



United States Department of Agriculture

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*Evaluation of the Impact of Wave 2 Incentives  
Demonstrations on Participation in the  
Summer Food Service Program (SFSP): FY  
2012*

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## EXECUTIVE SUMMARY

The Summer Food Service Program (SFSP), administered by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service (FNS), is a key component of the safety net for the Nation's low-income children, offering nutritious meals to needy children during the summer months when school is not in session. While the number of children participating in the National School Lunch Program (NSLP) has increased significantly over the past 20 years, participation in the SFSP has remained relatively constant, making the reach of the program increasingly limited

Pursuant to the 2010 Agriculture, Rural Development, Food and Drug Administration and Related Agencies Appropriations Act (P.L. 111-80, 749(g)), FNS initiated and carried out a series of demonstration projects aimed at preventing food insecurity and hunger among children during the summer months, collectively entitled the Summer Food for Children demonstrations. The demonstrations include two efforts: the Enhanced Summer Food Service Program demonstrations (eSFSP), which are assessed in this report, and the Summer Electronic Benefits Transfer for Children (SEBTC) demonstrations, which are addressed in a separate report. The eSFSP demonstrations encompassed four separate initiatives, two of which were implemented in the summers of 2010 and 2011 (Wave 1) and discussed in previous reports, and two of which were implemented in the summers of 2011 and 2012 (Wave 2) and are the focus of this report.

The Wave 2 demonstrations consisted of a meal delivery project and food backpack distribution project. Three States were selected by FNS to implement each demonstration. All States were eligible to apply for these demonstrations, although States applying for the meal delivery project were required to do so for rural areas only. Each demonstration is described briefly below.

Demonstration Name	States	Description
Meal Delivery Project	Delaware, Massachusetts, and New York	This demonstration delivered meals to children in rural areas that, due to long distances and lack of transportation options, have limited access to congregate SFSP sites.
Food Backpack Project	Arizona, Kansas, and Ohio	This demonstration allowed sites to provide children with backpacks containing meals to take home for the days that SFSP sites were closed, typically on weekends and holidays.

This report presents final findings from the Wave 2 demonstrations using administrative data reported to FNS by SFSP sites and sponsors. Key outcome measures include the total number of meals served and the total number of children served (as measured by average daily attendance, or ADA). Additional outcome measures are illustrated as appropriate to the demonstration including the number of backpacks or meals delivered. This report also presents findings from a sample of non-demonstration sites that served as comparison sites to examine the effectiveness of the demonstrations. Key results for the Wave 2 demonstrations follow.

**Meal Delivery Demonstration:** Overall, this demonstration took place in 4 sponsors and 31 sites (21 of these sites were in Delaware). A total of 192,960 meals were delivered through the meal delivery demonstration to children in rural areas across the three States over the 2-year period (121,962 in Delaware, 40,368 in Massachusetts, and 30,630 in New York). Since the

demonstration was not designed to attract new children to the congregate sites (where meals were intended to be consumed in one place at a particular time), the effect of the demonstration was to reach new children. A selected group of nearby comparison sites also was examined to confirm that the demonstration did not draw children away from “nearby” congregate sites. Overall, no State showed consistent evidence that the demonstration shifted participants away from congregate sites to meal delivery sites. This seems to indicate that the delivery demonstration reached children that had no or limited access to traditional SFSP sites.

**Food Backpack Demonstration:** This demonstration took place in 16 sponsors with 97 congregate sites (over half of these sites, 55 sites, were in Ohio). A total of 296,796 meals were delivered through the backpack demonstration across the three States over the 2-year period (122,414 in Arizona, 56,401 in Kansas, and 117,981 in Ohio). To assess whether increases in participation were achieved at congregate sites, key outcomes (i.e., ADA and percent change in meals served) among demonstration sites were compared to the outcomes among nearby and/or similar comparison sites. Overall, results were mixed and we could not detect any major differences as a result of this demonstration. This is in contrast to the overall positive results of the demonstration seen at the end of the first year of the evaluation. However, Ohio (the State where the largest number of demonstration States was located) did show increases in both the meals served and ADA in demonstration sites as compared to comparison sites.

**Conclusions.** Overall, close to half a million meals were served through the two Wave 2 demonstrations; as such, the demonstrations can be viewed with some measure of success. However, the backpack demonstration, when examining key outcomes between participating and comparison sites, did not provide evidence that the demonstration increased the number of children attending congregate SFSP sites.

