	20
10 - 19 days	9	7	8	9	7	4	10	8	15	10
20 - 29 days	19	23	19	26	17	14	14	24	33	19
30 - 39 days	32	17	14	25	27	22	22	32	28	22
over 40 days	25	34	33	27	35	36	37	33	39	38
Total Sites	96	91	84	96	99	92	96	116	130	109

Source: NYSED; Calculated by CGR

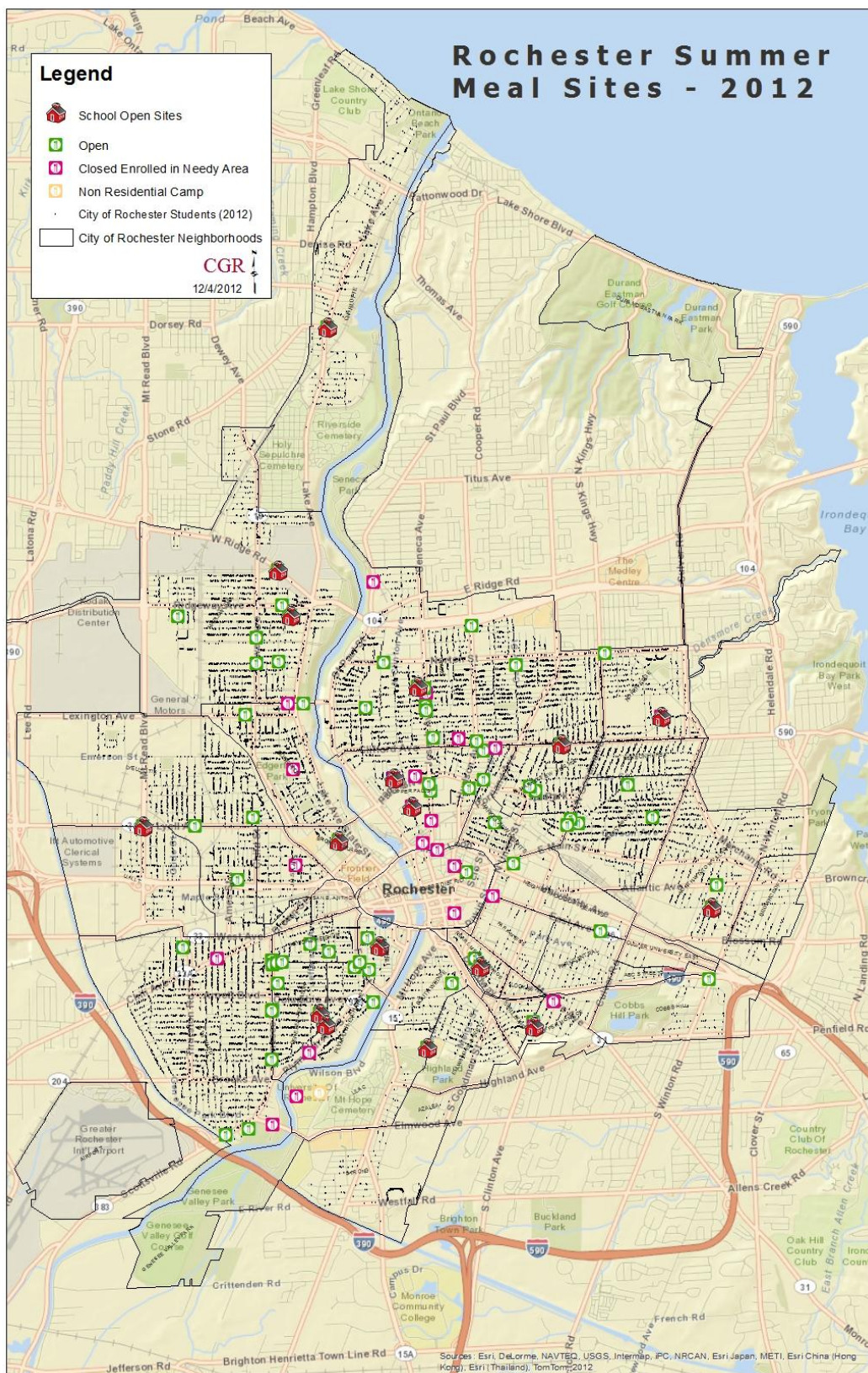
Note: In 2010, RCSD summer programs became part of the SFSP funding and are shown as open sites.

¹⁶ The length of summer vacation will vary by school district and grade level when taking exams, but school is not in session.

Location of 2012 Summer Meals Sites

The City of Rochester is comprised of 43 neighborhoods and 10 sectors. As shown in the following map, summer meals sites are spread throughout the City. The following map depicts meal sites as circles with a spoon and fork – red circles are closed sites and white circles are open sites. RCSD sites are also open sites represented as school buildings.

Figure 12



The table on the following page presents 2012 Summer Meals sites by neighborhood. Twelve of the 40 neighborhoods listed did not have any summer meals sites in 2012, but also have fewer children living there. As noted above, the City has 43 total neighborhoods – but we disregard three which have no students or summer meals sites: Genesee Valley Park, Durand Eastman Park and the Airport.

Two neighborhoods, 14621 and Upper Falls, had the greatest number of sites at 13 each. The city had an average of 2.6 sites per neighborhood this last summer. However, as noted above, sites typically do not serve for the entire summer – with most serving only in July.

There is a wide range of sites and meals per student across neighborhoods. To capture the true gap in Summer Meals services, it is important to link these data to information on poverty in each neighborhood. These analyses are presented in more detail in Chapter 6.

Table 7

2012 Summer Meals by Neighborhood				
Sector	Rochester Neighborhood	Students	Sites	Total Meals
9	14621	8,150	13	39,663
2	MAPLEWOOD	4,108	9	29,809
10	UPPER FALLS	1,679	13	25,265
4	GENESEE-JEFFERSON	1,270	6	24,553
6	LILAC	136	4	21,959
8	NORTH WINTON VILLAGE	1,050	2	20,117
4	19TH WARD	4,552	8	15,128
10	N. MARKETVIEW HEIGHTS	1,310	3	15,147
8	NORTH EDGE	891	3	13,698
3	BROWN SQUARE	122	1	12,286
0	PEARL MEIGS MONROE	104	2	11,951
8	BEECHWOOD	2,420	4	10,430
3	EDGERTON	2,043	5	8,610
5	CENTRAL BUSINESS DISTRICT	115	3	5,953
7	UPPER MONROE	213	3	4,444
10	S. MARKETVIEW HEIGHTS	778	3	4,057
7	COBBS HILL	100	1	3,841
5	CORNHILL	160	4	3,014
3	LYELL-OTIS	2,117	2	1,449
1	CHARLOTTE	837	1	2,437
4	PLYMOUTH-EXCHANGE	877	4	1,287
3	U.N.I.T.	586	1	2,030
4	MAYORS HEIGHTS	914	3	1,765
3	P.O.D.	875	1	1,849
7	PARK MEIGS	98	1	1,457
7	NEIGHBORHOOD OF THE ARTS	149	3	18,659
6	SOUTH WEDGE	274	1	310
3	J.O.S.A.N.A	673	1	97
7	ABC STREETS	27	0	0
6	AZALEA	8	0	0
4	B.E.S.T.	160	0	0
8	BENSONHURST	783	0	0
8	BROWNCROFT	200	0	0
0	CULVER UNIVERSITY EAST	23	0	0
6	ELLWANGER-BARRY	371	0	0
0	LOCK 66	43	0	0
7	PARK CENTRAL	150	0	0
6	STRONG	308	0	0
3	SUSAN B. ANTHONY	64	0	0
6	SWILLBURG	168	0	0
Total		38,906	105	301,265
Note: The total number of meals served in 2012 was 317,864. This table only shows sites located within city neighborhoods and does not include sites located outside of the City which serve youth from the City of Rochester.				

Additional Key Summer Meals Stakeholders

In addition to the sponsors and meal sites, the Summer Meals program is supported by a range of community groups and initiatives. A brief summary of the key stakeholders are below.

New York State Education Department Summer Food Service Program Office

NYSED is the state agency that oversees the federal Summer Meals program through its Summer Food Service Program Office. This office works to support collaborations, identify underserved areas, and provides promotional materials throughout the state. The Summer Food Service Program Office includes ten program staff and two support staff.

Statewide promotional efforts include bus advertisements, banners and artwork available for free to all open sites. NYSED also sponsors the summer meals 800 number for the state and recently launched a searchable map of sites.¹⁷

Rochester Area Community Foundation

In 2004, Mary Elizabeth Conlon's bequest of \$2.8 million to the Rochester Area Community Foundation (the Community Foundation) established the Conlon Fund to support strategically identified initiatives related to food and shelter for children up to age 12. Beginning in 2005, the Community Foundation partnered with Foodlink to support efforts to provide meals to kids during school vacations, after-school programs, and the expansion of Summer Meals.

The Community Foundation began hosting a Summer Meals Planning group in 2011 to help facilitate community-wide coordination. These conversations also help the Community Foundation to identify opportunities to strategically support efforts which fulfill the goals of the endowment.

Depending on market fluctuations, up to \$100,000 is available annually from the Conlon Fund.

Finger Lakes Health Systems Agency (FLHSA)

In 2008, the Finger Lakes Health Systems Agency (FLHSA) launched the Healthi Kids Initiative (Healthy Eating and Active Living Through policy

¹⁷ <http://batchgeo.com/map/840ba0595e9e7d27128153de44530b4f>

and practice change Initiatives for Kids).¹⁸ Healthi Kids was developed as part of the Greater Rochester Health Foundation (GRHF) Healthy Weight Initiative to support positive policy change related to youth health. The Healthi Kids Coalition consists of community members and organizations working to support better school food, safer play areas, food standards at childcare centers, at least 45 minutes in-school physical activity, and policies that support breastfeeding.

As an outgrowth of its advocacy work for better school food, in 2009 FLHSA applied for and received a NYS Department of Health Creating Healthy Places to Live, Work, and Play grant. A portion of this grant is dedicated to expanding Summer Meals through policy and practice changes. The five-year grant provides funding of \$187,000 per year and ends December 2013.

Hunger Solutions New York

Hunger Solutions of New York is a statewide nonprofit organization which supports a range of initiatives including food stamp outreach, senior nutrition, school lunch and breakfast programs, and Summer Meals.¹⁹ Hunger Solutions has one staff position dedicated to promoting child nutrition programs throughout the state. This includes supporting alliances, reviewing data to identify underserved areas, and acting as a resource of best practices to share across communities.

A significant program of Hunger Solutions is the placement of Nutrition Outreach Education Program (NOEP) coordinators in counties throughout the state. In Monroe County, the local sponsor or “host” of the NOEP Coordinator has changed over the years, while today it is located at the Monroe County Legal Assistance Center (MCLAC).

In earlier years, Hunger Solutions had funding for its local NOEP staff to support the local coordination and increased participation of the Summer Meals program. Approximately 25% of the NOEP staff position in Monroe County was allocated to community-wide coordination and promotion of Summer Meals. The NOEP Coordinator would compile a central list of Summer Meals sites to distribute throughout the community, developed newsletters and fact sheets about Summer Meals, sent letters to the editor of local papers, drafted short stories for school newsletters, delivered promotional materials to area school buildings, coordinated annual Summer Meals kick-off media events, and provided support to sponsors when they had new staff overseeing the program.

There has not been an active community-wide coordinator for Summer Meals in more than five years.

¹⁸ <http://healthikids.org/>

¹⁹ Hunger Solutions New York was formerly known as the Nutrition Consortium.

When the NOEP host site changed from the YWCA to MCLAC five years ago, it was considered a “new site” and the Coordinator position was restricted to focus on SNAP/Food Stamp outreach, and child nutrition program coordination was deemphasized. *With this change in scope there has not been an active community-wide coordination role for the area.*

In 2011, Hunger Solutions launched a statewide mapping tool to assist in locating summer meals sites: www.summermealsny.org. The map is based on NYSED data which are released at the end of June to early July.²⁰

Food Research Action Center (FRAC)

The Food Research and Action Center (FRAC) is a national nonprofit organization which works on the promotion and support of federal nutrition programs throughout the country. FRAC issues an annual *Hunger Doesn't Take a Vacation: Summer Nutrition Status Report* which reviews annual Summer Meals participation and gaps.²¹ The 2012 report ranks New York as one of the top states in the nation reaching at least one in four low-income youth through Summer Meals (28%).

FRAC has established “Standards of Excellence” as a rating system to clearly define what high quality Summer Meals programs look like, such as nutritional standards and outreach efforts. Details of the rating chart, sample menus and resources can be found on its website.²² Foodlink is featured as a national model program for its focus on fresh, family-style menus.

The FRAC site also includes online maps to locate Summer Meals sites and to help sponsors determine community eligibility for the program.

2010 Healthy, Hunger-Free Kids Act Impacts Summer Meals Program

In 2010, the Child Nutrition reauthorization bill, the Healthy, Hunger-Free Kids Act of 2010, introduced sweeping changes to a range of federal child nutrition programs. The greatest changes impacted the nutritional guidelines of the National School Lunch Program and School Breakfast programs.

²⁰ Searchable statewide map: <http://hungersolutionsny.org/index.php?cID=150>

²¹ http://frac.org/pdf/2012_summer_nutrition_report.pdf

²² <http://frac.org/federal-foodnutrition-programs/summer-programs/standards-of-excellence-summer-programs/>

School districts are required to promote the summer meals program as part of new legislation.

While the nutritional guidelines do not impact the Summer Meals program at this time, it is reasonable to assume that they will in the near future. Immediate changes as part of the current legislation include the requirement that school districts promote the Summer Meals program during the school year and notify families of Summer Meals locations. The legislation also removed the restriction that limited the number of sites a non-profit sponsor could serve. In addition, the legislation included \$20 million in Summer Food Service Support Grants for states to support sponsors and sites.

Where Else are Youth Accessing Food During the Summer?

The Summer Meals program is one of several different options for families to access food resources during the summer. Below is a listing of possible settings, primarily supported by public funding streams, to provide food resources to youth and families throughout the year. These sources are not exclusive, meaning that families may access several of these sources, including the Summer Meals program, to meet their needs. Understanding the network of resources available provides a more complete context of where youth may be accessing meals during the summer months.

SNAP/Food Stamps and WIC

Throughout the year, eligible families have access to the federal Supplemental Nutrition Assistance Program (SNAP), commonly referred to as Food Stamps. The program provides monthly benefits to eligible low-income families that can be used to purchase food items. The WIC program (Women, Infants and Children) also provides monthly benefits to pregnant women, new mothers, infants and children. While school-age youth would not be a part of WIC, households with younger children or a pregnant mother may receive the overall benefit.

Emergency Food Provider Network

Families may also seek out free dry food goods from a local food pantry or a hot meal at a local community kitchen. As discussed in Chapter 2, food pantries, kitchens and shelters see summer increases ranging from 3% to 10% compared to the school year. On average, more than 17,000 children

The Summer Meals program is one of several resources available to families to access food during the summer.

are reported as receiving emergency meals in Rochester during the summer months.²³

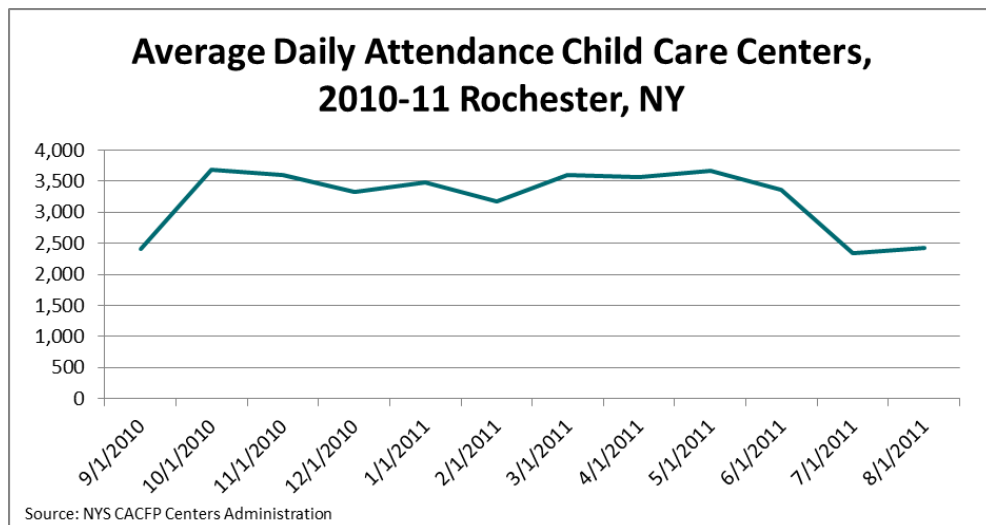
Child Care Centers and Home-based Day Care

Youth may also be enrolled in day care centers or home-based day care during the summer months. The USDA's Child and Adult Care Feeding Program (CACFP) provides funding for nutritious meals in these child care settings based on the poverty status of the area or the income of the enrolled children up to age 12.

On average, 2,700 youth daily were attending day care centers in the City of Rochester between June and August of 2011, the latest year data were available. In addition, as of July 2012, 1,580 school-age youth were registered in 414 home-based day care settings.²⁴

Based on data provided for day care centers, we see a drop in Average Daily Attendance (ADA) during the summer months compared to the school year. Compared to June, with an ADP of over 3,300, daily attendance drops by 1,000 kids in July to 2,300 and then up slightly to 2,400 in August. This decline during the summer raises questions of whether older kids or parents are watching their younger siblings during the summer and providing meals at home.

Figure 13



²³ Based on emergency meals data provided for Foodlink. Average calculated for 2008-2011.

²⁴ These sites are reported as serving the Rochester area and include youth from outside the City.

A Note about Expanded Learning

For the 2012-13 school year, RCSD initiated an Expanded Learning model that elongates the time students are in school to access additional programming and academic supports by staggering teaching time during the day and by establishing formal partnerships with community providers to provide onsite services. The program is expected to expand to 8 total schools for the 2013-14 school year. Funding was secured from the Ford Foundation with additional support from the Rochester Area Community Foundation to aid in the development of this model.

As of the writing of this report, it is unclear if the Expanded Learning model will include an expansion of summer learning. If this were to occur, a larger group of students may become part of the Summer Meals program landscape and would be included as part of meeting the overall community target.

How Families Find Summer Meals Sites

Providers indicate word of mouth is the most effective method for families in finding a summer meals location. In addition, summer meals sites typically promote their own sites, especially for closed programs, which rely on pre-registration for the program. Sponsors also provide a range of outreach and promotion, including kick-off events and press conferences at the start of the summer. Sponsors have traditionally listed and promoted their own sites on their websites and materials. *Promoting a comprehensive listing of local summer meals sites is not part of a routine community-wide effort at this time.*

NYSED oversees statewide promotional efforts including the placement of summer meals advertisements on buses and billboards and distributing posters and banners. NYSED also supports the central statewide summer meals hotline (1-800-522-5006). This hotline provides callers with information about summer meals sites in their area. The statewide hotline is staffed through a contract with the Rochester-based ABVI and receives some staff support by the 2-1-1 community call service, also a program of ABVI. Information about approved summer meals sites is provided to the 800# by NYSED at the end of June or early July.

In recent years, several state and national groups have launched online searchable maps for families to locate summer meals sites. As noted in the section above, these sites are hosted by NYSED, FRAC and Hunger Solutions New York. *While these maps are useful tools, the information is not posted until the middle of July, thereby limiting the value for families attempting to make decisions about summer services.*

A comprehensive listing of all local summer meals sites is not readily available to the public.

Online listings of meal sites are often not available till the middle of July – well into the summer season – making it harder for families to access.

CHAPTER 4: STAKEHOLDER VIEWS OF THE SUMMER MEALS PROGRAM

To better understand the range of factors that impact Summer Meals participation rates, CGR sought to engage a wide cross-section of perspectives, including: parents/guardians, youth, and administrators of Summer Meals sites.

Through a combination of surveys, interviews and focus groups, nearly 3,300 total voices were engaged to inform the needs assessment. A summary of these perspectives is summarized below for each core group.

Parent/Guardian Survey Results

At the beginning of summer 2012, a paper survey was mailed out to a random sample of 3,000 households with children in the City of Rochester. A week before the survey was mailed out, the Rochester City School District (RCSD) issued a “robo call” to RCSD households to promote the survey. The survey was then mailed to households in both English and Spanish with the option to take the survey online or by phone.

Just over 100 survey responses were received by mail. Follow-up calls were then placed to a sample of non-response households to ensure a representative sample across the City.

In total, 232 survey responses were collected for an 8% response rate.²⁵ The figure below presents the locations of respondents throughout the City of Rochester.

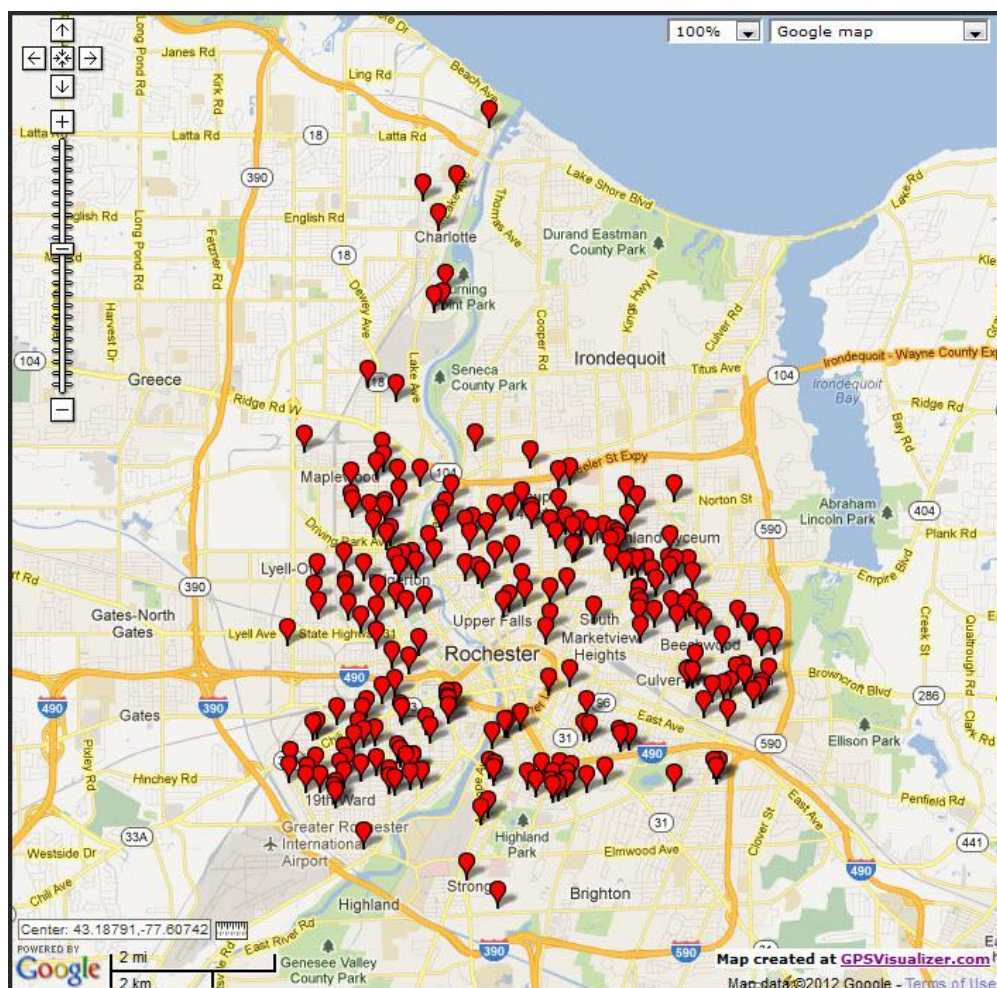
The characteristics of the respondents are:

- 45% female, 55% male;
- 60% report their children receive free and/or reduced lunch;
- 47% indicated receiving SNAP/food stamps;

²⁵ This represents a maximum margin of error (MOE) of +/-6 points. That means that if a survey answer is reported as 70%, if you polled every resident, the true response could be anywhere from 64% to 76%. Therefore, the survey is most useful to paint a general picture and to highlight areas for further conversations.

- 56% were self-reported as black or African American; 15% Hispanic/Latino; 25% White; and 4% Asian;
- 43% of respondents have one child between the ages of 4 and 18; 30% have 2 children; 18% have 3 children; and 7% have 4 or more;²⁶
- Responses were received from throughout the City, as shown on the map below.²⁷

Figure 14
Parent/Guardian Survey Respondents, by Location



²⁶ 2% did not indicate.

²⁷ Map provided by Metrix Matrix who conducted the survey.

A Word about Response Bias

With any survey there is the potential for over-response by one particular group over another. This type of response bias cannot be avoided, but should be acknowledged. While every effort was made to ensure a random sampling of households, the respondents who took the time to mail back the survey or agreed to a phone survey may represent high-functioning households with a higher level of parental engagement. This is not possible to determine, but should be understood as part of the context. For example, 40% of respondents report a need for food which roughly aligns with the overall poverty measure (30%) for the City of Rochester. The self-reported free and reduced-priced lunch participation rate of respondents was 60%, which roughly aligns with the 64% of all enrolled students who participate.²⁸

Further, asking uncomfortable questions related to a parent's ability to feed their children may also result in more careful or guarded responses, which may skew results.

Therefore, the responses here should be taken into consideration as part of the picture in conjunction with other data provided in this report.

Summary of Parent Survey Findings

Overall, the survey found a mixed picture of need. Consistently, about 40% of respondents indicated a need or worry about providing enough food for their children. Half of respondents found it harder to provide enough food in the summer compared to the school year. For those indicating a need, lunchtime was the meal most worrisome to provide.

The following presents key findings from the parent survey. Survey comments are also included in the report margins and have not been edited for content. A copy of the survey instrument can be found in the Appendix.

Responses Concerning Need for Food

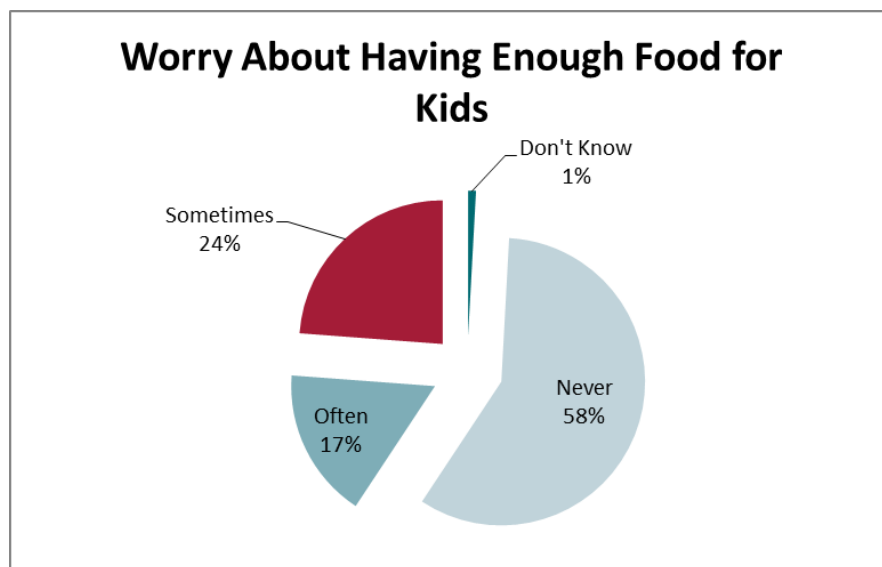
Consistently, regardless of the time of year, about 40% of respondents indicated concerns or challenges about providing food to their families, with 60% of respondents reporting little to no difficulties around food.

"I really haven't had the need to feed my kids at any program. I get food stamps. Even if my kids could access programs, it's hard to get them there because I work during the day."

²⁸ This figure (64%) represents the share of enrolled RCSD students who participate in the free and reduced lunch program. In other sections of the report we refer to the free and reduced participation rate of 72% which reflects the participation rate of eligible students (not the total student population).

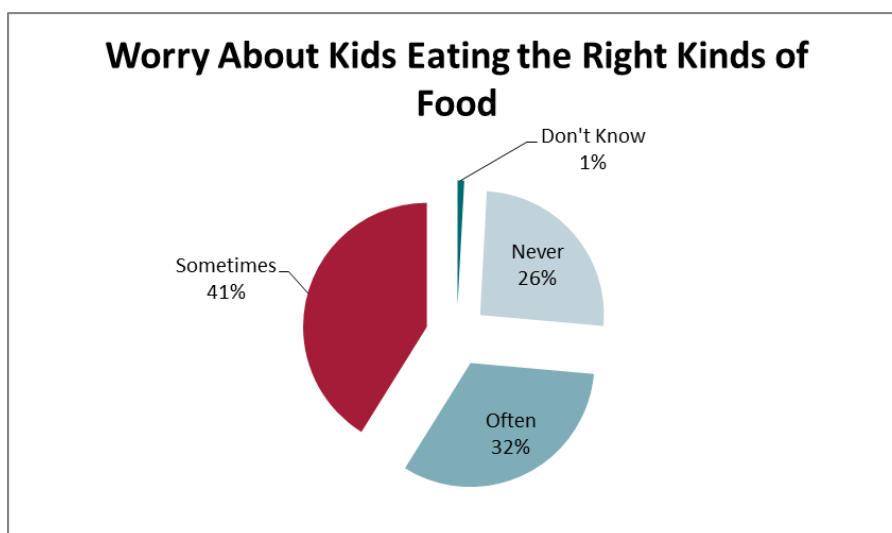
Fifty-eight percent of respondents said they do not worry about having enough food to feed their kids, while 41% sometimes or often worry.

Figure 15
41% of respondents sometimes or often worry about having enough food



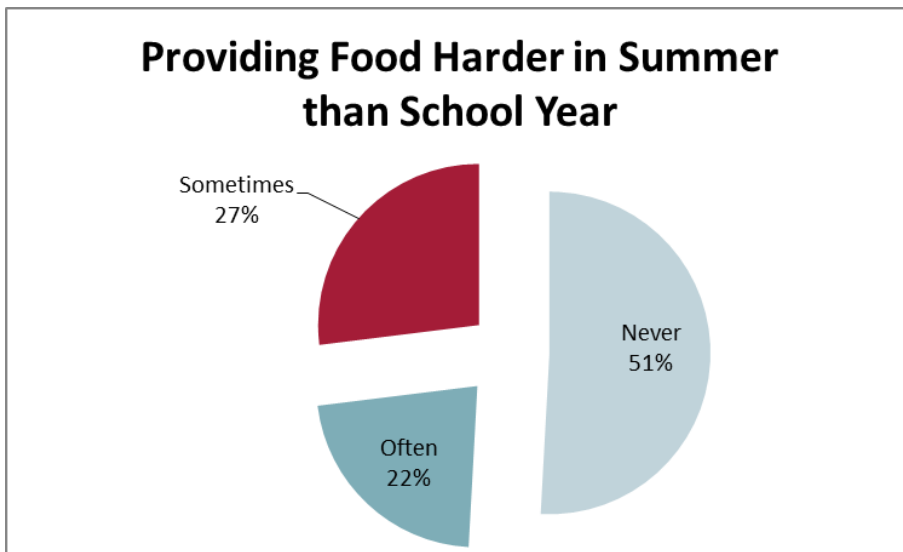
Nearly $\frac{3}{4}$ of respondents (73%) report that they sometimes or often worry about the quality of food their children are eating, while just over a quarter (26%) indicated they never worry about food quality.

Figure 16
Majority of respondents worry about the quality of food their children are eating



Just over half of respondents (51%) do not find it harder to feed their kids in the summer than during the school year, while 49% sometimes or often find it harder.

Figure 17
About half of respondents find it harder in the summer than during the school year



“We are struggling between going to work and taking care of our child.”

Thirty-five to 40% of respondents reported that they worry about having enough food to provide specific meals for their kids. Lunch was the meal most concerning to respondents, with 40% reporting they often or sometimes worried about having enough food for this meal. Breakfast was the second most worrisome (37%), followed by supper (35%).

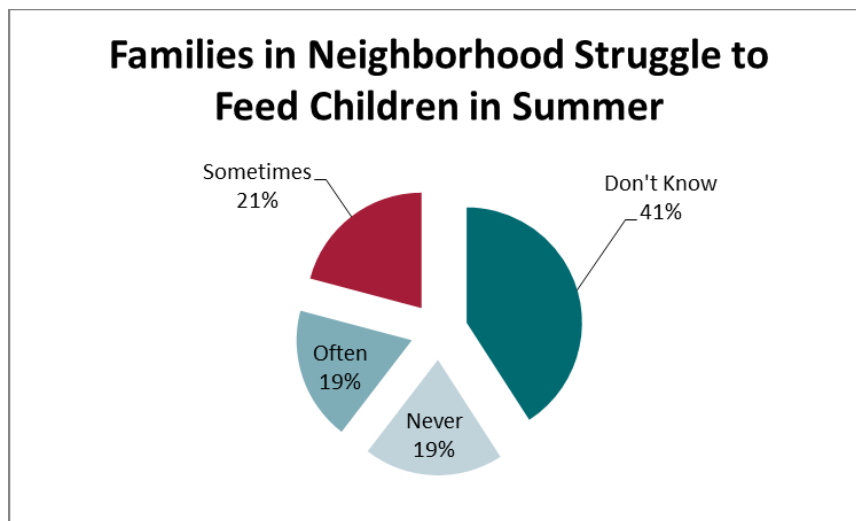
Table 8
When food was of concern, lunchtime was the meal respondents worried about the most

	I worry about having enough food for my kids for...		
	Breakfast	Lunch	Dinner
Never	62%	59%	65%
Often	11%	13%	13%
Sometimes	26%	27%	22%
Don't Know/Blank	1%	2%	1%

When asked about other families, 40% of respondents felt others in their neighborhood struggled to feed their children, while a similar percentage didn't know (41%).

“[T]he summer months are especially difficult to feed my kids. I have 3 children, two of which are boys. My sons eat so much food that we just don't have enough for everyone. Sometimes I will go without.”

Figure 18
40% of respondents believe other families struggle during the summer



More than half of respondents did not know if there were enough places in their community where families could access food. Thirty-six percent indicated an awareness of available sites, while 11% believe there is never enough.

“This year the principal of number 34 school was able to get breakfast and lunch provided at the school during the summer, so my daughter will be able to eat there.”

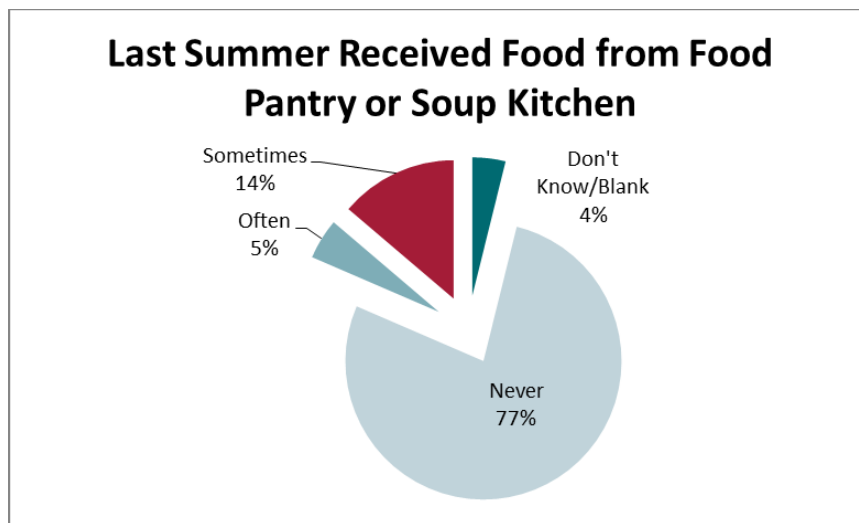
Figure 19
More than half of respondents were unsure if there were enough places for food in their neighborhoods



Nearly one-fifth (19%) of respondents reported they accessed food from food pantries or soup kitchens last summer (the summer of 2011).

Figure 20
Majority of respondents did not receive food from the emergency food network

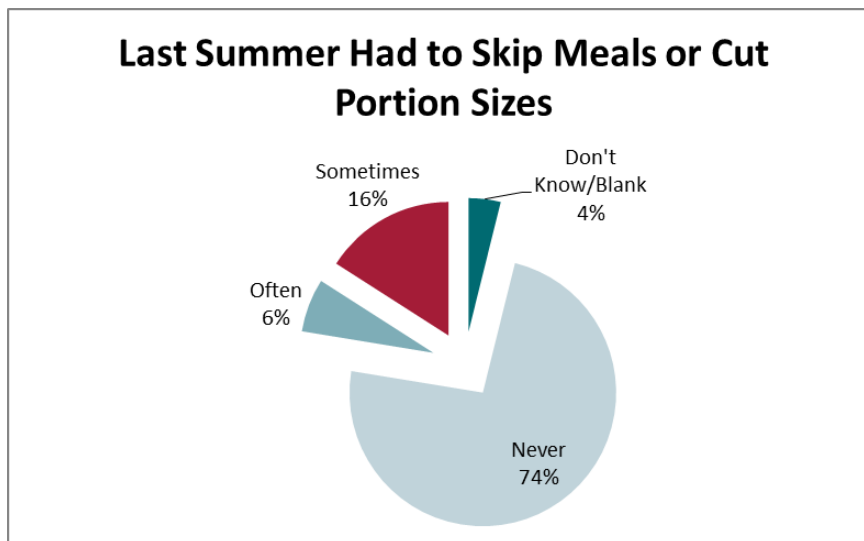
“[M]ost families in my community have more trouble feeding their children during these hard times.”



Twenty-two percent of respondents reported skipping meals or cutting portion sizes last summer.

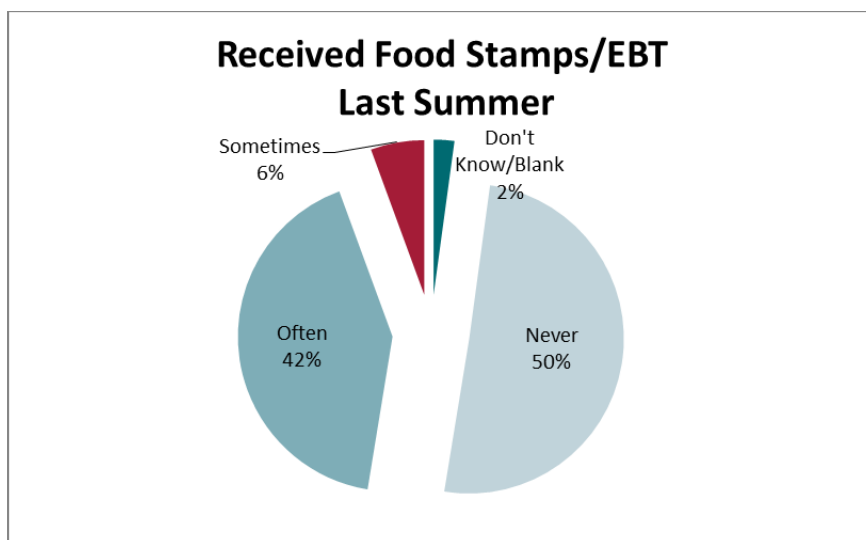
Figure 21
More than 1/5 of respondents reported signs of severe food shortage

“Last summer was not a problem with feeding my family, but this year due to increase in costs, it has become challenging for me.”



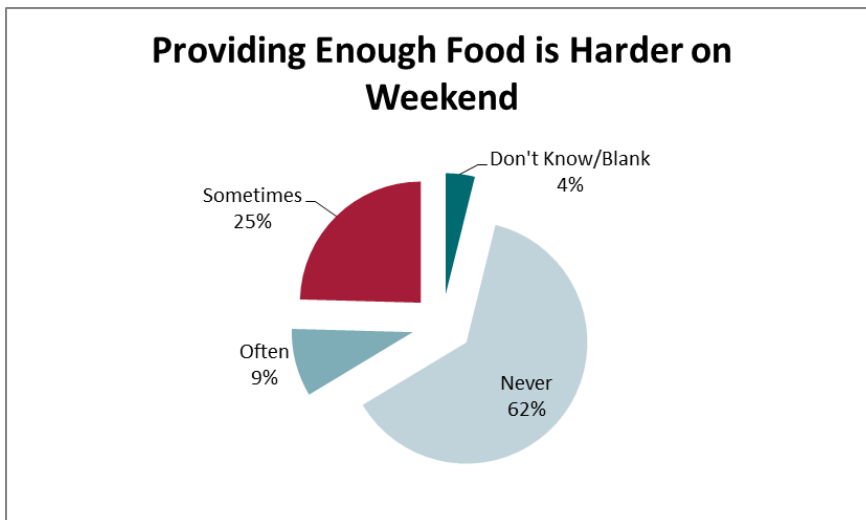
Just under half of the respondents reported receiving SNAP/food stamps or Electronic Benefits Transfer (EBT) last summer.