## CHAPTER I: INTRODUCTION

Authorized under the 2010 Agriculture, Rural Development, Food and Drug Administration and Related Agencies Appropriations Act (P.L. 111-80, 749(g)), the Summer Food for Children demonstration projects were initiated by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service (FNS) to develop and test methods of providing access to nutritious meals for low-income children when school is not in session. The purpose of these demonstration projects was to reduce or eliminate food insecurity and hunger of children during the summer. There are two components to the Summer Food for Children demonstration projects: the Enhanced Summer Food Service Program (eSFSP) demonstrations and the Summer Electronic Benefits Transfer for Children (SEBTC) demonstrations.<sup>1</sup> This report focuses on the eSFSP demonstration projects, which included four separate projects to test new, innovative strategies to increase participation in the Summer Food Service Program (SFSP). This report is the third and final in a series of annual reports designed to assess the progress of these eSFSP projects in meeting their objectives and to provide FNS with critical information about the potential effectiveness of these demonstrations in increasing SFSP participation.

Since 1975, FNS has administered the SFSP, which provides free, nutritious meals to help children in low-income areas obtain the nutrition that they need throughout the summer months when school is not in session. FNS is the primary Federal agency responsible for providing a nutrition safety net to low-income populations across the United States. In addition to the SFSP, FNS administers 14 other nutrition assistance programs, including two that specifically target school-age children during the school year: the National School Lunch Program (NSLP) and the School Breakfast Program (SBP). School food authorities (SFAs) that participate in the NSLP and the SBP also may provide meals during summer school or through the Seamless Summer Option (SSO). Despite ongoing efforts to increase participation, however, the SFSP only reaches a fraction of all eligible children, and substantially fewer children participate in the SFSP during the summer compared to the NSLP during the school year. In July 2012, SFSP/NSLP summer participation was only 16 percent of NSLP participation during the previous school year (USDA FNS National Data Bank [NDB]<sup>2</sup>), at 3.4 million children (USDA, 2013a).

“Our efforts to combat hunger cannot end when the school bell rings on the last day of the school year, which is why these demonstrations will test new and innovative ways to reduce hunger and improve nutrition among children when school is not in session.”

– Tom Vilsack,  
Secretary of Agriculture

In 2010 and 2011, FNS solicited grant applications from States to implement four eSFSP demonstrations. The demonstrations were designed to encourage attendance at SFSP sites over the summer by mitigating barriers such as a lack of transportation options and limited operating times to provide meals. The projects were

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<sup>1</sup> The SEBTC demonstrations take advantage of existing Supplemental Nutrition Assistance Program (SNAP) and Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) infrastructure to deliver food benefits electronically that are equivalent to what a child qualifying for the NSLP would receive each month during the school year.

<sup>2</sup> The USDA FNS National Data Bank provides a single official repository to support the analysis and public release of FNS program information. Through the Food Programs Reporting System (FPRS), data from various FNS programs are extracted and imported into the NDB database.

implemented in two waves; Wave 1 took place in the summers of 2010 and 2011 and Wave 2 took place in the summers of 2011 and 2012. The Wave 1 demonstrations were discussed in the first and second annual reports assessing the progress of these eSFSP projects (Peterson, Geller, Moulton, Suchman, & Haddix, 2011; Peterson, Geller, Suchman, Moulton, & Haddix, 2013).

The purpose of this report is to present final results from the two Wave 2 demonstrations.<sup>3</sup> The Wave 2 demonstrations were initially funded in 2011 for a total of 2 years. FNS selected three States to implement each demonstration: the first of these demonstrations—the Meal Delivery Project—was awarded to sponsors in Delaware, Massachusetts, and New York, and the second—the Food Backpack Project—was awarded to sponsors in Arizona, Kansas, and Ohio. These two demonstrations are briefly described below.

- **Meal Delivery Project.** This demonstration was designed to develop ways to provide meals to eligible children in rural areas that, due to low population density, long distances, and lack of transportation options, could not financially sustain SFSP sites during the summer months.
- **Food Backpack Project.** This demonstration allowed SFSP sites to provide eligible children with backpacks containing meals to take home to eat on the days that SFSP meals were not available, typically on the weekends.

The remainder of Chapter I provides some additional background on the SFSP and the demonstrations and includes a discussion of the study methodology and data limitations. Chapters II and III provide findings from each of the Wave 2 demonstrations, and Chapter IV provides cross-demonstration conclusions. Appendices A and B contain the detailed SFSP tabulations for each demonstration upon which the findings are based. Finally, Appendix C contains a detailed description of the methodology for selecting the comparison groups for the Wave 2 demonstrations.

## **A. SUMMER FOOD SERVICE PROGRAM PARTICIPATION**

For more than 30 years, the SFSP has provided a critical safety net for the Nation’s low-income children, offering nutritious meals to sites in low-income areas to help needy children learn, play, and grow during the summer months when they are not in school.<sup>4</sup> Families with children who participate in the SFSP consider the program an important source of nutritious food for their children (Felton & Harley Associates, 2006).

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<sup>3</sup> A separate report will address changes in food security in the Wave 2 demonstrations and provide an assessment of implementation costs.

<sup>4</sup> Although SFSP sponsors primarily serve elementary school-age children (58 percent of all participants), they also serve preschoolers (17 percent) and middle school-/junior high school-age or high school-age children (25 percent; Mathematica Policy Research [MPR], 2003). For the SFSP, children are defined as 1) persons 18 years of age and younger and 2) persons 18 years of age and older who are mentally or physically handicapped and who also participate in a public or nonprofit private school program established for the mentally or physically handicapped.

One purpose of the SFSP is to prevent hunger among school-age children during the summer months when these children may no longer have access to school meals, which are important to maintaining food security when school is in session. With participation in the SFSP far lower than free and reduced-price school meal participation, the reach of the SFSP is limited. Efforts to increase SFSP participation, and thus increase the number of meals served to children during the summer months, may forestall a decline in food security during the summer months.

Locally, the SFSP is run by approved sponsors, including school districts, local government agencies, camps, or private nonprofit organizations. Sponsors provide free meals to a group of children at a central site, such as a school, a park, or a community center. In July 2012, nearly 4,750 local agencies (sponsors) served an average of nearly 2.35 million children per day at close to 39,000 meal sites nationwide (USDA, 2013a; USDA, 2012). From May through September of 2012, more than 143.8 million meals (including breakfast, lunch, supper, and snack) were provided through SFSP sites across the country (USDA, 2013a). Exact dates of program operation vary across locations in accordance with the local school calendar, but the SFSP is typically operational between May and September.

Despite the many changes that the program has undergone with respect to eligibility criteria, administrative procedures, and funding levels, the SFSP has been unable to attain the same level of program participation that the NSLP achieves during the school year. The differences in levels of program participation are to some extent structural, as discussed briefly below. Participation in the combined summer programs (SFSP and NSLP summer school and SSO) has rarely exceeded 10–15 percent of the average participation in the free and reduced-price NSLP (USDA, 2013b). In 2012, while about 21.4 million children nationwide received free or reduced-price meals through the NSLP daily,<sup>5</sup> only about 3.4 million children received meals through the combined summer programs daily (nearly 16 percent of NSLP children; USDA, 2013b; USDA, 2013c; USDA, 2013d).<sup>6</sup>

While the number of children eligible for free or reduced-price school meals has increased over the past 10 years, the number of children participating in the SFSP has remained within the range of 1.9 million (in 2005) to more than 2.3 million (in 2012; USDA, 2013a; see Figure I.1). Similarly, the number of children participating in the SFSP and NSLP summer option combined has remained within the range of 2.2 million (in 1989) to 3.6 million (in 2003; see Figure I.1).