Figure 22
Food Stamps/EBT helped just under half of the respondents with their food needs last summer



Thirty-four percent reported last summer it was more difficult to provide enough food to their children on the weekends than during the week.

Figure 23
34% indicate providing food is harder on weekends than weekdays

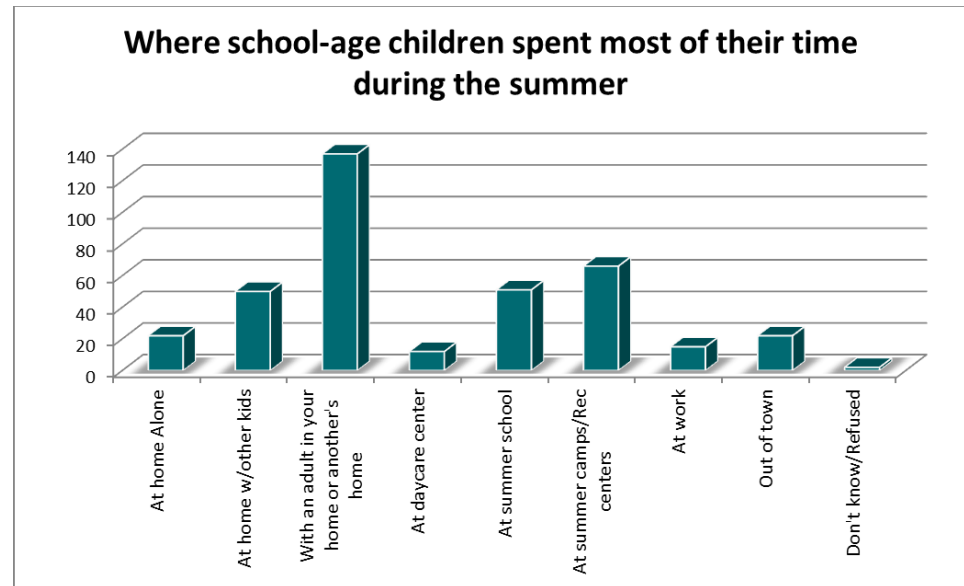


Where are Youth Spending Time During the Summer?

The most common place youth spent most of their time during the summer was reported to be at home with an adult or at another home with an adult. The least reported answer was in a day care setting, followed by at work. Summer school was listed by 22% of respondents, while 33% indicated their kids spent most of their time at community places last summer.

Figure 24

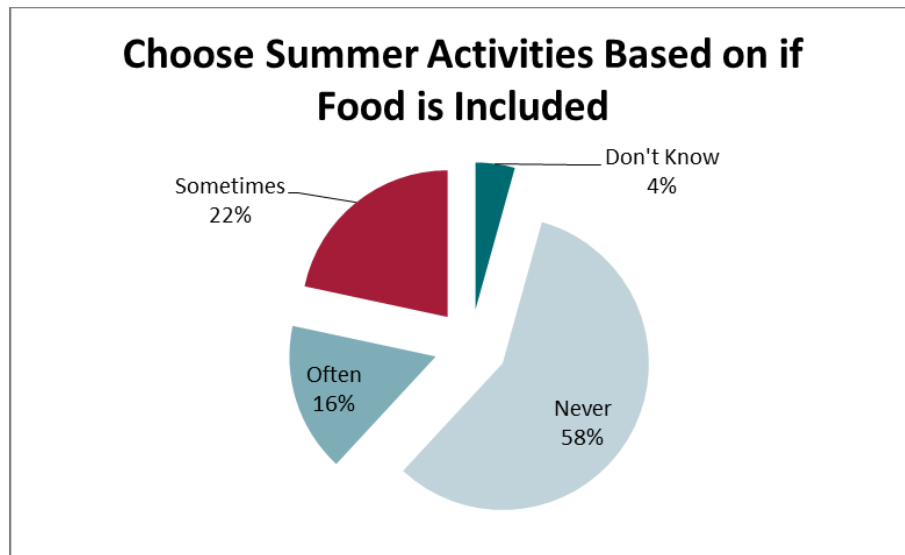
Respondents report youth spend most of their time at home



When looking for summer options for their kids, nearly 60% of parents said that food availability was not part of their decision-making process. Thirty-eight percent of respondents said they make choices about summer activities based on whether food was included or not.

“They need something to do other than eat. Everyone can't afford the pay camps.”

Figure 25
38% of parents report choosing an activity based on the availability of food



Preferred Summer Meal Options

When asked if they would use a range of options for obtaining food for their kids, 32% to 47% of respondents indicated they would participate in Summer Meals options this summer if they were available. Nearly half of respondents indicated they would make use of a backpack program where they would pick up food for their child once a week to prepare and eat at home. About 40% of respondents indicated that they would be likely to participate in community drop-in programs at local community agencies and their local library.

“It’s just thoughtful that you would consider mobile trucks that can get to the neighborhood. Because some parents do not have money or transportation.”

Table 9
1/3 to almost half of respondents indicated they would participate in various Summer Meals options if available

Would you use these summer meals options this summer?		
	Yes	No
Picking up backpack of food once a week	47%	53%
Drop in programs at community agencies	40%	60%
Drop in program available daily at library closest to home	38%	62%
Drop in program available daily at school closest to home	36%	64%
Drop in program at City Rec sites	36%	64%
A mobile food truck that tours neighborhood	36%	64%
A mobile food truck that sets up at playground or housing complex	32%	68%

When respondents were asked to pick their favorite option, the top rated choice was the backpack program at 34%, followed by a mobile food truck in their neighborhood. Drop-in meal programs at the local library or community agency were both tied for the third top-rated options.

“My kids took advantage of the food at the summer camp, but...as a parent [I] was not able to attend. It was only for children.”

Table 10
The most popular summer food option was a backpack program

Favorite Summer Meals Option	
Picking up Backpack once a week	34%
Mobile Food Truck in Neighborhood	18%
Library drop-in program	13%
Community Agency drop-in program	13%
School drop-in program	9%
City Rec Site drop-in program	9%
Mobile Food Truck at Playground/Housing Complex	5%

Youth Survey Results

Near the end of the 2011-12 school year, the Rochester City School District (RCSD) food service department distributed a paper survey to its schools. The short survey, designed by CGR, was intended to gauge student awareness and views of the Summer Meals program. The survey was completely voluntary and offered to all schools to participate.

The paper survey was distributed to RCSD students during the last few weeks of school starting the week of June 12. Thanks to the efforts of RCSD staff, students from 24 schools participated in the survey and provided nearly 2,900 responses.

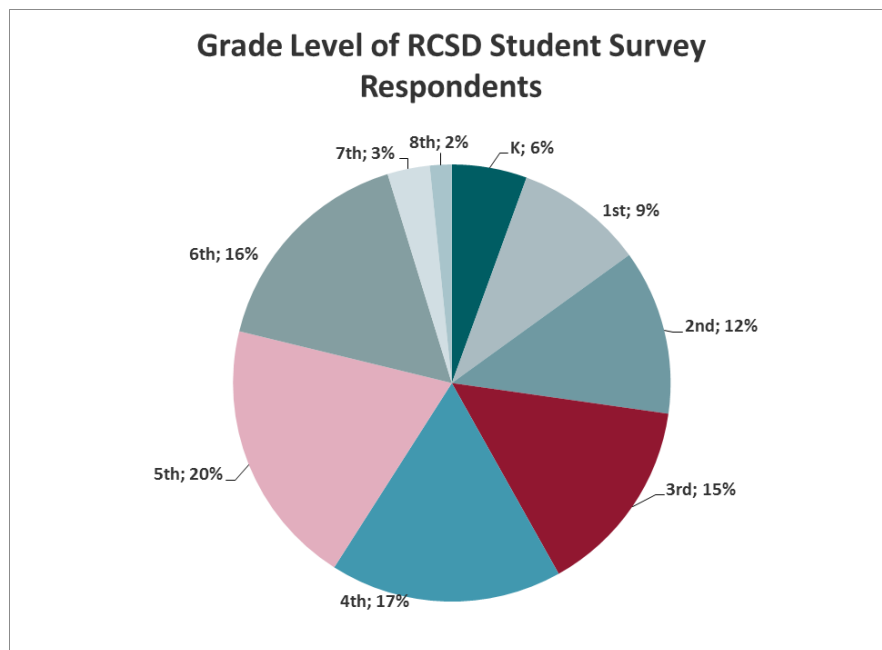
It is important to remember that the survey results reported here reflect the perspective of our young people. Answers vary in terms of the level of awareness of food options in the household. These responses should be viewed as representing a student voice. A copy of the survey instrument can be found in the Appendix.

Description of Respondents

Due to the time of the year, high school students were already out of school; thus respondents were in grades kindergarten through eighth grade. Over 80% of respondents were between grades 2 through 6 as shown in the figure below.²⁹

²⁹ Represents percentage of those reporting a grade level on the survey.

Figure 26



Students from 24 schools responded, with nearly 1/5 of total responses coming from School 33 (506 students) and 14% from Pinnacle/School 35 (406). Schools 58 and 19 also contributed over 200 responses each, making up 8% and 7% of the total respectively. Based on the share of students eligible for free and reduced meals, these schools are likely to give a decent picture of the district.

Based on prior years' data, Schools 33 and 35 are both about 85-90% eligible, while School 19 is 98%. All three are neighborhood schools (i.e., not-citywide, lottery schools); School 33 is the largest in the Northeast; School 35 is in the Southeast; and School 19 is in the Southwest part of the city. About three-quarters of School 58's students are eligible, and the school draws from the entire city. While the survey was voluntarily administered, based on the responses received, the findings appear to be reflective of the broader district.³⁰

³⁰ It should be noted that the survey was administered in English only, which limits the responses from English Language Learners.

Table 11

Summer Meals Student Survey Respondents, by School		
School	Response Percent	Response Count
2- Clara Barton	4.7%	134
3- NRCS	3.4%	96
4- George Mather Forbes	0.5%	14
5- John Williams	0.9%	27
7- Virgil Grissom	2.7%	76
8- Roberto Clemente	1.2%	34
9- MLK	5.4%	154
16- John Walter Spencer	3.4%	98
17- Enrico Fermi	1.9%	55
19- Dr. Charles Lunsford	7.3%	208
28- Henry Hudson	6.7%	191
29- Adlai Stevenson	1.9%	55
33- John Audobon	17.7%	506
35- Pinnacle	14.2%	406
41- Kodak Park	0.8%	23
43- Theodore Roosevelt	6.4%	182
45- Mary Bethune	5.5%	156
54- Flower City	2.0%	58
57- Early Childhood	0.6%	18
58- World of Inquiry	8.4%	241
School without Walls	0.3%	9
Thomas Jefferson	0.3%	8
Wilson Magnet School	0.3%	8
46 - Charles Carol	3.5%	100
TOTAL	100%	2,857

Note: 37 survey respondents did not answer this question.

Summary of Student Survey

In general, kids did not report an awareness of needing food during the summer and reported mostly eating lunch and breakfast at home. Twenty-seven percent of the students knew of a place in their neighborhood where they could eat free food, 31% said there were no places available, and 42% did not know. When asked to pick the top reasons why they did not participate in summer meals, just under half of the students indicated they did not need the food and 38% stated they did not know there were places they could go for meals.

Figure 27

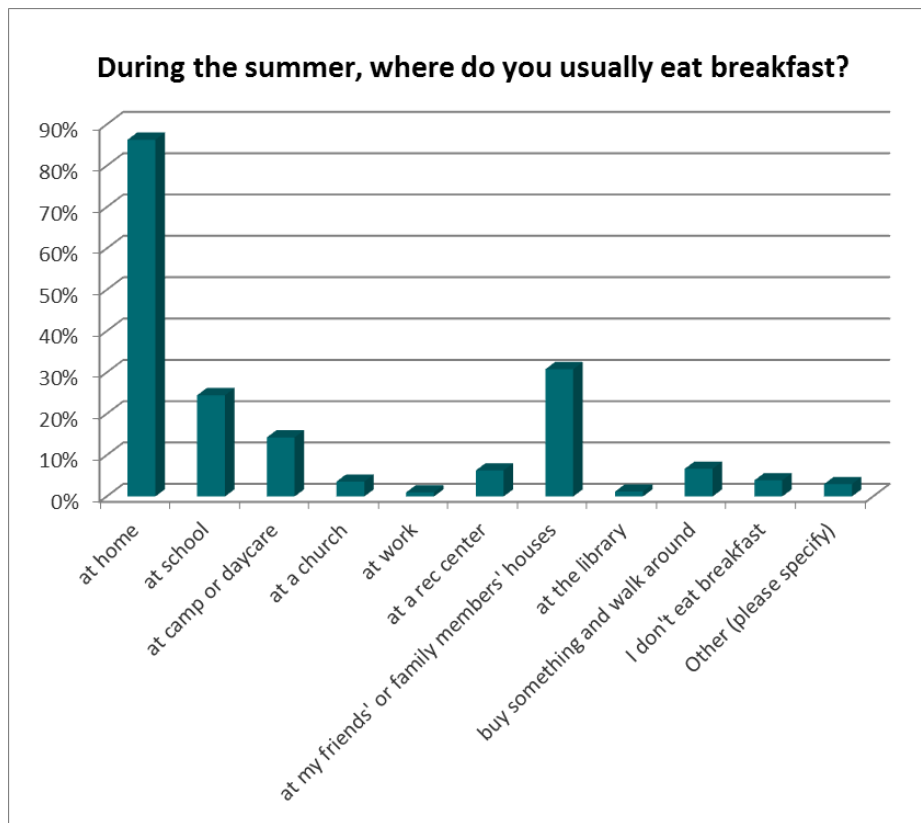
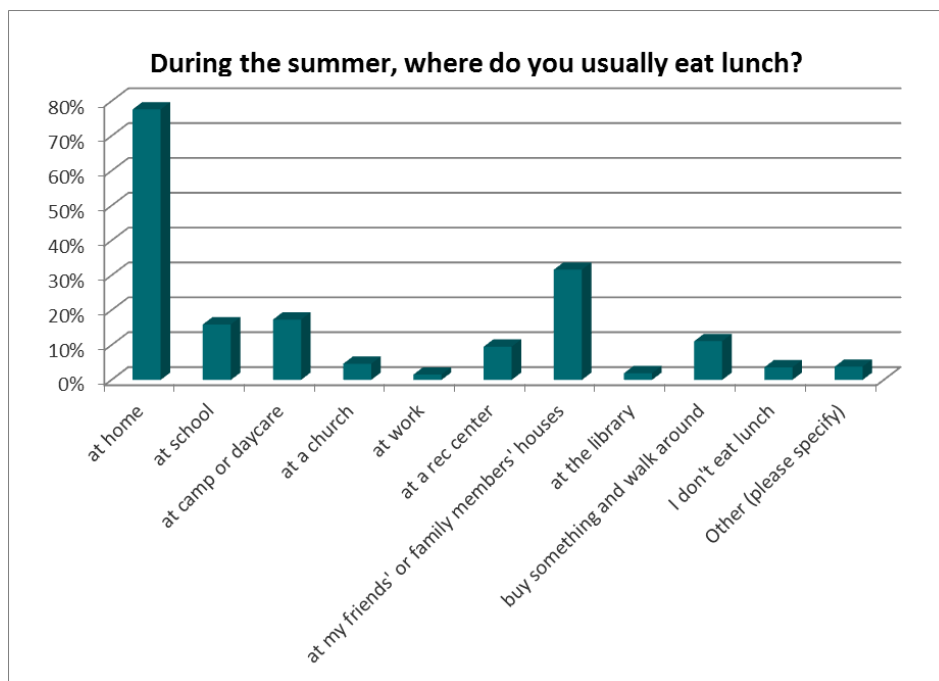
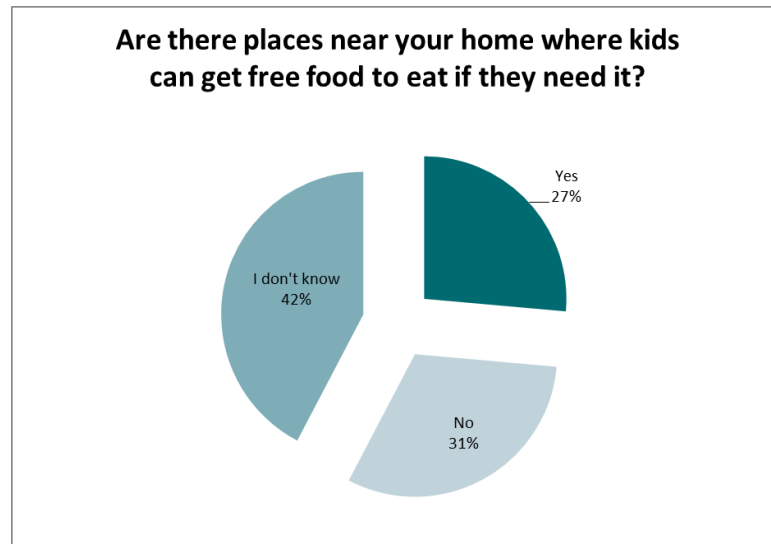


Figure 28



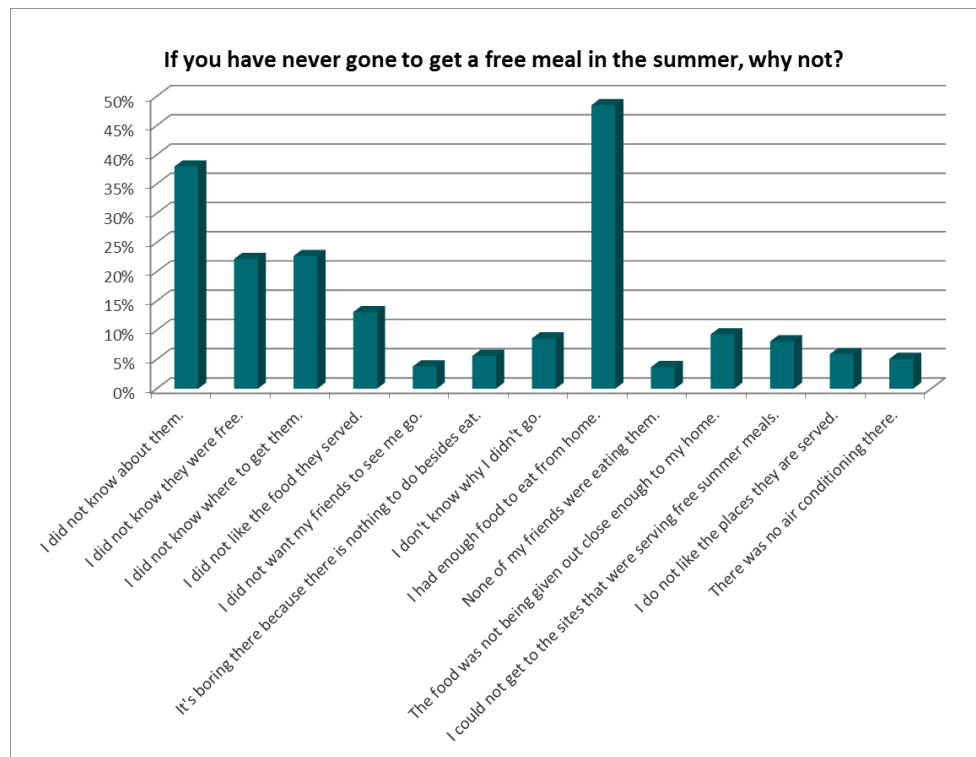
Forty-two percent of the students did not know of places in their neighborhood which provided free food. Conversely, 27% knew of places in their neighborhood to receive free food, while slightly more (31%) believed there were none.

Figure 29



When asked to check all the reasons they did not participate in Summer Meals, nearly half of the students indicated they had enough food at home. The next most common reason was the students did not know about the program (38%). Twenty-two percent of the students did not know the meals were free and the same proportion reported they did not know where sites were located. Thirteen percent stated they did not like the food provided. Transportation to meal sites was cited as a problem for 8% of students. A stigma associated with attending the site (4%) and being bored at the sites without activities (6%) were also not perceived as major barriers to participation.