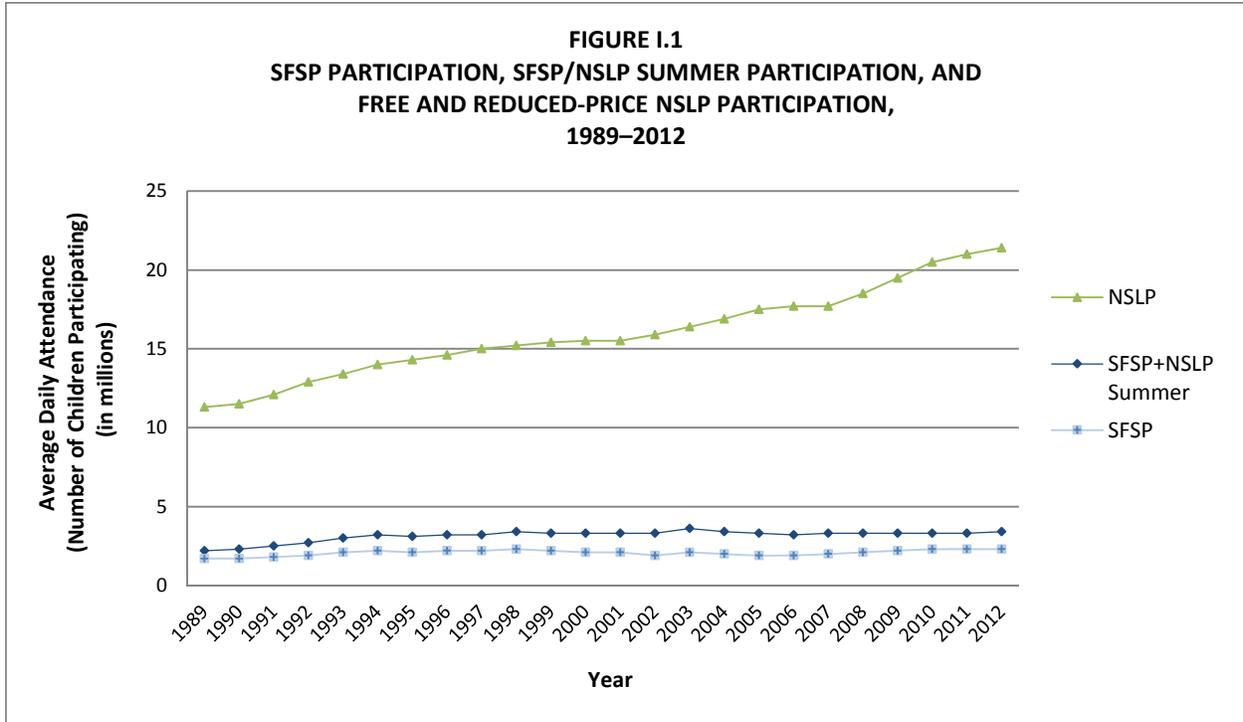
“The Summer Food Service Program is a vital nutrition resource during the months students are not in school. We know that there are many children who need nutritious food but don't have access to a program in their area.”

– Kevin Concannon,  
USDA Under Secretary of  
Food, Nutrition, and  
Consumer Services

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<sup>5</sup> The NSLP average daily attendance (ADA) figures used to calculate this number include children served in U.S. territories and on military bases.

<sup>6</sup> The combined summer program participation is calculated in July, the peak month of attendance.



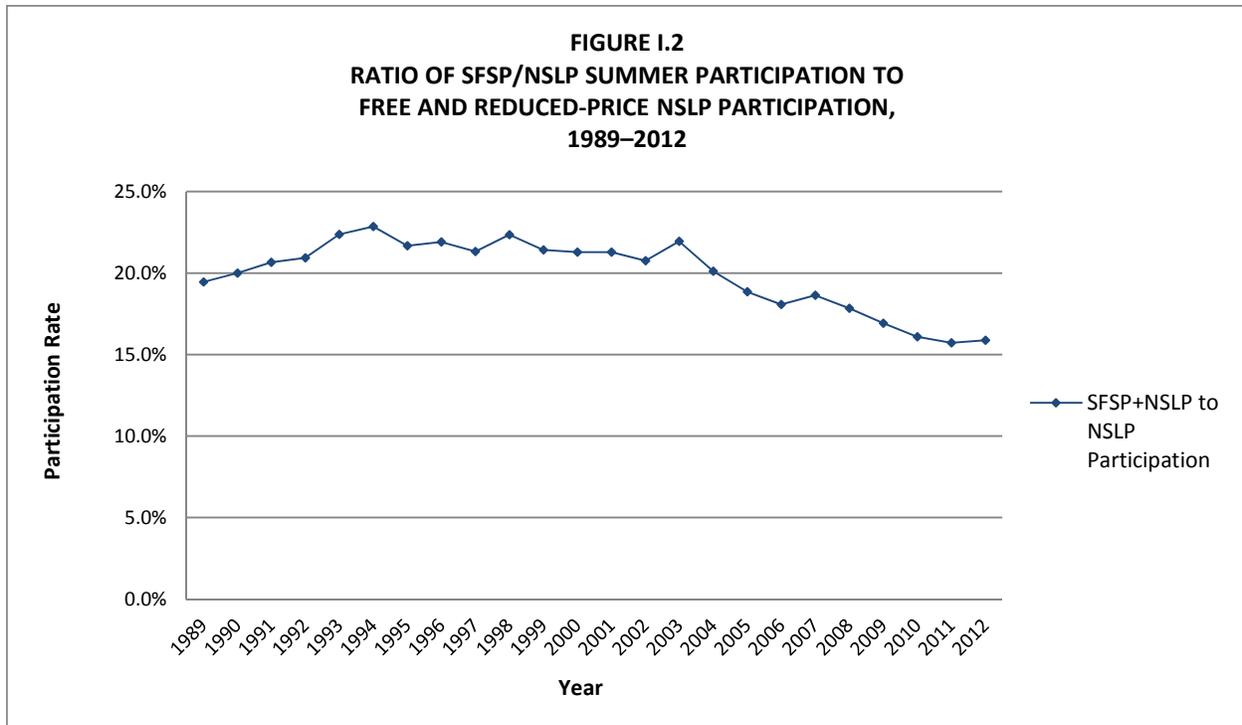
Source: NDB.

Note: NSLP figures represent free and reduced-price meals (not full price).

Data reflect July participation in the SFSP and 9-month participation averages (excluding the summer months) for free and reduced-price NSLP lunches.

SFSP+NSLP summer data includes SFSP in addition to other USDA summer nutrition programs.

Overall, the ratio of combined summer program participation to free and reduced-price NSLP participation has decreased from a high of 22.8 percent in 1994 to a low of 15.7 percent in 2011, increasing slightly to 15.9 percent in 2012 (the second year of the demonstrations), as depicted in Figure I.2.



Source: NDB.

Data reflect July participation in the SFSP and 9-month participation averages (excluding the summer months) for free and reduced-price NSLP lunches.

Among the combined summer programs, participation in the SFSP is lower than free and reduced-price NSLP participation for a number of reasons. SFSP sites are located primarily in low-income neighborhoods (due to a requirement that 50 percent of children in the area be eligible for free or reduced-price school meals for open sites), whereas the NSLP is available everywhere. In addition, attendance at SFSP sites is voluntary, whereas attendance at school, where children can benefit from the NSLP, is mandatory. Additional barriers that may explain why SFSP attendance is so much lower than school-year-based programs include lack of transportation, lack of publicity about the program, limited hours of operation that do not coincide with parent work schedules, children’s dislike of the food, insufficient enrichment activities, and parents’ concerns about neighborhood safety (Mathematica Policy Research [MPR], 2003). Other factors such as weather, availability of program activities, and length of operation also influence the number of children served (MPR, 2003).

Participation in the SFSP varies by State. The participation rate (number of children participating in SFSP in 2012 per 100 children participating in NSLP during the 2010–2011 school year) ranged from 2.1 in Hawaii to 22.5 in Vermont (note that these participation rates include SFSP participation in the numerator only, and exclude participation in other summer programs; Food Research and Action Center [FRAC], 2013).<sup>7</sup> When looking at the programs combined, participation in SFSP and the other summer nutrition programs (SFSP and summer

<sup>7</sup> The District of Columbia had a higher SFSP participation rate in 2012, at 56.4 percent; however, the District was excluded from this analysis because it contains only a single urban area and is qualitatively different from the States.

NSLP) still only accounts for a small percentage of school-year NSLP participation,<sup>8</sup> ranging from a low of 4.7 percent in Oklahoma to a high of 30.2 percent in New Mexico (based on data from July 2012 and the 2011–2012 school year; FRAC, 2013).<sup>9</sup>

## **B. BACKGROUND ON THE WAVE 2 DEMONSTRATIONS**

The goal of the two Wave 2 SFSP demonstrations was to reduce or eliminate food insecurity and hunger among children during the summer months when school is not in session. Each of the States was required to implement these demonstration projects for a minimum of 2 years (i.e., through the summer of 2012). Each State was invited to submit an application to FNS that included a management plan describing how the demonstration would be implemented and how the incentive funds would be dispersed, how outreach to and oversight of sponsors would be conducted, and how sponsor applications would be solicited and reviewed. Additionally, Wave 2 States were required to promote the demonstration statewide prior to submitting their applications, and sponsors were selected by FNS during the competitive process. States were required to 1) manage sponsors; 2) help them recruit eligible children; and 3) implement a tracking system for maintaining required data. In addition, the States agreed to submit more-detailed SFSP program data to FNS for the evaluation (i.e., at the site level, rather than at the State level, as is typically required).