Figure 30



Provider Survey Results

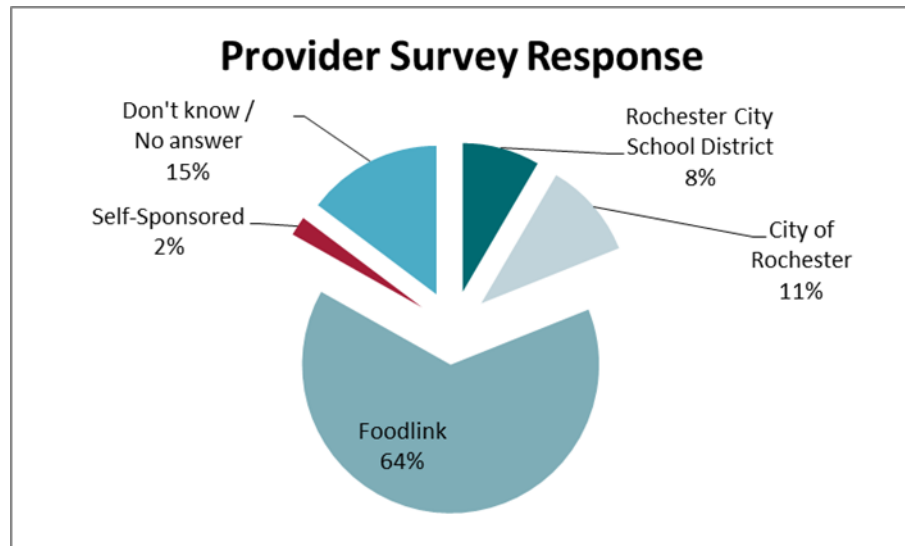
Before the start of the 2012 Summer Meals program, CGR provided a paper and online survey to host sites. The survey was targeted to reach staff that administer or oversee the program at specific sites (programs or schools) with a preference for one survey per site. A total of 95 survey responses were collected.³¹ A copy of the survey instrument can be found in the Appendix.

Responses by Sponsor

The provider survey was voluntary and made available to Summer Meals sites by their sponsors through email and distributed during Summer Meals training sessions.

³¹ Respondents did not answer all questions. When total responses fell below 95 the number is indicated on the graph.

Figure 31



Foodlink invited CGR staff to attend each of three mandatory trainings to present and collect completed surveys. This format was very successful in obtaining completed surveys. As a result, 64% of the total survey responses were from Foodlink sponsored sites, while they represent only 46% of total sites in the community. Foodlink sponsors 50 sites and 61 confidential surveys were received, indicating a handful of sites submitted multiple surveys. As Foodlink sites are primarily community-based organizations, it can be assumed that the survey responses below will predominantly reflect this perspective.

RCSD provides the most Summer Meals in the community (44%), but at fewer and larger sites. While survey responses from RCSD sites made up 8% of the total surveys received, this represents nearly half of all RCSD's sites. For the City of Rochester, 10 responses were received, for a 27% response rate for the City's 37 sites.

Table 12

	2012 Total Sites	# of Surveys Received	Survey Response Rate
Rochester City School District	17	8	47%
City of Rochester	37	10	27%
Foodlink	50	61	122%
Self-Sponsored	5	2	40%
Don't know / No answer	-	14	-
Total	109	95	-

Characteristics of Responding Providers

Nearly half of the respondents were from organizations that have been providing Summer Meals for four years or more – indicating program stability and experience. Half of the respondents reported their programs were open or drop-in programs, while half reported their programs were closed sites. According to NYSED’s site data, 70% of meal sites were open in 2012, indicating a higher survey response rate from closed site providers.

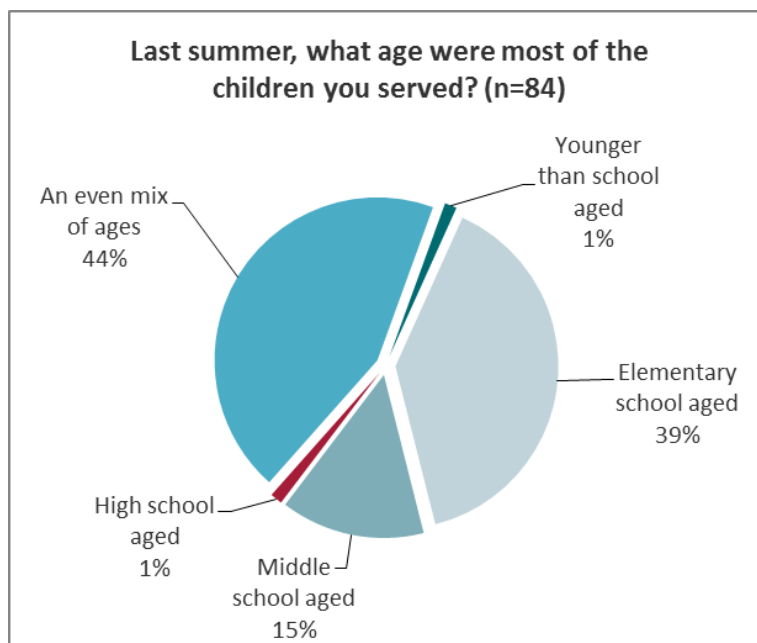
Most reported their sites serve all five days of the week, but not on weekends. Sixty percent reported serving youth from all over the City – not just the surrounding neighborhood.

Eighty percent of respondents indicate a high to very high need for more Summer Meals in their neighborhood. Nearly 60% indicated they have the capacity to serve more kids than they do now and 39% planned on serving more youth this year than last year.

Program Operations

Most providers report serving an even mix of ages (44%), with elementary students making up the next greatest response (39%). Very few providers report serving high school students or children younger than school age.

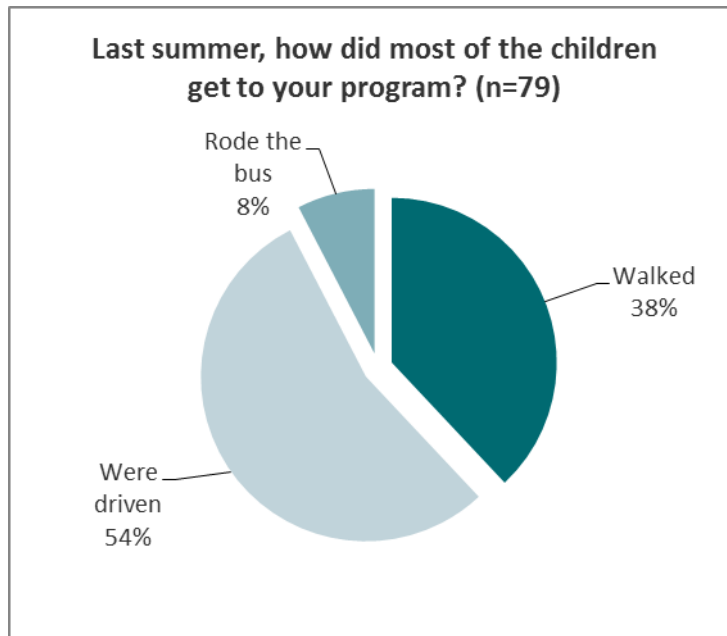
Figure 32



Nearly all respondents (93%) indicated their program provided an activity in addition to serving a meal.

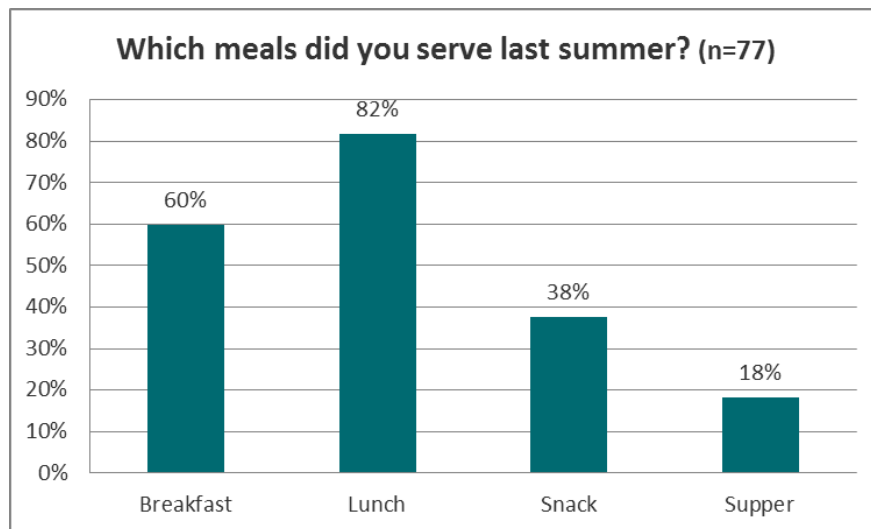
The majority of programs (54%) report most youth were driven to their programs. Another 38% report the youth walk, while the rest report children are bused to their sites, as shown in the figure below.

Figure 33



Not surprisingly, lunch was the most common meal served (82%), followed by breakfast at 60% of sites. Thirty-eight percent of sites reported providing snacks. While supper was the least common meal served, to receive summer meals reimbursement providers can provide either lunch or supper (but not both) – making the total between the two 100% of respondents.

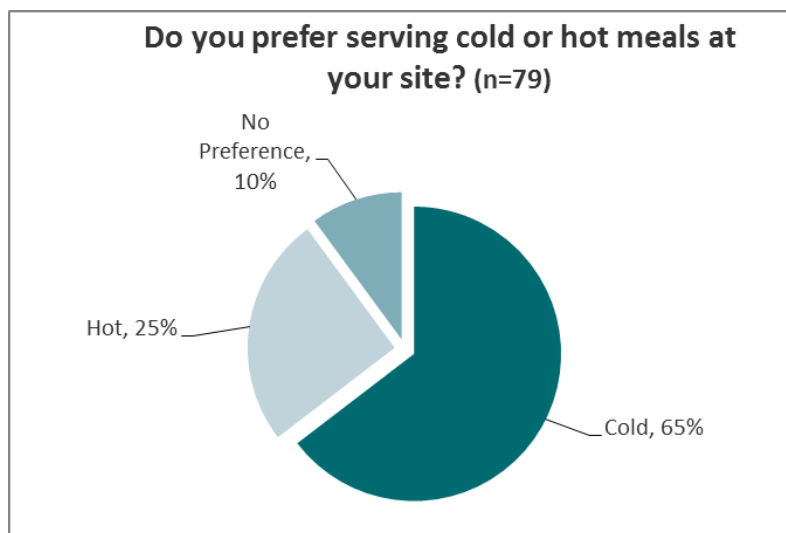
Figure 34



“[There is] more variety in hot meals. Most cold meals were a variation of salad/wrap and kids grew disinterested.”

Nearly 2/3 of the providers indicated they preferred serving cold meals while 25% preferred hot. The top reasons given for preferring cold meals were cold meals were more convenient to store, required less staff to serve, were portable for field trips, were easier to clean up, and the kids liked them more. The most common reasons given for hot meals was the kids preferred them and hot meals provided heartier and better food options for kids. Several comments were also made that the providers believed children did not receive hot meals at home and the sites wanted to offer the “family-style” eating as part of their program.

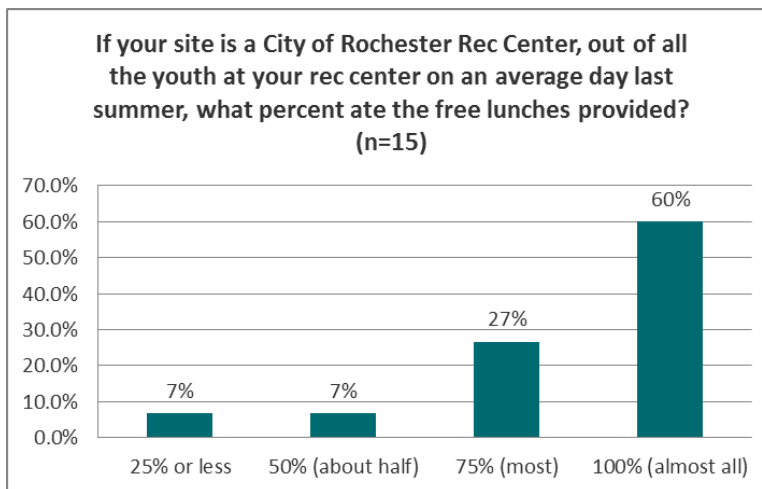
Figure 35



“Serving cold meals is more convenient, requires less work and less likely to get a foodborne illness.”

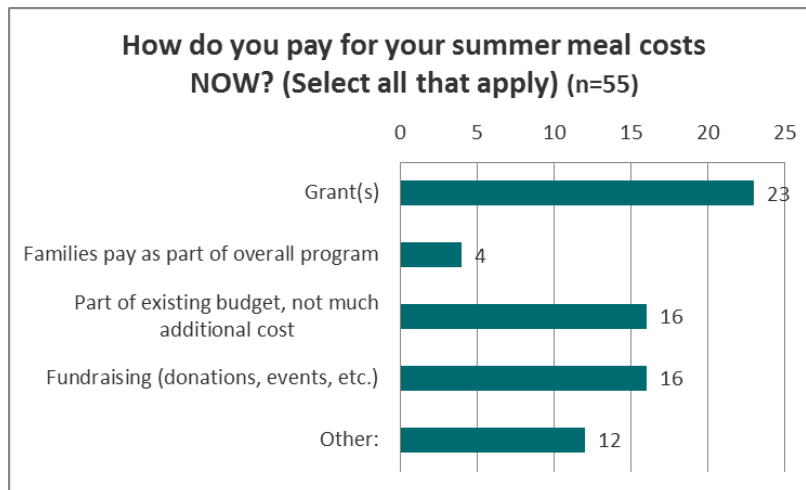
Specific questions of the survey focused on City Recreation Centers, which offer meals in addition to the range of programming and activities. The majority of Rec Center staff responding (60%) believed nearly all of the youth who show up to the Rec Center on a given day are eating a meal. Another 27% believed at least ¾ of the youth are participating in Summer Meals. Reasons given for why some youth do not participate were the type and quality of the meals served, and one respondent cited embarrassment.

Figure 36



Summer Meals reimbursement covers the majority of sponsor costs for providing meals to the sites. Providers must identify other sources of revenue to cover the costs of hosting and managing the summer program. The most cited source of revenue was grants, followed by fundraising and absorbing costs as part of an existing budget. Other sources listed were Foodlink, Rochester Housing Authority, and churches.

Figure 37

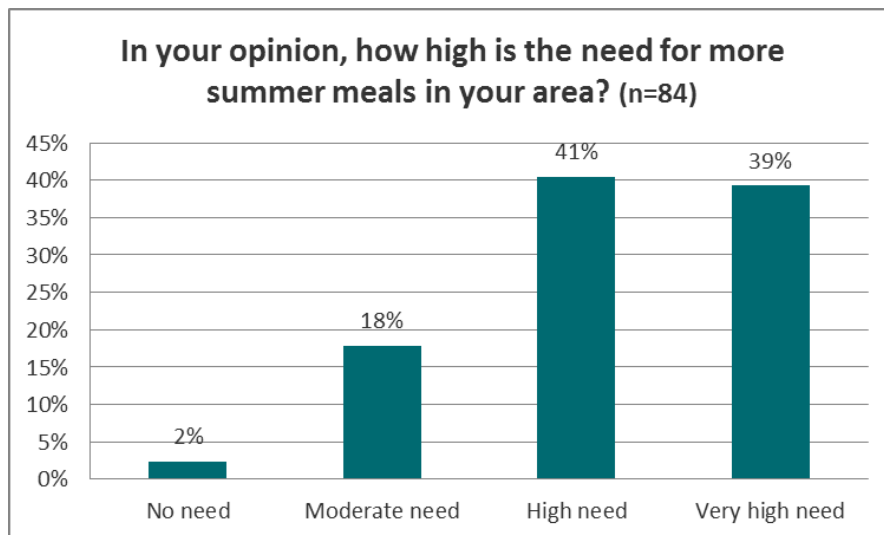


“Connect us with volunteers willing to help if we do not have enough people. This is greatly needed.”

Perceived Community Need

Eighty percent of providers indicated there is high or very high need for additional summer meals in their area. Another 18% believed there is moderate need for additional summer meals as shown in the figure below.

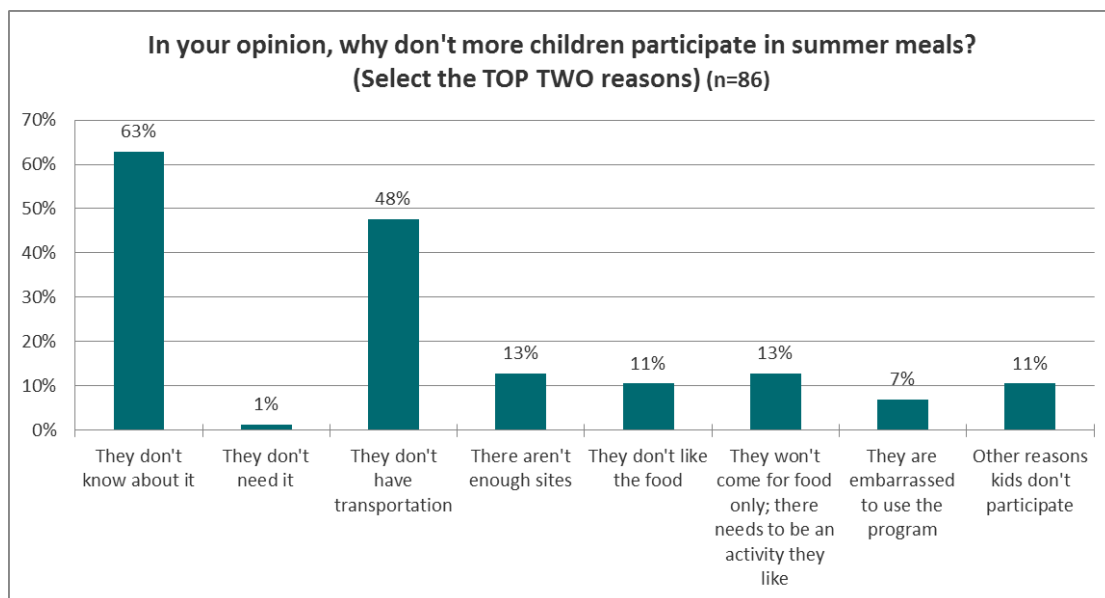
Figure 38



“Possibly are latch-key kids and are unable to leave their house without an adult.”

When asked why more youth do not participate in summer meals, nearly 2/3 of providers indicated lack of awareness as the primary reason. Just under half of providers believed kids lack proper transportation to attend the program, while 13% indicated insufficient sites and a lack of activities to entice students to attend. Other reasons providers cited were families cannot afford to pay the camp fee, refugee families are still arriving and do not know of the program, dietary concerns particularly for the Muslim community, and children are instructed not to leave the house while their parents are working.

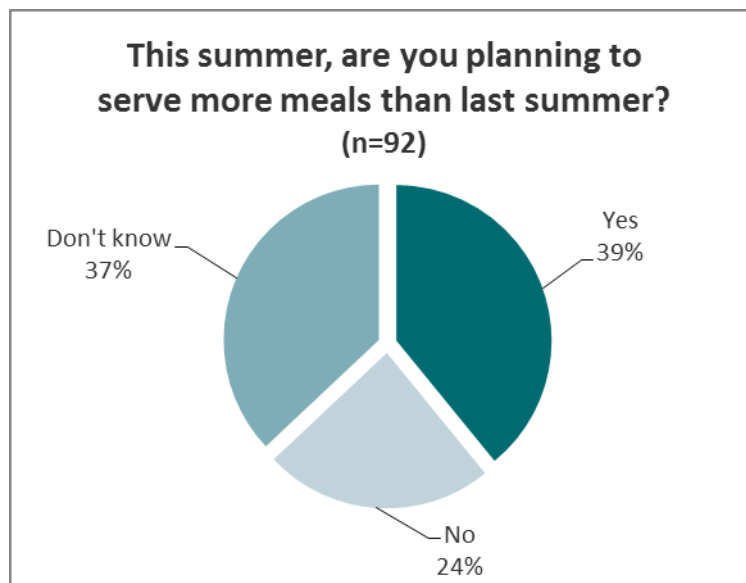
Figure 39



Provider's Ability to Serve More Youth

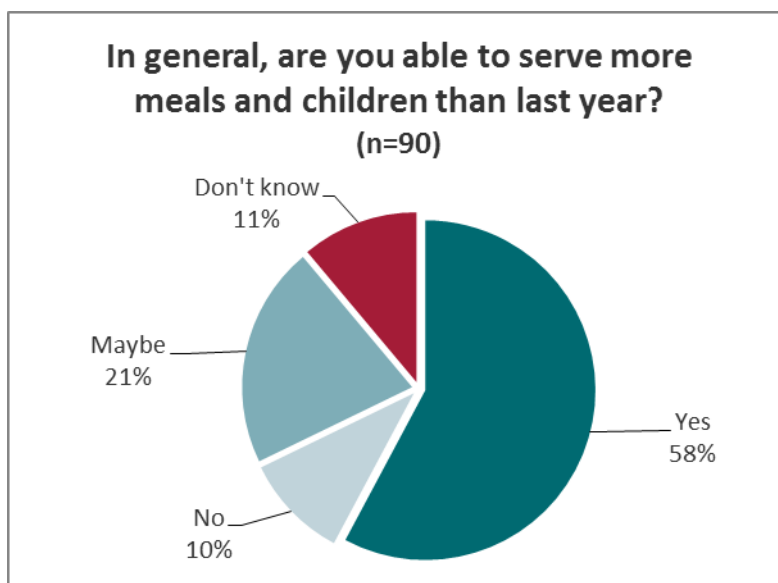
About 25% of providers were not planning to serve more youth in 2012, while 39% were planning to do so.

Figure 40



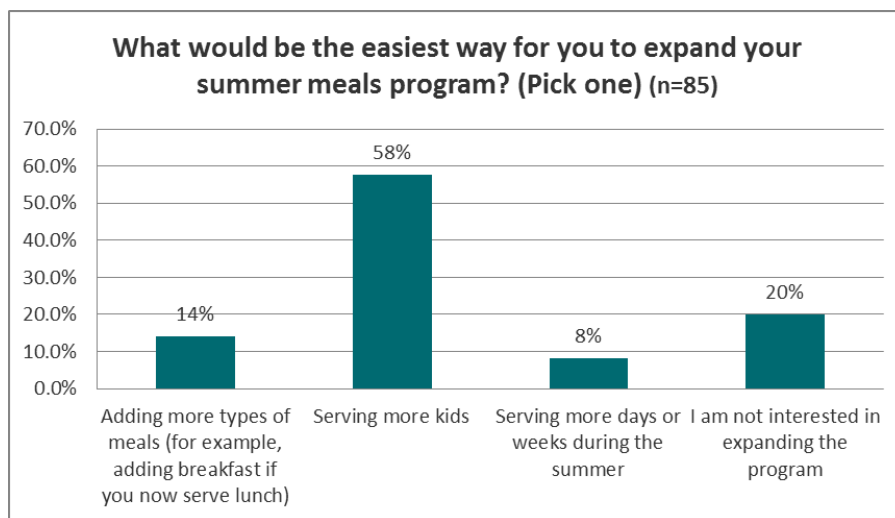
A majority (58%) of sites indicated they had the capacity now to serve more youth, and another 21% said they might. When asked the maximum number of youth providers could serve now, answers ranged from a low of 40 to a high of 400. The average reported maximum capacity was 100 youth per day.

Figure 41



The majority of providers (58%) believed the way to expand their program was simply to serve more kids without making other adjustments. Another 14% of sites indicate adding another meal to their program is the easiest way to expand. Twenty percent of sites were not interested in expanding their programs. These typically were closed camps or designed to serve a limited number of youth as part of the program.

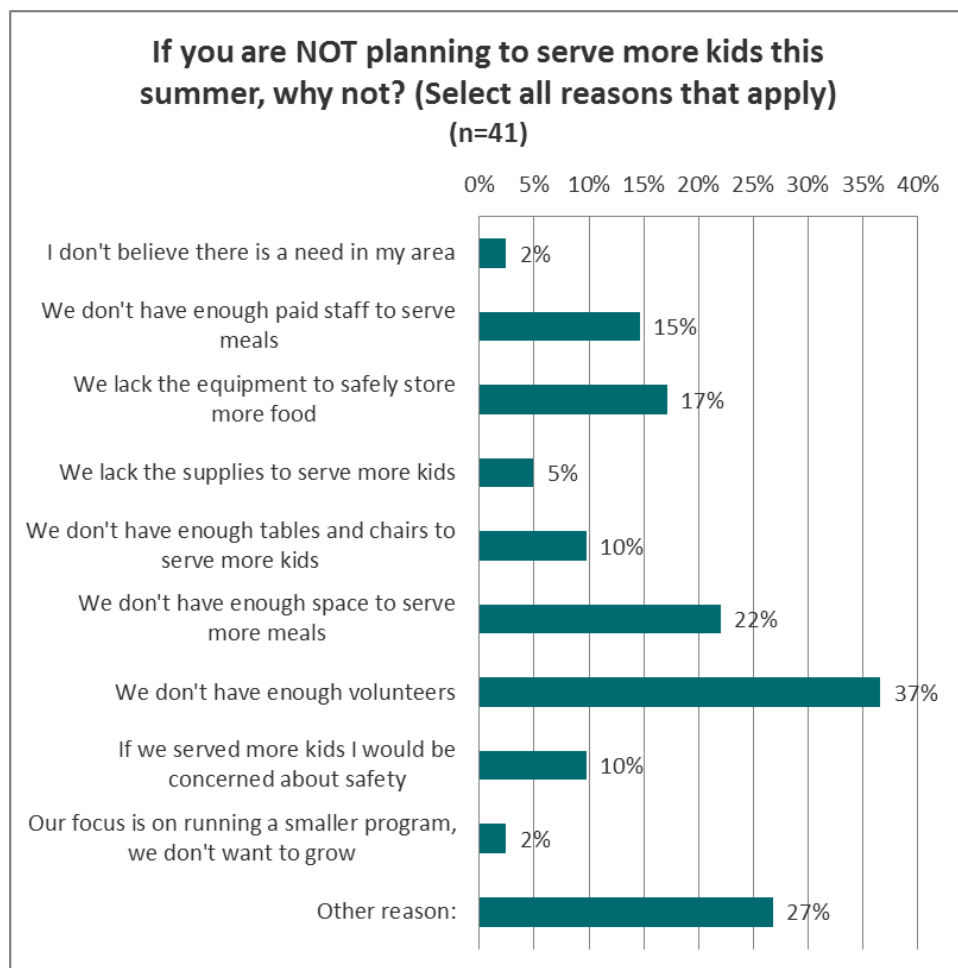
Figure 42



Lack of enough volunteers (37%) was the most common reason sites were not planning to serve more youth. Insufficient facility space (22%) and proper storage (17%) were the next highest reported barriers, followed by the lack of paid staff (15%) and equipment such as tables and chairs (10%) and concern about safety (10%). Other reasons were attributed to lack of funding and the design of the programs intended to have a high staff to student ratio, which limits expansion.

“Keep the roundtable talk, more people will get the information out.”

Figure 43



Focus Group and Interview Findings

To both supplement and test the survey findings noted above, CGR staff conducted a series of interviews and focus groups with parents, school personnel and community organizers. Our intention was to complement the surveys with a more focused inquiry into the immigrant population and into the northeast as a geographic region, both of which were less represented.

Key findings from these interactions were:

- There is a pronounced lack of awareness of the Summer Meals program among school building personnel, administration and community groups.
- These same groups are eager to know where to easily find information about Summer Meals sites to then share it with the students and families they serve.

“If a family of ten is told only four can eat at the program, then no one will go. Culturally it is unacceptable that only a few benefit.” - RCSD Staff Member

- Schools and community groups need information about Summer Meal sites by the end of May in order to give information to families before school is out.
- Language is a barrier. Information and promotional materials must be made available in many languages, not just English and Spanish. Community groups and RCSD staff can assist with the translation and outreach.
- Strong cultural norms prevent families from allowing only their children, or only children of a certain age, to participate in the program.
- Pride and stigma were not identified as barriers to participating in the Summer Meals program.
- Children without a parent at home during the day may be instructed not to leave the house – limiting their ability to participate or get to a program.
- There was great interest in linking families with food packages to take home to prepare – including regular pick-ups at schools or other neighborhood locations.

Highlights from 1990s Provider Survey

In the mid-1990s, a Summer Meals planning group in Rochester issued a survey to Summer Meals sites. While documents from this survey were not available, those involved with the survey report the following findings as perceived barriers to increasing Summer Meals participation at that time:

- **Weather:** Kids would not go to meal sites when it was raining
- **Safety:** Sites reported that parents did not want their younger kids walking to the recreation centers because of fear of crime or crossing busy streets.
- **Lack of activities:** There were not enough activities to draw kids to the recreation centers.
- **Restrictions on who could eat:** Not allowing parents to eat when they brought their kids to the site was a problem

CHAPTER 5: HOW DO WE COMPARE TO OTHER COMMUNITIES?

Anecdotally, Rochester was cited as a model by groups with a statewide perspective – both in the number of sites and in its efforts for community coordination. In this section, we review national and city data to better understand how we are doing with meeting the need for summer meals.

New York State Ranks High Compared to Other States

Each year the Food Research Action Center (FRAC) issues a national summary of the summer meals program. In its most recent report, *Hunger Doesn't Take a Summer Vacation: Summer Nutrition Status Report 2012*, FRAC found that as a nation the summer meals program in 2011 was reaching only 1 out of 7 low-income students who depend on the national school lunch program during the year. Fewer meals were served in 2011 than in 2010 and 2009. FRAC notes the decline occurred even as needs may have increased as a result of the Great Recession, which left municipalities cutting funding to programs hosting summer meals such as summer school and youth programs.

Despite the decline FRAC notes nationally, New York State's rates remained relatively flat, keeping New York as one of the top four performing states in the nation by reaching at least 1 in 4 low-income youth in July 2011. The four top performing states (based on the ratio of the number of low-income youth served per 100) are: District of Columbia (73%); New Mexico (31.2%); New York (28.5%); and Connecticut (25.5%).

While ranked as a top performer, by this measure New York is only reaching about 28% of eligible children through the Summer Meals program – leaving a gap of 72%.

As noted above, the District of Columbia ranks #1 in the nation by serving almost 75% of low-income students. More details about the D.C. model are provided as part of the benchmarks reviewed in Chapter 7.

New York Community Comparison

In order to get an idea of how Rochester is performing compared to other communities in the state, we looked at 20 communities with the greatest number of low-income children. From this list, we developed a ratio of the number of lunches served in the summer of 2012 compared to the number of low-income youth living in that community. With this ratio, the greater the number of meals served per child in poverty, the better.

Based on this method, the City of Rochester ranked 8th out of 20 communities in the state with the greatest number of low-income children. The City of Poughkeepsie ranked the highest followed by New Rochelle. Closer to home, Buffalo performed slightly better than Rochester, which in turn performed better than Syracuse. By comparison, New York City performed better than each of these three upstate cities.

Table 13
Rochester Ranks 8 out of 20 Communities in NYS

Place	Lunches served in Summer 2012	Children under 18 in Poverty	Summer Lunches per Child in Poverty
Poughkeepsie	37,819	2,742	13.79
New Rochelle	25,646	2,084	12.31
Binghamton	42,123	3,879	10.86
Albany	62,374	6,087	10.25
New York City	4,889,825	493,217	9.91
Buffalo	236,966	27,284	8.69
Niagara Falls	29,154	3,401	8.57
Rochester	195,780	23,051	8.49
Syracuse	115,009	14,914	7.71
Hempstead	23,399	3,056	7.66
Schenectady	36,410	4,862	7.49
Troy	29,334	4,244	6.91
Newburgh	19,678	3,085	6.38
Elmira	11,803	2,509	4.70
Yonkers	43,322	9,678	4.48
Spring Valley	10,211	2,667	3.83
Utica	27,464	7,285	3.77
Jamestown	8,264	2,571	3.21
Freeport	3,745	1,821	2.06
Cheektowaga	2,568	2,127	1.21

Source: U.S. Census American Community Survey 2006-2010, NYSED

Note: NYC meals figure calculated by CGR

CHAPTER 6: SUMMER MEALS GAP ANALYSIS

In this section we outline several approaches for defining a community target for summer meals participation. We outline a community-wide gap and then provide further analysis to identify gaps within each neighborhood.

Participation in School Meals

The level of participation in the free and reduced lunch program during the school year is a strong indicator of the need for summer meals. As discussed in Chapter 2, more students in the Rochester City School District (RCSD) qualify for free and reduced meals (up 8 percentage points over 5 years), but participation rates have been decreasing (down 9 points). *We use the 2012 participation rate of 72% as the starting point for determining the summer meals gap.*

Table 14

RCSD Free and Reduced Meals: Eligible Students and Participation						
	2008	2009	2010	2011	2012	Change 2008 to 2012
Enrolled Students	33,019	32,096	32,434	32,830	32,493	-2%
Free Meals Eligible	23,809	24,993	26,155	26,657	27,154	14%
Reduced Meals Eligible	2,711	2,344	1,989	1,780	1,499	-45%
Lunch ADP	22,037	22,381	21,684	20,945	20,742	-6%
Breakfast ADP	12,569	13,762	13,897	13,856	14,378	14%
% Eligible Free/Reduced	80%	85%	87%	87%	88%	Up 8 pts
% Participation (Lunch ADP/eligible)	83%	82%	77%	74%	72%	Down 9 pts

Source: NYSED

Notes: Eligibility defined as approved applicants. ADP is average daily participation.

Community Wide Gap Analysis

An estimated 23 out of every 100 students who receive free or reduced-price lunch during the school year took part in the Summer Meals program in 2012.

Following the methodology of several other studies,³² we can compare participation in the school lunch program to participation in the summer meals program to estimate the level of unmet need. Nearly 21,000 students participated in free and reduced-price school lunch in 2012, while 4,750 students participated in summer meals in July,³³ leaving a gap of just under 16,000 students. Another way of saying this is that just 23% of the estimated need for summer meals is currently being met through the existing sites and programs.

Neighborhood Level Gap Analysis

In order to inform community planning efforts aimed at closing the community wide gap, CGR examined Summer Meals participation and need at the neighborhood level to help target resources to the areas of the City most in need. We analyzed data about where students live, where poverty is concentrated in the City, where existing sites operate and how many children they serve to begin to develop a picture about where expansion and improvement opportunities exist.³⁴

While we use neighborhood as the unit of analysis for the reasons described above, we recognize that city neighborhoods are not standardized units – some are much bigger than others; some have far more children than others, even if of relatively similar sizes. Therefore, while we make comparisons among neighborhoods for purposes of identifying those in most need, we note that we would not expect neighborhoods to be the same on any of the measures discussed. Also, our analysis necessarily treats summer meals sites as though they are serving only children living within their neighborhood boundaries – which we know is not the case in practice. This is not avoidable, but should be kept in mind by readers.

Demand on Current Sites

The number of Summer Meals sites within neighborhoods ranges from 0 in 12 neighborhoods to 13 in both the Upper Falls and 14621 neighborhoods. Since we would not expect neighborhoods with varying numbers of children and low-income residents to have the same number of sites, it's helpful to look at how many potential children in need there are

³² Most notably, FRAC's Hunger Doesn't Take a Summer Vacation, http://frac.org/pdf/2012_summer_nutrition_report.pdf and Ohio's Children's Hunger Alliance <http://www.childrenshungeralliance.org/MEDIA/research.php>

³³ As measured by Average Daily Participation (ADP).

³⁴ See Technical Notes in the Appendix for details on methodology.

for each site within each neighborhood. Using the number of children and the level of poverty in each neighborhood, we estimate the number of children potentially in need of Summer Meals and divide by the number of sites to estimate the level of demand on each site as shown in the following table.

Table 15

2012 Summer Meals Sites & Need by Neighborhood						
Sector	Rochester Neighborhood	Students	Sites	% People in Poverty	Estimated Children to Feed	Children to Feed per Site
3	LYELL-OTIS	2,117	2	37%	1,573	786
3	P.O.D.	875	1	44%	775	775
3	J.O.S.A.N.A	673	1	53%	717	717
9	14621	8,150	13	34%	5,540	426
3	U.N.I.T.	586	1	34%	393	393
8	BEECHWOOD	2,420	4	31%	1,499	375
10	N. MARKETVIEW HEIGHTS	1,310	3	41%	1,075	358
3	EDGERTON	2,043	5	43%	1,762	352
1	CHARLOTTE	837	1	19%	311	311
4	19TH WARD	4,552	8	26%	2,353	294
10	S. MARKETVIEW HEIGHTS	778	3	56%	865	288
4	MAYORS HEIGHTS	914	3	38%	687	229
6	SOUTH WEDGE	274	1	42%	228	228
2	MAPLEWOOD	4,108	9	20%	1,629	181
4	PLYMOUTH-EXCHANGE	877	4	39%	693	173
8	NORTH WINTON VILLAGE	1,050	2	14%	297	148
4	GENESEE-JEFFERSON	1,270	6	33%	827	138
3	BROWN SQUARE	122	1	55%	133	133
10	UPPER FALLS	1,679	13	44%	1,484	114
8	NORTH EDGE	891	3	18%	325	108
5	CENTRAL BUSINESS DISTRICT	115	3	54%	123	41
0	PEARL MEIGS MONROE	104	2	32%	67	33
7	PARK MEIGS	98	1	16%	31	31
7	NEIGHBORHOOD OF THE ARTS	149	3	29%	86	29
5	CORNHILL	160	4	29%	94	23
6	LILAC	136	4	34%	92	23
7	UPPER MONROE	213	3	16%	67	22
7	COBBS HILL	100	1	8%	16	16
7	ABC STREETS	27	0	14%	7	
6	AZALEA	8	0	29%	5	
4	B.E.S.T.	160	0	42%	135	
8	BENSONHURST	783	0	18%	276	
8	BROWNCROFT	200	0	9%	36	
0	CULVER UNIVERSITY EAST	23	0	16%	7	
6	ELLWANGER-BARRY	371	0	27%	200	
0	LOCK 66	43	0	17%	15	
7	PARK CENTRAL	150	0	12%	37	
6	STRONG	308	0	30%	183	
3	SUSAN B. ANTHONY	64	0	38%	48	
6	SWILLBURG	168	0	22%	73	
Total		38,906	105		24,763	236

Source: CGR analysis of RCSD, NYSED and Census Bureau data

Note: Estimated children to feed calculated as total number of students multiplied by double the poverty rate. Additional details on methodology used are provided in technical notes in the Appendix.

In addition to the 12 neighborhoods without sites, unmet demand is especially high in 3 neighborhoods with more than 700 children in need for every existing site: Lyell-Otis, P.O.D. and J.O.S.A.N.A. Another 5 neighborhoods have roughly 350-425 children in need per site: 14621, U.N.I.T., Beechwood, Edgerton, and N. Marketview Heights. In addition, three other neighborhoods have approximately 300 children in need per site.

Reach of Current Sites

To deepen our understanding of how well current sites are meeting the need for meals, we must also consider the reach of current sites, as measured by the number of students they serve. Here we compare the estimated number of children in each neighborhood who may need summer meals to the Average Daily Participation (ADP) of children in Summer Meals programs in 2012 in each respective neighborhood.

The 12 neighborhoods with no summer meals site are one obvious target for attention. But it's important to note that several of these neighborhoods have relatively few children and relatively low poverty. In all, the 12 neighborhoods lacking a summer meals site are home to just 2,305 children, and we estimate 1,022 of them may be in need of meals assistance in the summer. However, in 13 neighborhoods, we estimate that less than 20% of the need is being met by current programs. These neighborhoods are home to more than 25,000 children, and we estimate more than 17,000 of them may be in need of summer meals.