Since both of the Wave 2 demonstrations include the distribution of food intended for consumption outside of an SFSP site, FNS specified guidelines for food safety, preparation, assembly, and delivery that were not applicable to the Wave 1 demonstrations. FNS grant funds were used to pay for food, costs associated with contracting and augmenting delivery vehicles, and appropriate packaging materials and supplies (including backpacks for the Food Backpack demonstration<sup>10</sup>). States were required to verify that sponsors met these guidelines prior to submitting their applications to FNS. To do this, States solicited applications from interested sponsors, screened the sponsors to ensure FNS criteria were met, and verified that each sponsor had an implementation plan. FNS retained the authority to select not only which States would receive funding to participate in the demonstration, but also which sponsors within the selected States could participate.

Unlike the Wave 1 demonstrations, all States were eligible to apply for participation in the Meal Delivery and Food Backpack demonstrations,<sup>11</sup> the only stipulation being that the Meal Delivery demonstration could only be implemented in rural areas. Initially, FNS anticipated awarding funding to one or two States for each demonstration. Ultimately, six States were awarded funds, a total of three States for each demonstration.

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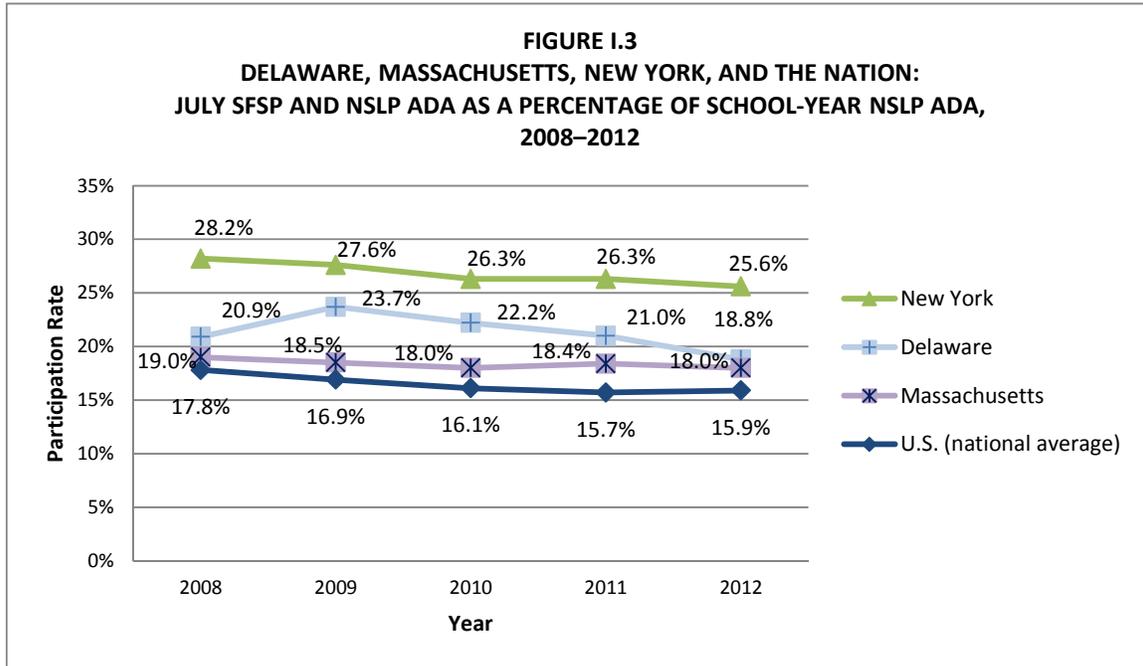
<sup>8</sup> NSLP participation is calculated as the ratio of children participating in the SFSP and free and reduced-price NSLP meals in the summer divided by the number of children participating in the free and reduced-price NSLP meals during the school year. See Chapter I, pages 12–13 for a discussion of how this participation rate is calculated.

<sup>9</sup> The District of Columbia had a higher combined summer nutrition participation rate in 2012, at 59.8 percent; however, the District was excluded from this analysis because it contains only a single urban area and is qualitatively different from the States.

<sup>10</sup> Although the term backpack is used, in many cases another type of bag was provided containing the take-home meals. The term backpack in this report refers to a variety of different bag types.

<sup>11</sup> In the Wave 1 demonstrations, eligibility for participation was limited to States with the highest rates of childhood food insecurity combined with the lowest rates of SFSP participation.

The three States selected by FNS to implement the Meal Delivery demonstration were Delaware, Massachusetts, and New York. All three States show higher participation rates (the percent of children eligible for free and reduced-price NSLP meals who received summer nutrition assistance through NSLP or SFSP) than the national average for the 3 years prior to the start of the demonstration, as illustrated in Figure I.3. However, in each State, the demonstration delivered meals to children living in rural areas where there were few SFSP sites and less nutrition assistance coverage availability than there was in other areas of the State.

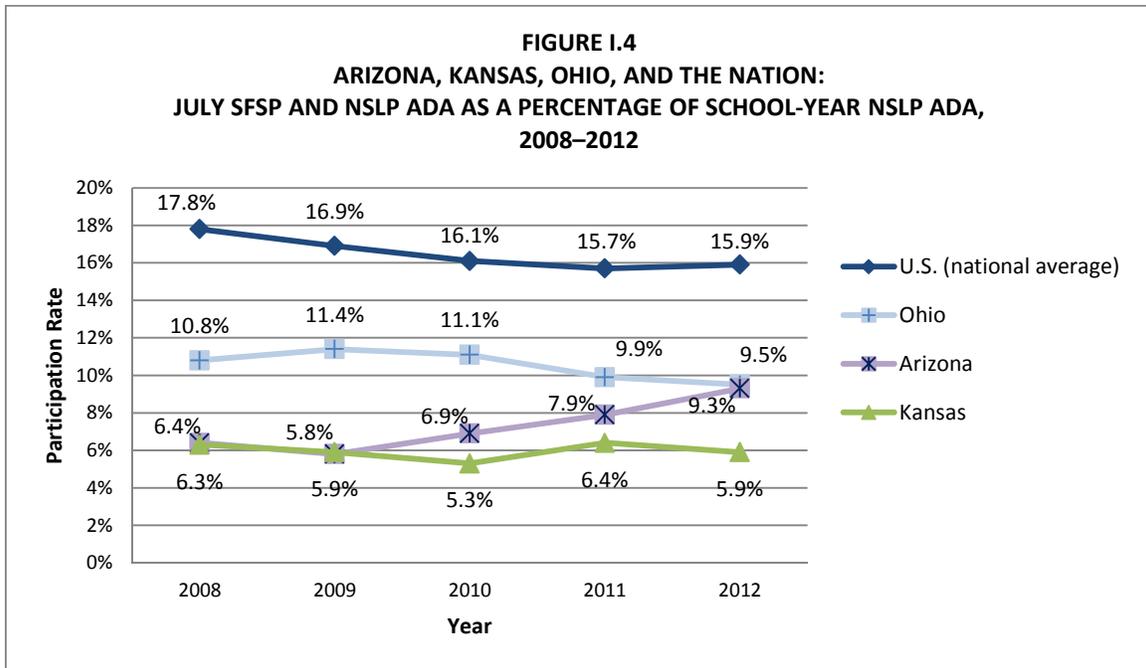


Source: NDB.

Note: The percentages were calculated by dividing the average daily attendance (ADA) for the SFSP and NSLP in July by the ADA for the NSLP from the immediately preceding school year (9-month average). The U.S. NSLP ADA figures include children served in U.S. territories and on military bases.

Supporting data for Figure I.3 can be found in Appendix A, Tables I.a, I.b, and I.c.

The three States selected by FNS to implement the Food Backpack demonstration were Arizona, Kansas, and Ohio. All three States show lower participation rates than the national average. Prior to the start of the demonstration, in Arizona, only 6.9 percent of children eligible for free and reduced-price NSLP meals received summer nutrition assistance through NSLP or SFSP in 2010, compared to the national average of 16.1 percent. In Kansas, only 5.3 percent of eligible children received summer nutrition assistance in 2010. In Ohio, 11.1 percent of eligible children did so (NDB; see Figure I.4).



Source: NDB.

Note: The percentages were calculated by dividing the average daily attendance (ADA) for the SFSP and NSLP in July by the ADA for the NSLP from the immediately preceding school year (9-month average). The U.S. NSLP ADA figures include children served in U.S. territories and on military bases.

Supporting data for Figure I.4 can be found in Appendix B, Table 1.a, 1.b, and 1.c.

Table I.1 below provides a side-by-side comparison of the two Wave 2 demonstrations.