Table 16

Neighborhoods with Less Than 20% of Need Met							
Sector	Rochester Neighborhood	Students	Sites	Lunch ADP	% People in Poverty	Est. Children to Feed	Share of Children in Need Receiving Lunch
3	LYELL-OTIS	2,117	2	0	37%	1,573	0%
3	J.O.S.A.N.A	673	1	3	53%	717	0%
3	P.O.D.	875	1	21	44%	775	3%
3	U.N.I.T.	586	1	32	34%	393	8%
3	EDGERTON	2,043	5	143	43%	1,762	8%
6	SOUTH WEDGE	274	1	20	42%	228	9%
4	MAYORS HEIGHTS	914	3	61	38%	687	9%
1	CHARLOTTE	837	1	35	19%	311	11%
8	BEECHWOOD	2,420	4	167	31%	1,499	11%
10	S. MARKETVIEW HEIGHTS	778	3	106	56%	865	12%
4	19TH WARD	4,552	8	338	26%	2,353	14%
9	14621	8,150	13	833	34%	5,540	15%
4	PLYMOUTH-EXCHANGE	877	4	116	39%	693	17%
Total		25,096	47	1,875		17,395	11%

Note: Lyell-Otis has 2 sites serving supper and snacks; even if these were included in the analysis, the share of children in need receiving meals would be only 2%.

Source: CGR analysis

In 7 neighborhoods, between 20% and 100% of estimated need is met through existing programs, according to our analysis. These neighborhoods are home to about 9,500 students, about 6,500 of whom may be in need of summer meals.

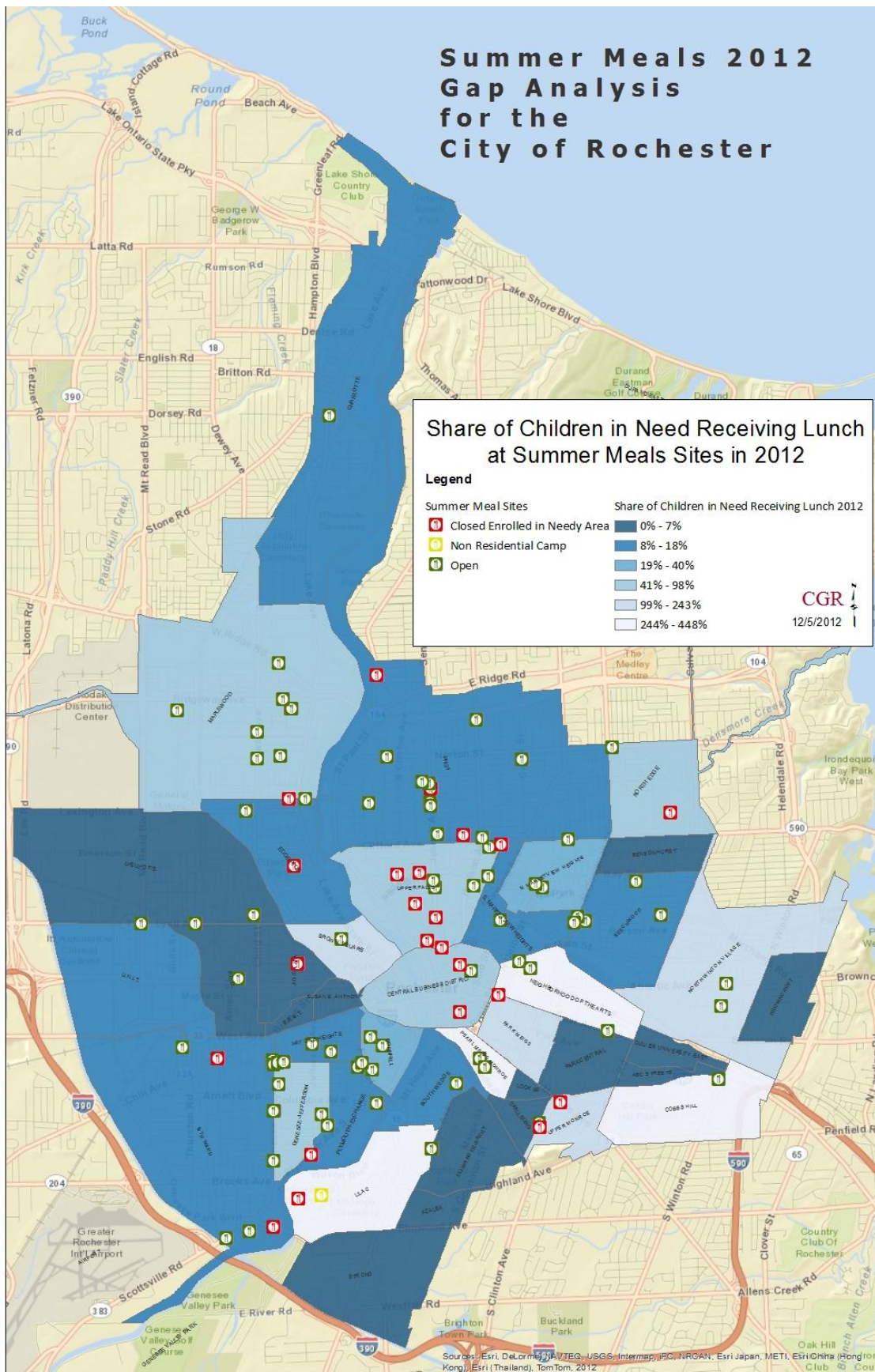
Table 17

Neighborhoods with 20-100% of Need Met							
Sector	Rochester Neighborhood	Students	Sites	Lunch ADP	% People in Poverty	Est. Children to Feed	Share of Children in Need Receiving Lunch
10	N. MARKETVIEW HEIGHTS	1,310	3	242	41%	1,075	23%
5	CORNHILL	160	4	27	29%	94	29%
2	MAPLEWOOD	4,108	9	735	20%	1,629	45%
10	UPPER FALLS	1,679	13	767	44%	1,484	52%
4	GENESSEE-JEFFERSON	1,270	6	550	33%	827	66%
8	NORTH EDGE	891	3	293	18%	325	90%
5	CENTRAL BUSINESS DISTRICT	115	3	119	54%	123	96%
Total		9,533	41	2,733		5,558	49%

Source: CGR analysis

In the remaining 8 neighborhoods, more than 100% of estimated need is met. These neighborhoods are shown on the map on the next page. As noted above, we presume sites in these neighborhoods are serving children from outside the neighborhoods at least to a degree, and therefore would warn against a conclusion that these sites and programs are not needed. The level of shading on the map below indicates the level of estimated need being served by current sites – the darker the shading the greater the gap, i.e., the smallest proportions of children in need actually receiving lunch.

Figure 44



Gap in Service Days

The analysis above provides a framework to determine gaps in specific neighborhoods. Yet, it is important to recognize that programs do not operate for all days of the summer and therefore, 4,750 youth are not being served on every day of the summer. Programs vary from serving five days to nearly the full 50 summer weekdays school is not in session.

Therefore it is important to not only monitor the gap in the Average Daily Participation (ADP) calculations as explained above, but also to address the lack of service days throughout the summer.

As reviewed in Chapter 3, the 109 sites in 2012 were open an average of 21 days. The majority of meals (72%) were served during the month of July. Closing the meals gap includes efforts to expand the average number of service days programs operate and to provide coverage in the underserved months (end of June and August).

Current System has Capacity to Close the Meals Gap

For perspective on the ability of the current system to increase Summer Meals participation, CGR interviewed the current sponsors and surveyed host sites.

The two main Summer Meals food vendors have capacity to fill the gap. RCSD has the equipment and staffing to produce over 32,000 meals – the same number of meals that they produce through the school year. Foodlink also estimates it can produce up to 10,000 meals before requiring additional kitchen equipment and capital costs. Increasing meal production at either facility would increase staff and meals costs, which would primarily be covered through meal reimbursements.

However, depending on the number of added sites and locations, there may be the potential need for additional delivery vehicles as one-time capital expenses. In addition to the capacity already available with existing sponsors, self-prep sites and private catering companies are also options to provide meals through the summer as they did in other years.

All three main sponsors note that the meal reimbursement does not cover the full costs of operating the food component of the Summer Meals program. One sponsor estimates 20% in other funding is needed to sustain the sponsors' ability to continue the program.

In addition, the host sites do not receive funding through Summer Meals to operate their programs and rely on sources of funding from a variety of sources. When providers were asked to estimate the costs of running their

Summer Meals program in response to the CGR survey, the average estimate was \$2,100. Of course this includes answers from a range of providers who operate for different lengths of time during the summer and provide a range of different programming. It can be assumed the costs of expanding participation at RCSD and City Recreation sites would be generally absorbed as part of current operations. Depending on the number of youth served, additional staff costs may be incurred for additional supervision and support.

From this same survey, providers indicated they had current capacity to serve additional youth. As discussed in Chapter 4, a majority (58%) of sites indicated they had the capacity now to serve more youth, and another 21% said maybe they do. When asked the maximum amount of youth providers could serve now, answers ranged from a low of 40 to a high of 400. The average reported maximum capacity was 100 youth per day.

Community Target for Summer Meals

Based on the findings above, we present a community target to increase meals by 10% each year for the next four years. As measured by the Average Daily Participation (ADP) for lunch during the month of July, this would mean just under 7,000 youth would be served by 2016. This would reach an estimated 34 out of 100 youth in need, based on current data (up from the current 23 of 100), and generate an estimated \$425,000 in additional meal reimbursement revenue to the community (based on 2012 rates).

Community target to reach 7,000 youth by 2016.

Table 18

Summer Meals Community Yearly Targets, based on 10% Growth in Average Daily Participation					
	Baseline 2012	2013	2014	2015	2016
July ADP	4,750	5,225	5,748	6,322	6,954

Notes: Figures represent the Average Daily Participation for lunch only during the month of July.

CHAPTER 7: BENCHMARKS, EMERGING MODELS AND RESEARCH

Since Summer Meals is a federal program, communities across the nation have continued to explore ways to improve participation and strengthen the local systems that host the program. In this section, we provide an overview of key national research about the Summer Meals program, resources of best practices, examples of statewide coalition work, and brief summaries of new models for providing food to youth during the summer. In each case, links to relevant websites are provided to find out more information.

National Summer Meals Research Findings

In 2006, USDA commissioned a national Summer Meals assessment to understand why students attending elementary school and receive free or reduced price meals were not participating in the summer program. Over 200 phone interviews and nearly 70 in-person interviews were conducted with eligible families in targeted geographic areas through the country. A summary of the report findings are below:^{35 36}

Reasons given for not sending their child to Summer Meals were:

- Child attended a non-Summer Meals program (42%);
- Child stayed somewhere other than home during the day in the summer (13%);
- Lack of transportation to the programs (7%);
- Believed cost of the Summer Meals program was too high (7%)
- Other reasons were child was sick, not interested, and wanted to stay home; program was not open all day; program was not easy to get to; and the child was in summer school.

³⁵ “Analysis of Summer Food Program and Food Needs of Nonparticipating Children: Final Report,” Special Nutrition Program Report Series, No. CN-06-SFSP, Project Officer: Fred Lesnett. U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, Alexandria, VA: 2006.

³⁶ <http://www.fns.usda.gov/Ora/menu/Published/CNP/FILES/SFSPFoodNeeds.pdf>

Level of Awareness:

- Less than half of interviewed households were aware of the program when asked about Summer Meals;
- When read the names of host locations during in-person interviews, respondents generally knew of them but did not connect the site with the Summer Meals program.

Nutrition:

- More than 90% of parents or guardians regardless of participating in Summer Meals believed their children had enough to eat over the summer;
- The study asserts that it is most likely that substantial portions of households perceive no differences between the food they have access to in the summer compared to the school year;
- The study further raises that it is possible parents or guardians in some of the food insecure households go without food themselves to provide for their children.

USDA Demonstration Projects

USDA's Food and Nutrition Service has initiated several pilot programs throughout the country to test new models of providing meals to kids during the summer. Part of 2010 legislation which designated funding for the effort, the demonstration projects are designed to test the traditional structure and assumptions of Summer Meals.³⁷ Demonstration projects began in 2010 and are expected to continue through 2012. Evaluation reports have been issued throughout the study, with a full evaluation to be updated at the conclusion of the project.

The two core approaches being reviewed for increasing food access for youth during the summer are: 1) Enhanced Summer Food Service Program (eSFSP) and Summer EBT for Children (SEBTC) Program.

Enhanced Summer Food Service Program

Four initiatives are being tested under this model, and their initial findings are summarized below:

³⁷ 2010 Agricultural, Rural Development, Food and Drug Administration and Related Agencies Appropriations Act

1. **Extending Length of Operation Incentives** – by providing 50 cents more per lunch for Sponsors that operate programs for 40 or more days during the summer. The number of meals served increased by over 19% in the test sites compared to a 3% increase in other states. However, these results may be attributed at least in part to factors outside of the control of the study (e.g., increase in state funding) and should be interpreted with caution.
2. **Activity Incentive Demonstration** – offers grants to fund new recreation or educational activities in an effort to attract more youth to the meal program. Though offered to all sites in the pilot states, only 8% of programs agreed to participate in this effort. Several measures of participation increased during the demonstration project; however, other events which occurred at this time (such as increase in state funding to sites) make it difficult to claim the increased activities resulted in the slight increase of meals.
3. **Meal Delivery Demonstration** – breakfast and lunches were delivered to homes or drop-off sites for children in rural areas. The Food Bank of the Southern Tier in New York was one of three chosen nationally to host this demonstration project, with additional details provided in a separate section below. Initial analysis shows the model reaches new children who otherwise would not have access to Summer Meals sites.
4. **Backpack Demonstration** – provides backpacks or bags of kid-friendly meals distributed on weekends, holidays or when Summer Meals sites were not open. Preliminary results indicate this method increased overall participation in Summer Meals.

Interim evaluation reports on the demonstration projects can be found on the USDA FNS website.³⁸

Summer EBT for Children

This model provides additional SNAP/food stamp benefits over the summer months for households with children. Building off of the existing system to provide cash benefits on Electronic Benefits Transfer (EBT) cards, this pilot program provides an additional \$60 per child per month of summer (prorated for shorter months). The funding is an estimate of the monthly costs for a child receiving federal free breakfast and lunch during the school year. This model was tested at five sites in 2011 and expanded to 14 sites in 2012.

³⁸ <http://www.fns.usda.gov/ora/MENU/DemoProjects/SummerFood/Default.htm>

Preliminary findings for this model are the most promising. Over 90% of households which received the enhanced benefit used it at least once during the summer. Measured food insecurity of households with children participating in the program decreased overall compared to control groups. Results of the expanded program will be available in 2013, with preliminary findings and details of the program available on the USDA FNS website.³⁹

Best Practices in Summer Meals

The following organizations provide a wealth of resources to expand, promote and model best practices for Summer Meals programs.

Share Our Strength: The No Kid Hungry Center for Best Practices

Share Our Strength is a national anti-hunger organization which includes an emphasis on increasing participation in national feeding programs. The No Kid Hungry Center for Best Practices provides a comprehensive online resource of tools and shared learning.⁴⁰ Key highlights include:

- Case studies of Summer Meals programs throughout the country;
- Robust outreach templates and samples of promotional materials for Summer Meals;
- Tool kit for evaluating Summer Meals programs.

Food Research and Action Center

The Food Research and Action Center (FRAC) is a national anti-hunger policy organization. FRAC is the national leader in monitoring and reporting Summer Meals trends and advocating for expansion of the program. FRAC also hosts D.C. Hunger Solutions described in the matrix later in this section, which supports community-wide strategies to increase participation in the District of Columbia. D.C. continues to be ranked #1 in the nation in reaching the greatest number of eligible youth.

Highlights of the resources available on the FRAC website include:

- Interactive maps to identify geographic areas eligible for Summer Meals;

³⁹ <http://www.fns.usda.gov/ora/MENU/DemoProjects/SummerFood/Default.htm>

⁴⁰ <http://bestpractices.nokidhungry.org/summer-meals/>

- Interactive maps to locate Summer Meals sites;
- Clearinghouse of outreach materials from across the nation;
- Case studies of model programs and advocacy efforts for summer nutrition;
- Nutrition tool kit and guidelines;
- Guidance and tools for implementing “Standards of Excellence” for summer programs based on Gold, Silver, and Bronze criteria related to site food quality and outreach.⁴¹

Partners for a Hunger Free Oregon

The statewide advocacy organization Partners for a Hunger Free Oregon (PHFO), established a rating system to gauge host site sustainability to determine the long-term effectiveness of its grantees. As part of its statewide efforts to expand Summer Meals, PHFO worked with local sponsors to assess the viability of its existing network of sites and to identify ways to better support their efforts. The assessment tool is also used for PHFO’s effort for Afterschool Meals Programs.⁴² Benchmark measures include: collaboration within and among sponsors in the region, utilizing community resources, collaboration, and collecting feedback.

Highlights of Summer Meals Coalitions

Throughout the nation, statewide organizations have developed resources to support local providers and community coalitions. The following table provides brief highlights of unique and comprehensive Summer Meals coalition efforts, including links to find out more information.

⁴¹ <http://frac.org/federal-foodnutrition-programs/summer-programs/>

⁴² http://oregonhunger.org/files/reports/sustainability_assessment_tool.pdf

Summary of Summer Meals Coalitions Tools and Resources		
Organization	Key Highlights	Links
Northeast Regional Anti-Hunger Network	<ul style="list-style-type: none"> Tools for conducting a needs assessment, recruiting sponsors and sites, meal quality, and promotion. Examples of best practices from sites in the Northeast. Case study, work plan and tools for building a community coalition. 	http://www.nerahn.org/
D.C. Hunger Solutions	<ul style="list-style-type: none"> D.C. is ranked #1 in the nation for reaching 73.5 out of 100 low-income youth (New York ranks 28.5:100). Promotional materials; text messages to find sites; 2011 hosted a community-wide Summer Meals Promotion Day event; strives to have sites serve meals throughout the full length of summer vacation; helps sites use FRAC's "Summer Food Standards of Excellence." 2002 evaluation indicated a decline in number of youth served. By 2006, became the top performing area in the nation. 	http://www.dchunger.org/fedfoodprogs/summer/summer_apply_data_resources.htm 2003 Evaluation: http://www.dchunger.org/pdf/PickingUpthePieces.PDF 2012 Evaluation: http://www.dchunger.org/pdf/dc_summer_meals_2012_evaluation%20.pdf
Children's Hunger Alliance, Ohio	<ul style="list-style-type: none"> Defines local participation targets and monitors progress. Creates regular county profiles highlighting the child nutrition gap in the state. Host annual state conference of best practices, identifies underserved areas, and facilitates targeted program expansion. Hosts statewide searchable map of summer meals sites. 	http://www.childrenshungeralliance.org/ County profiles of meal gap: http://www.childrenshungeralliance.org/MEDIA/research.php Site map: https://maps.google.com/maps/ms?hl=en&ie=UTF8&msa=0&msid=105237503328183916354.0004532f2c81dfb79a4c0&z=10

Organization	Key Highlights	Link
California Summer Meals Coalition	<ul style="list-style-type: none"> • Regular online newsletter to coalition members. • Annual summary of progress to increase participation. • Conference and sharing of best practices. • Provides trainings to new and continuing sites. • Supported by the State Dept. of Health, Dept. of Education, and private funding. 	http://www.summermealcoalition.org/
San Diego Hunger Coalition	<ul style="list-style-type: none"> • Online site map example. • Evaluation of Summer Meals system, findings and best practices. 	http://www.sandiegohungercoalition.org/summer-lunch
Summer Meals Florida	<ul style="list-style-type: none"> • Comprehensive website to promote Summer Meals from the point of the parent/user. Hosted by Florida Department of Agriculture and Consumer Services. • Easy to find and use references and promotional materials. • Model of public/private funding to support promotional efforts, outreach and expansion. 	http://www.summerfoodflorida.org/sites.html
Philadelphia Hunger Coalition	<ul style="list-style-type: none"> • Easy reference site to find Summer Meals sites – both online and in printable directory format. • Includes text feature to locate meal sites. 	http://www.hungercoalition.org/summer-meals Map and directory: http://www.hungercoalition.org/sites/hungercoalition.org/files/2012SummerMealsDirectory%20%288-3-12%29.pdf

Mobile Food Truck Programs

With a noted local interest to launch a mobile Summer Meals program, we interviewed a program which currently operates a mobile food truck program to better understand the opportunities and challenges of this model. The following section summarizes the operations of the Food Bank of the Southern Tier.

NYSED has indicated its support of the continued exploration and development of these innovative models for reaching more children through the Summer Meals program. As of 2012, only two mobile programs were operating in the state, the Food Bank of the Southern Tier and a program of the New York City Department of Education Strategic Initiatives Office.

Food Bank of the Southern Tier: Mobile Meals and Enhanced Summer Distribution

The Food Bank of the Southern Tier (FBST) has two mobile summer meals programs: 1) Home delivery USDA demonstration project, which distributes four days of perishable meals for children to be taken home; and 2) Picnics in the Park where lunches are provided out of a food truck which moves to designated parks throughout the community.

Home Delivery Model

This demonstration project began in 2010 as one of the four pilot programs being tested by USDA nationally as described in the section above. The FBST model includes a 14-foot refrigerated truck which brings meals once a week to a central location. This model is similar to the “mobile food pantry” concept in place locally by the Rochester-based foodbank, Foodlink, yet with a focus on serving only the children of the household and in rural settings.

Families with children participating in the free or reduced meals program during the school year were contacted through the schools in May about the opportunity to participate in the program. Once the family’s eligibility is confirmed by the school, they are then contacted by FBST for the details of the distribution. Each week during the summer, the family or designated person may pick up a meal package, which includes four breakfasts and four lunches per child. Parents are reminded of the pick-up days each week through an automated call service. The program is managed by the FBST Youth Program Manager. The weekly delivery includes one driver, one additional staff member, and a volunteer to help with the distribution. The model costs an estimated \$35,000 annually to

serve between 110 to 160 kids for 10 weeks – a total of 6,200 to 9,000 meals.⁴³ Depending on total participation figures, this model represents an estimated cost of between \$3.91 to \$5.68 per meal served.⁴⁴

While this model represents a higher cost than traditional Summer Meals reimbursement, initial evaluation results indicate the model is reaching new children and in harder areas to serve (rural).

The initial response and evaluation findings of this model have been fairly positive. The sustainability of the program will be dependent upon changes in USDA policies for funding Summer Meals and in securing private funding once the initial grant concludes in 2013.

Picnics in the Park

The FBST began this model in the City of Elmira, which has a high rate of free and reduced meal eligibility and was determined to have a shortage of open Summer Meals sites. FBST secured funding to implement the mobile concept through Feeding America’s partnership with ConAgra Foods which began in 2010. The FBST would provide meals five days a week for the ten weeks of summer at designated park sites. Meals were consumed onsite (could not be taken home).

The program cost for the summer of 2012 was \$40,000. In addition, the program incurred start-up costs of \$33,000 to purchase equipment such as the van, pop-up tents, and promotional materials. Most of these costs were off-set by meal reimbursement and grant funding. However, the model requires ongoing funding above the meal reimbursement rates to be sustained.

Highlights of the program are provided below and a sample flyer of the program can be found in the Appendix.

Year One - 2010

- 3 sites serviced for 45 minutes to 1 hour each.
- Served 3,388 total meals.
- Program out of minivan with rolling cooler and ice mats.
- Staff included one driver supported by volunteers at the parks.

⁴³ Based on 4 lunches and 4 breakfasts served per child, for 10 weeks – low-end 110 kids to high of 160 kids per week.

⁴⁴ Based on \$35,000 total cost divided by 8,960 and 6,160 meals served.

- Secured private funding to cover the costs of parents eating with the kids to encourage family time and assist with watching children.

Year Two - 2011

- 5 sites serviced with reduced time at each park (smaller parks, 20-30 minutes per park; 30 to 45 minutes at larger parks).
- Served 7,938 total meals.
- Received grant to purchase van with added refrigeration.
- Private funding continued to cover costs of parent meals.

Year Three - 2012

- Grew to 9 sites, which elongated the program to cover both lunch and dinner time periods.
- Served 11,232 total meals.
- In addition to driver and volunteers, assigned AmeriCorp staff member to visit sites to reduce trash concerns.
- Private funding continued to cover costs of parent meals.

Key Learning:

- Growth of the program to nine sites by the third year was challenging. Five to six sites per day per vehicle was perceived as more sustainable.
- Trash was an ongoing issue. Calls from the neighborhood about trash in the barrels increased through the summer. The municipalities would typically empty barrels daily in the morning. Most trash bins were uncovered and having been filled during lunch time became strong attractors for animals which spread trash through the park. Recommend working with municipality to shift to afternoon pick-ups or build in costs of hiring private refuse company as part of the program.
- Relying on volunteers to assist at the sites was time consuming and perhaps more costly than hiring one consistent part-time staff member.

- The ability to feed parents through private funding was greatly beneficial to both the families as well as to the administration of the program to have parental supervision in the park. FBST estimates about 20% of meals served were for youth or parents over 18 not covered through the traditional summer meals program.
- Covered shelter was available at all parks except one. Even on rainy days the youth made it to the sites. Weather was not viewed as a barrier.
- Recommend only serving meals for the first ten to fifteen minutes at the park to allow time to have meals consumed before staff move to the next location (required as part of reimbursement).

CHAPTER 8: RECOMMENDATIONS FOR CLOSING THE SUMMER MEALS GAP

Based on the data outlined in the report in earlier chapters, 23% of the estimated need for Summer Meals is currently being met through the existing sites and programs.

In this section we outline key steps and recommendations to reduce the gap and better meet the nutritional needs of children in the city. The recommendations are grouped by major topic area and are not listed in priority order as efforts on all fronts are needed to make significant progress in reducing the gap in a planned way.

Formalize Ongoing Community-wide Coordination

- 1. Establish the Summer Meals Rochester Coalition.** Closing the summer meals gap requires a consistent and coordinated effort of the entire system. Until the recently convened round table discussions, the Rochester community has been without a community-wide coordination effort for more than five years. While most coalitions highlighted in this report are statewide, the organizing principles and tools provide strong guidance on the role and structure such a coalition could play locally. This includes meeting early in the year to review gaps in service and target site development in underserved areas; identifying resource needs for expanding the program; hosting community trainings and events to raise awareness of the program among key stakeholders; establishing community standards for high-performing sites; developing regular, ongoing communication through online newsletters; and preparing outreach materials which support all summer meals options for families.
- 2. Secure grant funding to support a Coalition Coordinator role in order to properly and consistently support the Summer Meals Rochester Coalition and system wide efforts.** The level of coordination and support needed to close the summer nutrition gap cannot be done at the margins of other work demands nor through volunteer efforts alone. To be most effective, the Coalition should define the key work tasks needed to support the community effort and then secure the funding to cover the staffing costs of a person hosted at a community organization. This position may be less than full-time, with perhaps 25-50% of an FTE devoted to facilitating the activities required to achieve the annual goals laid out by the

Coalition leadership. This would include many of the items outlined in the recommendations in this chapter. The Coordinator position cannot close the gap, but would ensure proper support and attention is maintained on the communitywide approach. When grant funding ends for a particular position, the Coalition will be charged with retaining the overall continuity of the work plans and securing additional support to avoid the loss of momentum or institutional knowledge.

3. **Hold biennial Summer Meals summits to keep attention on community progress, best practices and improvement.** Held every two years, this event by the Coalition would report progress to the community, share best practices, and provide small group discussions to generate ideas and buy-in for how to continue growth of the program. The event would engage sponsors, sites, school building staff and district administration, community organizations, neighborhood groups, and municipal staff and leadership.
4. **Recognize that the community goal is only achievable if all segments of the systems are strong.** Communitywide coordination should strive to ensure the program “lift all boats.” While the mission of summer meals is to feed our young people, the business side of the program must be sustainable in order to achieve that goal. Sponsors need to secure sufficient critical mass of sites and meals in order to cover costs and have the capacity to continue to provide meals to the community. This means frank and strategic conversations among players, who could be viewed as competitors in other settings, to work collectively to ensure each is serving enough meals and children in order to have an efficient and a sustainable program. This may mean transferring sites to other sponsors and more explicitly reviewing sites in close proximity to determine the most logical sponsor for efficient delivery and cost savings.

Develop Annual Reports to Keep Track of Community Progress and Trends

1. **Annually collect performance data.** Track ongoing progress and setbacks in closing the communitywide gap by reviewing:
 - a. July Average Daily Participation (ADP) for lunches served compared to the number of youth receiving lunch at RCSD during the school year. With RCSD’s shift to Community Eligibility (whereby all RCSD students may receive free meals regardless of income as of the 2012-13 school year), special review of the school year participation data should

be conducted to determine if the rates are fairly consistent with prior years or if adjustments should be made based on projected free and reduced priced lunch eligibility.

- b. Total meals served (broken down by breakfast, lunch/supper, and per month and week)
 - c. Number of open and closed sites
 - d. Number of sites operating 40 or more days
 - e. Hits to Summer Meals website (discussed below)
 - f. Calls to 2-1-1 and 800# for summer meals referrals
 - g. Numbers of kids served per site (and meals by type per site)
2. **Re-analyze Summer Meals coverage based on annual progress measures.** Based on the performance data noted above, the Coalition will be able to better target expansion efforts. Note that raw data for the previous summer become available by early November from NYSED.
 3. **Develop annual progress reports to share with the public.** The Coalition would develop progress update reports and make them publicly available. These short summary documents should also be sent to targeted community stakeholders and leaders to build awareness and buy-in of the community goal.

Expand Existing System by 20% Each Year

1. **Establish community target for expansion.** Measured by the growth in Average Daily Participation (ADP) for lunch served in July (the month most programs run during the summer for consistent comparison), the following targets are projected to reach just under half of eligible youth in the next four years:

Table 19

Summer Meals Community Yearly Targets, based on 20% Growth in Average Daily Participation					
	Baseline 2012	2013	2014	2015	2016
July ADP	4,750	5,700	6,840	8,208	9,850
% of Target	23%	27%	33%	40%	47%

Notes: Figures represent the Average Daily Participation for lunch only during the month of July. Target based on 2012 free and reduced participation of 20,742 students.

2. **Build on the ready infrastructure of schools.** Staff and facility costs are already incurred as part of the summer academic programs. While the schools are open sites, few community youth who are not enrolled in the program are accessing meals. The Coalition will need to work to support building staff (especially principals) to allay concerns or challenges related to serving non-program youth. Building on the school system is one of the most promising opportunities to expand the number of youth served. These opportunities may become even more robust as there is ongoing community work to expand access to summer learning for students. This would require additional outreach to the immediate community to inform residents about where, when and what resources are available at the nearby school facility.
3. **Work with existing sites to expand days of service.** In 2012, only 35% of sites were open for 40 or more days. Work with sites to better understand their needs related to expanding the number of service days, with the goal of increasing the proportion serving 40 or more (to cover nearly all the weekdays of summer).
4. **Identify locations first, then find a community partner to run a program.** Informed by the neighborhood analysis, unmet demand is especially high in 3 neighborhoods with roughly 700 or more children in need for every existing site: Lyell-Otis, P.O.D. and J.O.S.A.N.A. Another 5 neighborhoods have roughly 350-425 children in need per site. Based on the location of sites in 2012 in these target neighborhoods, determine what existing sites need to expand, identify possible locations for new sites and then seek community organizations to host the programs. Additionally, explore findings from the forthcoming obesity study, supported by the Greater Rochester Health Foundation, to determine potential areas with high or low obesity concentrations where strengthened Summer Meals programs may play a role in increasing consumption of nutritious meals.

- 5. Conduct outreach and promotions targeted to new and prospect sites.** Segment outreach efforts by directing general program awareness to families from materials directed to recruit host sites.

Seek Ongoing Input from Providers

- 1. Engage sites before and after the summer.** This could be through online surveys and/or in-person round table discussions with the goal to identify needs, barriers and opportunities during the planning stage and after the summer while it is fresh on their minds. Information will be used by the Coalition to inform future planning and to identify areas for immediate action (e.g., need for equipment or training).
- 2. Sponsors are encouraged to continue to collect site and youth feedback on menu items.** This can be part of the monitoring process, or done through paper surveys provided to youth at the end of the program. Menu input will help to ensure food quality is not a deterrent to participation.
- 3. Enhance host site capacity.** The Coalition and sponsors should work with host sites to build capacity in an effort to reduce turnover and increase overall quality. See Partners for a Hunger Free Oregon sustainability tools as a model.⁴⁵
- 4. Develop year-round partnerships.** Work with summer sites to identify opportunities to become after-school meal providers during the school year and/or during school break.

Identify and Secure Supplemental Funding

- 1. Work to identify and secure resources to support sponsor organizations and sites.** The Summer Meals reimbursement does not cover the full costs of the food program and does not provide funding for sites to do any additional programming. The recent decline in the number of sites has been cited as a result of decreases in programmatic funding in the community. The Coalition will need to monitor these changes and advocate for resources to support the system.
- 2. Establish Summer Meals supplemental grant funding for targeted site expansion.** Seek resources to establish a small

⁴⁵ http://oregonhunger.org/files/reports/sustainability_assessment_tool.pdf

grants program (\$1,000 to \$5,000) to support general operating and one-time capital purchases (e.g., tables, chairs, coolers).

- 3. Provide opportunities for the business community to support Summer Meals and the community-wide collaboration efforts.** An example is Oregon Hunger’s “*Oregon Business Everybody Eats campaign!*” whereby specific sponsorship requests are made of businesses to open or expand sites, add programming and support outreach.⁴⁶

Develop Outreach and Promotion from the Parent’s Perspective

- 1. Promote all sites in an easily accessible way.** Our current system makes it hard for parents to find a comprehensive listing of all their options – with each sponsor often listing only their own sites with the information they have available. The Coalition should compile site information to share across all sponsors in an agreed-upon format. This will help in both planning and promotional efforts which can then be tailored to specific neighborhoods or portions of the City.
- 2. Move up Summer Meals promotional materials to end of May.** This will certainly raise challenges for sponsors who indicate sites do not sign up till later in the year and are not officially approved by NYS till the end of June. However, as the system matures, repeat site information should be made available sooner, which would enable provision of a tentative list to assist families in their summer planning; late registering sites may be added. Further, as sites are engaged and begin to see their role as part of a communitywide initiative, they will be encouraged to commit their intention to host a summer site earlier in the year.
- 3. Develop a local centralized website (such as SummerMealsRochester.org) to promote a comprehensive community listing and searchable site map.** In the last few years, several statewide websites have been developed to allow users to search for local summer meals sites. However, these websites receive a single data transfer from NYSED following the approval process deadlines, making the information unavailable until the middle of July. While the sites may not be officially approved, the majority of repeat sites, including City Recreation and School

⁴⁶ <http://oregonhunger.org/files/reports/obhi-summerfood-brochure.pdf>

facilities, will be unchanged year over year and could be shared earlier through a locally hosted and promoted site.

- 4. Work directly with 2-1-1 to provide a listing of tentative sites by end of May or early June.** Similar to the statewide websites, the 2-1-1 Help Line and statewide Summer Meals 800# receive site information at the end of June and have it uploaded by mid-July. The Coalition can shorten this timeframe by providing 2-1-1 with a uniform list in May (in a format specified by 2-1-1 to best work with its system). Additionally, the Coalition should explore opportunities to promote the 2-1-1 call line as a central source for providing families with site information seven days a week.
- 5. Explore social media opportunities to promote summer meals.** This may include regular postings on Facebook and Twitter by sponsors, sites, community organizations and leaders. The Coalition may encourage the network to post a Summer Meals banner template on their websites and links. Other efforts may include developing promotional materials with QR Codes for smart phone applications and ensuring local Summer Meals websites can be easily read from a mobile device or implementing a texting feature where parents can ask for and receive site information.
- 6. Provide materials and tools to make it easy for Rochester City School District to get the word out by the end May and early June.** Part of 2010 federal legislation, school districts are required to promote the Summer Meals program to families. The Coalition can support this effort by providing scripts for “robo calls” at the end of the school year, templates of news articles for school newsletters, and by providing sample fliers for schools to send home with students. Each communication tool should direct families to a central source for information. Other opportunities include emailing all district teachers with information to share with students; packaging promotional materials with the last report card of the year; and adding the 2-1-1, Summer Meals website and 800# to the district calendar.
- 7. Promote where families and kids already are.** Provide promotional materials at after-school programs, churches, libraries, barber shops and salons, and other community institutions.
- 8. Promote a Summer Meals outreach day in June.** This model, based on the 2011 event by D.C. Hunger Solutions, engages volunteers and community organizations to “hit the streets” to distribute informational materials on Summer Meals sites in the neighborhood. General program materials may be provided by

USDA and NYSED, while more targeted listings by neighborhoods could also be developed.⁴⁷

Reach Families through Existing Community Systems to Create a Domino Effect

- 1. Target groups that already work with the target population.**
The work of linking children and families to information about Summer Meals sites does not require a new policy, or a significant investment of money. Rather, it requires intentionally disseminating the information into the hands of trusted people who interact with children and families in their daily lives. CGR's interviews allowed us to identify many of the pre-existing networks that could easily be leveraged to this end. Getting concise, audience-friendly information into these people's hands in timely ways will go a long way.
- 2. Develop partnerships to reach families with the four largest urban pediatric practices.** Four primary care providers serve over 60% of youth in the City: Strong Pediatric Practice, Rochester General Pediatrics, Jordan Health Center, and Highland.^[1] The Coalition should engage these practices as part of the larger Summer Meals efforts and explore opportunities to distribute materials through their locations.
- 3. Host an annual event in early May for RCSD (and other private or charter schools) parent liaisons.** Parent liaisons serve as a direct link to families and provide a key opportunity to link community resources to a neighborhood. In early May, the Coalition should host an event with Parent Liaisons to promote the Summer Meals program, provide promotional materials to share with families, and to hear suggestions of how the program can best help their families. This type of partnership should begin with RCSD Office of Parent Engagement.
- 4. Engage and provide materials through existing service networks:**
 - a. Community Associations and block clubs

⁴⁷ Press Release of D.C outreach day: http://www.dchunger.org/pdf/usda-fns_eupdate_summerdc_2011.pdf

^[1] Based on 2002 birth cohort data provided as part of the Obesity Report Card project of the Greater Rochester Health Foundation.

- b. Food pantries
 - c. Child Care networks
 - d. County Department of Human Services
 - e. Churches and other places of worship
5. **Reach refugee families through key RCSD family liaisons and literacy programs.** Housed at the Rochester International Academy (RIA) at the Jefferson campus, two staff members work directly with the nearly 1,500 refugee families served by RCSD throughout the City. Part of their role is to link families with the resources and supports they need. Providing Summer Meals site information to these staff members will also allow them to create tailored information by neighborhood and culture and in the languages needed to more effectively reach families.
 6. **Explore engaging peer-to-peer promotion opportunities.** Word of mouth is a strong promotional tool. Organizations such as Teen Empowerment employ youth during the summer who are actively involved with neighborhoods in the Southwest area of the City. Provided with information, these youth would be well-positioned to spread the word to peers and their families. There are also a host of community-based organizations that engage youth through summer employment programs, community service, or job placements. Many of these could provide a channel to share information, and perhaps ask young people to help spread the word.

Test New Models for Increased Participation

1. **Identify two to three open sites to pilot a program where families are able to eat together.** Private funding would need to be secured to offset the meal costs not covered by the traditional reimbursement. Track participation rates compared to similar-sized sites. Interviews or surveys would be needed to ascertain whether the family focus contributes to increased participation.
2. **Partner with two schools to provide enhanced promotion and outreach aimed at increasing participation by community youth who are not attending summer school, and identify effective strategies.** Work with RCSD to identify school buildings with administration willing to place additional effort in promotion. Work with school building staff to determine promotional opportunities, outreach methods and timing. Provide promotional

materials and extra signage both inside and outside of the facility. Engage neighborhood community organizations to support promotion efforts. In 2013, ten elementary schools will be part of the just-announced TIME Collaborative work to expand learning time. This requires schools to have a consistent and robust community partnership, and it transforms the school into more of a neighborhood hub. These schools will have been selected in part because the staff has capacity and buy-in. All of these factors make these schools potential targets to pilot this summer outreach. Measure participation at these targeted schools and compare to prior years and other schools providing summer meals.

3. **Pilot a mobile meals program.** Informed by the learning from mobile models in the state, develop a strategy for three to five mobile deliveries at parks in the City. Explore a partnership with the City of Rochester Rec on the Move to provide additional activities at park locations.
4. **Strengthen and expand alternative channels of providing meals to families.** There will remain families and children who will not attend congregate central meal sites. In an effort to reach these families, pilot an urban mobile food pantry model to distribute packaged meals and/or dry goods to families whose children access free and reduced meals during the school year. See Foodbank of the Southern Tier model for implementation details on partnering with the school district to pre-qualify families. This model is not part of the SFSP funding at this time and would require alternate funding to support it. In addition, the network of food pantries serving the City should be encouraged to expand food packages during the summer months.

Advocate for Policy Change to Allow for More Flexible Summer Meals Options

1. **Work with policy-makers to change the monitoring requirements for short-term programs.** Currently sponsors are required to monitor each summer meals sites three times during its operation – regardless if the program is open for only one week or eight. The requirement of three monitoring visits for small programs operating for less than two weeks places an unnecessary hardship on sponsors, and pulls resources from other efforts.
2. **Remove, or at least modify, the policy limiting meal serving times, which restricts mobile meal opportunities.** Current regulations limit the lunch time serving period to two hours, which limits the number of sites that can be reached through a mobile delivery process.

3. **Advocate for flexible program sponsor opportunities.** Explore revising the policy restrictions prohibiting two providers at the same site, for example, a school with both a school-sponsored and a community organization-sponsored site. In a similar manner, look to revise policies to allow for both an open and closed site at the same location (co-location of a registered camp at a school and an open site drop-in program in another part of the building).
4. **Advocate for additional meal reimbursement opportunities across child nutrition programs.** Current program rules limit how many different types of meals can be reimbursed. For instance, Summer Meals sites can generally be reimbursed for two meals or one meal and one snack each day. For full-day programs, the opportunity to provide supper to children would be a beneficial change.
5. **Support USDA policy changes to allow for alternative channels of providing summer nutrition to youth.** Based on continued findings from USDA demonstration projects that show promise (final results out in 2013), offer support for the expansion of the Summer Electronic Benefits Transfer for Children (SEBTC), meal delivery and backpack reimbursement programs. Each of these models challenges the traditional notion that summer food must be consumed onsite and offers new ways for reaching more youth.

Notes for Future Planning

CGR notes that the Greater Rochester Health Foundation (GRHF) has recently commissioned a follow-up to its 2006 obesity study. While the study process has already begun, the Summer Meals Coalition may want to explore data collection opportunities that may help inform planning. For example, the study may be able to identify if there is a prevalence of underweight or obese children in particular neighborhoods as measured by body mass index (BMI) data being collected as part of the healthy weight strategy. Special efforts may be designed to target particular neighborhoods identified by this study in order to deliver nutritious food to those neighborhoods during the summer.

As noted earlier, the impact of the new model to extend the school year will also need to be monitored as part of the Summer Meals planning landscape.

APPENDIX

Technical Notes

Parent Guardian Survey

Student Survey

Provider Survey

TECHNICAL NOTES

To examine the reach of the current summer meals programs and look for improvement opportunities, CGR analyzed data from the summer of 2012 about meals and students served and compared them to our estimates of the potential need throughout the City of Rochester. Our analysis focuses on the City's neighborhoods, the level of geography we determined to be of most use to planners and program providers.⁴⁸ This section outlines our methodology and data sources.

Methodology

Data Sources

The New York State Education Department provided data on the current reach of summer meals programs, including the sites of programs, number of meals and average daily participation in 2012. In order to estimate the level of need for summer meals and specify where needs may be highest in the City of Rochester, CGR obtained data from two additional sources. The Rochester City School District provided the addresses of all students in the city, including students in preschool and those in charter and private schools from the ages of 2 to 21.⁴⁹ Poverty and income data from the U.S. Census Bureau's American Community Survey was analyzed at the census tract level.⁵⁰

We looked at poverty for all individuals and poverty just for children and decided to use the estimates of poverty for all individuals in our maps and data models because the margins of error associated with those estimates were lower. (The average margin of error for children in poverty was 65 percentage points, compared to 14 percentage points for individuals in poverty.) CGR aggregated census tract poverty data to develop poverty estimates for each neighborhood in the City. We did this by determining which tracts lay in which neighborhoods, and in cases where only part of a tract lay in a neighborhood, applying the proportion of the tract in the neighborhood (in square miles) to the poverty rate and adding that to the sum of the other tracts wholly within the neighborhood.

⁴⁸ The City has 43 neighborhoods – we disregard 3 which have no students or summer meals sites: Genesee Valley Park, Durand Eastman Park and the Airport.

⁴⁹ No identifying information about students was provided.

⁵⁰ The City has 82 tracts with people in them. ACS data for survey years 2006-10 were used in the mapping and analysis.

Calculation of Need

To estimate and locate the need for summer meals within the City, we wanted to consider both where students are concentrated and where poverty is highest, and compare that to the data on students served in 2012. After experimenting with a few different calculations, we chose to represent need as the product of the number of students in each neighborhood multiplied by *double* the poverty rate. We doubled the poverty rate for two reasons: First, we know child poverty is higher than poverty among adults. In Rochester, the ratio is about 1.67 children in poverty for every adult in poverty. Second, the threshold for receiving subsidized lunches at school is nearly double the poverty level; children in households with income up to 185% of the poverty level are eligible for reduced-price meals. For those reasons, we believe doubling the poverty rate is a reasonable method for estimating the need for meals within City neighborhoods. Our estimates should be considered as one way of thinking about the potential need for summer meals, not as a definitive statement about how many meals should be served in each neighborhood.

Calculation of the Gap

To estimate the gap between the need for and provision of meals, we compared the number of children we calculated may be in need to the average daily participation (ADP) in the lunch programs operating in each neighborhood in the summer of 2012. The ADP for lunch only is used as an estimate of unduplicated youth served, as it is assumed many of the students who receive breakfast also receive lunch at the same program.

Parent Guardian Survey

Feeding Kids in the Summer

1. How many children live in your house now, between the ages of 4 and 18? 1 2 3 4 5 6 more than 6

2. This school year, did your school-age kids mostly: (Select One)

- | | | |
|---|--|-------------------------------------|
| <input type="radio"/> Take lunch to school | <input type="radio"/> Buy lunch at school for full price | <input type="radio"/> Not eat lunch |
| <input type="radio"/> Get free lunch at school | <input type="radio"/> Buy lunch offsite/not at school | <input type="radio"/> I don't know |
| <input type="radio"/> Get reduced price lunch at school | | |

3. Last summer, how did your school-age children spend most of their time during the day? (Select the TWO most common)

- | | | |
|--|--|-----------------------------------|
| <input type="radio"/> At home alone | <input type="radio"/> At daycare center | <input type="radio"/> At Work |
| <input type="radio"/> At home with other kids | <input type="radio"/> At summer school | <input type="radio"/> Out of town |
| <input type="radio"/> With an adult in your home or another's home | <input type="radio"/> At summer camps/Rec Centers (mcc, BizKids, Science Center, Freedom School, church) | <input type="radio"/> Don't know |

FEEDING YOUR FAMILY

4. Please tell us how often each of these is TRUE for you.

	OFTEN	SOMETIMES	NEVER	DON'T KNOW
I worry about having enough food for my kids.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I worry about my kids eating enough of the right kinds of food.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Providing enough food for my kids in the summer is <i>harder than</i> during the school year.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I worry about having enough food to provide BREAKFAST for my kids.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I worry about having enough food to provide LUNCH for my kids.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I worry about having enough food to provide DINNER for my kids.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I choose summer activities for my kids based on whether food is included in the program.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Many families in my neighborhood struggle to feed their child/children during the summer months.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
There are enough places <i>in my neighborhood</i> to get free food if we need it.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

LAST SUMMER

5. Please tell us how often each of these were true for you LAST summer.

	OFTEN	SOMETIMES	NEVER	DON'T KNOW
Last summer, my kids ate snacks/meals at community places like Rec Centers, summer camps or church.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Last summer, I struggled to have enough food to feed everyone in my household.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Last summer, providing enough food for my kids was <u>harder on the weekend than during the week</u> .	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Last summer we got food from a food pantry or soup kitchen.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Last summer, our household received food stamps/EBT to help with food purchases.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Last summer, my children participated in structured activities that provided meals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Last summer, we had to skip meals or cut portion sizes because we did not have enough food in the house.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



LAST SUMMER

6. If your kids **DID NOT** take advantage of free meals last summer at community places like Rec Centers, summer camps, or churches, why not? (Select all that apply.)

- We didn't need the food.
- I didn't know that all Rochester children could get free meals in the summer.
- I didn't know where to take them to get free meals.
- I didn't know when the free meals sites were open.
- My kids were in a program where food was already provided (summer school/day care).
- We didn't go because adults couldn't eat at the summer meals sites.
- There were no summer meals programs in our neighborhood.
- The kids didn't like to go because there was nothing else to do there but eat and leave.
- The kids did not have a way to get there.
- I didn't feel my children were safe walking to the meal sites.
- We didn't go because we went to a soup kitchen or other hot meal program for food.
- It was too hard to get there during the right hours.
- Kids didn't like the food at the summer programs.
- The program cost too much.
- Other reasons why kids did not participate?

Write Reason Here:

THIS SUMMER

7. If these options were to be available for your kids **THIS SUMMER**, which of the following would you use? Then pick the ***ONE*** that is your favorite?

	STEP 1 Pick all the options you would use.	STEP 2 Pick your <i>FAVORITE</i> Option.
Drop in program available every day at the school closest to my house.	<input type="radio"/>	<input type="radio"/>
Drop in program available every day at the library closest to my house.	<input type="radio"/>	<input type="radio"/>
Drop in programs at City Recreation sites.	<input type="radio"/>	<input type="radio"/>
Drop in programs at community agencies (churches, neighborhood groups).	<input type="radio"/>	<input type="radio"/>
A mobile food truck that tours the neighborhood, similar to an ice cream truck.	<input type="radio"/>	<input type="radio"/>
A mobile food cart that sets up at a playground or housing complex.	<input type="radio"/>	<input type="radio"/>
Picking up a backpack of food once a week to prepare and eat at home.	<input type="radio"/>	<input type="radio"/>

COMMENTS

Is there anything else you would like to tell us about feeding your kids during the summer?

THANK YOU FOR YOUR PARTICIPATION IN THIS VERY IMPORTANT SURVEY!!!

Student Survey

Students—Please help! Tell us where kids eat in the summer.

1. During the school year lots of kids eat breakfast and lunch at school. **During the summer, where do you usually eat breakfast? (Pick up to 2 answers.)**

<input type="checkbox"/> at home	<input type="checkbox"/> at a rec center
<input type="checkbox"/> at school	<input type="checkbox"/> at my friends' or family members' houses
<input type="checkbox"/> at camp or daycare	<input type="checkbox"/> at the library
<input type="checkbox"/> at a church	<input type="checkbox"/> buy something and walk around
<input type="checkbox"/> at work	<input type="checkbox"/> I don't eat breakfast
<input type="checkbox"/> other: _____	

2. **During the summer, where do you usually eat lunch? (Pick up to 2 answers.)**

<input type="checkbox"/> at home	<input type="checkbox"/> at a rec center
<input type="checkbox"/> at school	<input type="checkbox"/> at my friends' or family members' houses
<input type="checkbox"/> at camp or daycare	<input type="checkbox"/> at the library
<input type="checkbox"/> at a church	<input type="checkbox"/> buy something and walk around
<input type="checkbox"/> at work	<input type="checkbox"/> I don't eat lunch
<input type="checkbox"/> other: _____	

3. **Are there places near your home where kids can get free food to eat if they need it?**

- Yes No I don't know.

4. **If you have never gone to get a free meal in the summer, why not? (Check all that apply.)**

<input type="checkbox"/> I did not know about them.	<input type="checkbox"/> I had enough food to eat from home.
<input type="checkbox"/> I did not know they were <u>free</u> .	<input type="checkbox"/> None of my friends were eating them.
<input type="checkbox"/> I did not know <u>where</u> to get them.	<input type="checkbox"/> The food was not being given out close enough to my home.
<input type="checkbox"/> I did not like the food they served.	<input type="checkbox"/> I could not get to the sites that were serving free summer meals.
<input type="checkbox"/> I did not want my friends to see me go.	<input type="checkbox"/> I do not like the places they are served.
<input type="checkbox"/> It's boring there because there is nothing to do besides eat.	<input type="checkbox"/> There was no air conditioning there.
<input type="checkbox"/> I don't know why I didn't go.	<input type="checkbox"/> Another reason: please tell us what it is:

5. **If you had a friend who was hungry and didn't have enough food to eat at home, where would you tell him/her to eat?** _____

6. **What grade are you in?** _____

7. **What school do you go to?** _____

Provider Survey



Summer Meals Site Survey

We need your help! Your input will help our community
to provide children with healthy summer meals.
Your survey is **CONFIDENTIAL** and will not be shared.



<u>1.</u> For how many years has <i>your organization</i> participated in the summer meals program?	This is the first year <input type="radio"/>	2-3 Years <input type="radio"/>	4 or more years <input type="radio"/>	Don't know <input type="radio"/>
<u>2.</u> Is your summer meals program located in the City of Rochester?	YES <input type="radio"/>	NO <input type="radio"/>	Don't know <input type="radio"/>	
<u>3.</u> Does your program mostly serve youth from:	The surrounding neighborhood <input type="radio"/>	All over the city <input type="radio"/>	Don't know <input type="radio"/>	
Please think about LAST SUMMER as you answer questions 4 – 12				
<u>4.</u> Last summer, what age were most of the children you served?	Elementary school aged <input type="radio"/>	Middle school aged <input type="radio"/>	High school aged <input type="radio"/>	All ages <input type="radio"/>
<u>5.</u> Last summer, how did most of the children get to your program?	Walked <input type="radio"/>	Were driven <input type="radio"/>	Rode the bus <input type="radio"/>	Rode a bike <input type="radio"/>
<u>6.</u> What vendor/sponsor did you use for food last summer?	Rochester School District <input type="radio"/>	City of Rochester <input type="radio"/>	Foodlink /Freshwise <input type="radio"/>	We prepare our own food <input type="radio"/>
<u>7.</u> Please use the rating scale to answer questions 7a-c.	Not good at all	Not very good	Good	Very good
a. How would YOU rate the quality of the food you received?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. How would the KIDS rate the quality of the food?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. How would you rate the service you received from the vendor/sponsor?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<u>8.</u> Which meals did you serve last summer?	Breakfast <input type="radio"/>	Lunch <input type="radio"/>	Snack <input type="radio"/>	Supper <input type="radio"/>
<u>9.</u> On an average DAY, how many of each meal did you serve?	Breakfast #____	Lunch #____	Snack #____	Supper #____

<p>10. If you served more than one meal per day, how many of the children would you estimate ate both meals? (Pick the answer closest to your estimate)</p>	<p>25% (or less) <input type="radio"/></p>	<p>50% (about half) <input type="radio"/></p>	<p>75% (most) <input type="radio"/></p>	<p>100% (almost all) <input type="radio"/></p>
<p>11. Do you prefer serving COLD or HOT meals at your site?</p>	<p>COLD <input type="radio"/></p>	<p>HOT <input type="radio"/></p>		
<p>12. Please explain why you prefer serving COLD or HOT meals:</p>				
<p>Now, please think about this UPCOMING SUMMER as you answer questions 13 – 21</p>				
<p>13. This upcoming summer, will your program be OPEN to kids who drop in or CLOSED, meaning limited to those who have registered?</p>	<p>Open (Drop-in) <input type="radio"/></p>	<p>Closed (Must be registered) <input type="radio"/></p>	<p>Don't Know <input type="radio"/></p>	
<p>14. This summer, what days of the week will you serve meals? (Check all that apply)</p>	<p>Monday <input type="radio"/></p>	<p>Tuesday <input type="radio"/></p>	<p>Wednesday <input type="radio"/></p>	<p>Thursday <input type="radio"/></p>
	<p>Friday <input type="radio"/></p>	<p>Saturday <input type="radio"/></p>	<p>Sunday <input type="radio"/></p>	
<p>15. This summer, what weeks will you serve meals?</p>	<p>Start date (approximate) _____ End date (approximate) _____</p>			
<p>16. This summer, if you are offering an activity to participating children in addition to serving meals, is it focused on...</p>	<p>Summer Camp <input type="radio"/></p>	<p>Education/ Academics <input type="radio"/></p>	<p>Sports/ Recreation <input type="radio"/></p>	<p>Arts <input type="radio"/></p>
	<p><input type="radio"/> Other: _____</p>			<p>No Activity Offered <input type="radio"/></p>
<p>17. This upcoming summer, are you planning on serving MORE MEALS than last year?</p>	<p>YES <input type="radio"/></p>	<p>NO <input type="radio"/></p>	<p>Don't know <input type="radio"/></p>	
<p>18. In general, are you able to serve more meals and children?</p>	<p>YES <input type="radio"/></p>	<p>NO <input type="radio"/></p>	<p>Maybe <input type="radio"/></p>	<p>Don't know <input type="radio"/></p>
<p>19. If you answered YES to question 18, what is the maximum number of TOTAL meals you could serve at your site EACH DAY?</p>	<p>Max TOTAL meals each DAY # _____</p>			

<p><u>20.</u> What would be the easiest way for you to <u>expand</u> your summer meals program? (pick one)</p>	<p><input type="radio"/> Adding more types of meals (for example, adding breakfast if you now serve lunch)</p> <p><input type="radio"/> Serving more kids</p> <p><input type="radio"/> Serving more days or weeks during the summer</p> <p><input type="radio"/> I am not interested in expanding the program</p>			
<p><u>21.</u> If you are NOT planning to serve more meals or kids this summer, why not? (Check all reasons that apply)</p>	<p><input type="radio"/> I don't believe there is a need in my area</p> <p><input type="radio"/> We don't have enough paid staff to serve meals</p> <p><input type="radio"/> We lack the equipment to safely store more food</p> <p><input type="radio"/> We lack the supplies to serve more kids</p> <p><input type="radio"/> We don't have enough tables and chairs to serve more kids</p> <p><input type="radio"/> We don't have enough space to serve more meals</p> <p><input type="radio"/> We don't have enough volunteers</p> <p><input type="radio"/> If we served more kids, I would be concerned about safety</p> <p><input type="radio"/> Our focus is on running a smaller program -- we don't want to grow</p> <p><input type="radio"/> Other: _____ _____</p>			
<p><u>22.</u> In your opinion, how high is the need for MORE summer meals in your area?</p>	<p>No need</p> <p><input type="radio"/></p>	<p>Moderate need</p> <p><input type="radio"/></p>	<p>High need</p> <p><input type="radio"/></p>	<p>Very high need</p> <p><input type="radio"/></p>
<p><u>23.</u> In your opinion, why don't more children participate in summer meals? (Select the TOP TWO reasons)</p>	<p><input type="radio"/> They don't know about it</p> <p><input type="radio"/> They don't need it</p> <p><input type="radio"/> They don't have transportation</p> <p><input type="radio"/> There aren't enough sites</p> <p><input type="radio"/> They don't like the food</p> <p><input type="radio"/> They won't come for food only, there needs to be an activity they like</p> <p><input type="radio"/> Other reasons kids don't participate: _____</p>			
<p><u>24.</u> Last summer, what would you estimate was the total cost to run your summer meals program?</p>	<p>\$ _____</p>			

25. If you were to <u>double the number of meals</u> served, how much do you think your costs would change?	My costs wouldn't change <input type="radio"/>	It would cost me about 50% more <input type="radio"/>	My costs would double <input type="radio"/>	I don't know <input type="radio"/>
26. How do you pay for your summer meals costs NOW? (Check all that apply)	<input type="radio"/> Grant(s)			
	<input type="radio"/> Families pay as part of overall program			
	<input type="radio"/> Part of existing budget, not much additional cost			
	<input type="radio"/> Fundraising (donations, events, etc.)			
	<input type="radio"/> Other: _____			
27. If you serve meals to children during the school year, roughly how many of each meal per DAY?	Snack # _____	Supper # _____		
28. How can we make summer meals in Rochester better? Please write your response				

OPTIONAL – Contact Information

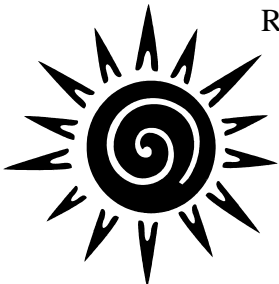
If you would like to be entered into the drawing for a Wegmans gift card, please provide contact information below. (Winners will be notified and your information will not be shared with anyone else)

Name: _____ Phone: _____ Email: _____

If you have any questions on this survey, please call (585) 327-7061 or email hdalager@cgr.org.

If you need to mail back this survey, please mail it to the address below by June 15th.

Hannah Dalager, Center for Governmental Research
1 S. Washington St., Suite 400
Rochester, NY 14614



Thank you for completing this survey!