**Table I.1  
Side-By-Side Demonstration Comparison**

	<b>MEAL DELIVERY PROJECT: Delaware, Massachusetts, New York</b>	<b>FOOD BACKPACK PROJECT: Arizona, Kansas, Ohio</b>
<b>Purpose</b>	To provide meals to children in rural areas where low population density, long distances, and transportation issues make it difficult for children to get to SFSP sites, making site and sponsor operation financially unsustainable.	To provide meals to children on non-SFSP operating days (weekends and holidays) during the summer.
<b>Incentive</b>	Funding for sponsors to develop ways of delivering meals to children in rural areas at a sustainable cost.	Funding for sponsors to provide children with backpacks of food to take home for meals on non-SFSP operating days.
<b>Total 2012 Demonstration Funding</b>	\$429,162	\$533,152
<b>Sponsor Eligibility</b>	Any sponsor in the State could apply.	Only existing SFSP sponsors (those with previous SFSP experience) could apply.
<b>Sponsor Requirements</b>	Up to 4 days of meals could be delivered at a given time. Additionally, no more than 2 meals per day could be delivered to a particular child.	Backpacks could be provided only during weeks when the sponsor was open for normal SFSP operations, and for meals not otherwise provided by the site.  SFSP sites must remain open during the majority of the week.
<b>Participant Eligibility Requirements</b>	Children who were eligible for free and reduced-price lunches during the preceding school year were eligible to receive meals.	All children age 18 and younger who were eligible for SFSP meals could receive backpacks.
<b>Sponsor Selection</b>	Sponsors were selected by FNS based on merit of project design; organizational experience and management; budget appropriateness; and economic efficiency.	Sponsors were selected by FNS based on merit of project design; organizational experience and management; budget appropriateness; and economic efficiency.
<b>Target Areas</b>	Rural areas	No specific target areas
<b>Data Requirements</b>	Demonstration sponsors were required to submit data to the State on each delivery route, including number and location of stops on the route; parent or guardian name, address, and phone number for households consenting to participate in meal delivery; frequency of meal delivery; content of meals delivered; daily number of meals delivered; and number of days for which meals are intended to provide food.	Demonstration sponsors were required to submit data on number of backpacks and meals provided, including total participation on distribution days by site each month; number of children given backpacks by site each month; and content of food backpacks.

## C. STUDY OBJECTIVES, RESEARCH QUESTIONS, AND METHODOLOGY

The goal of this study is to assess the key outcomes of the SFSP demonstrations. Together, these projects provided a means of assessing various methods of improving access to and participation in the SFSP, with the ultimate intent of increasing food security among low-income children. The research questions addressed in the study are presented in Table I.2.

**Table I.2**  
**Research Questions**

<b>Objective: Determine the outcome of the demonstrations on participation and on the number of meals served for both the Meal Delivery (MD) and Backpack (BP) demonstrations.</b>	
<b>a. Participating Sites*</b>	
i.	How many sites participated in 2012?
ii.	How many sites were new in 2012? How many sites were continuing from 2011 (BP only)?
<b>b. Operating Days (days meals were provided)*</b>	
i.	How many operating days were sites open in 2011 (BP only)? In 2012?
ii.	How did operating days compare between 2011 and 2012 for sites that were open both years (BP only)?
iii.	How did operating days compare for the whole demonstration and by State?
iv.	For BP only—On how many operating days was the site open and on how many of those days were backpacks distributed (e.g., the site was open Monday through Friday/5 days a week and backpacks were distributed on Friday/1 day a week)?
<b>c. Total Meals Served</b>	
i.	How many meals were served, by total and by category (breakfast, lunch, supplemental/snack), in 2011 and 2012?
ii.	What was the average number of meals served per unit (per MD per child; per BP per child)?
iii.	What was the average and median number of meals per MD (e.g., each delivery consisted of 2 meals per day for each of 7 days, for a total of 14 meals per deliver per child); for BP (e.g., each backpack contained 2 breakfasts and 3 lunches for a total of 5 meals per backpack).
<b>d. Total Children Served (as measured by average daily attendance (ADA)<sup>12</sup> for BP and actual number of children for MD)</b>	
i.	What was the unduplicated count of children served at each site?
ii.	What was the distribution (mean, median) of children served for all MD sites in 2012?
<b>e. Comparison Site Outcomes</b>	
i.	How did the ADA at the geographically closest traditional SFSP sites (i.e. “non-demonstration”) compare to each demonstration site?
ii.	How did the number of meals served for 2011 compare to 2012 in these comparison sites?

\* For the 2011 evaluation, no site-level analyses were conducted for delivery demonstration States. As a result, we are unable to answer the research questions that require 2011 data for the delivery demonstration.

Data for this study were obtained primarily from State agency databases and combined with State-level information from the NDB.<sup>13</sup> The data were obtained for 2008 through 2012 for the Wave 2 demonstrations. The administrative data were cleaned, edited, and tabulated, and a

<sup>12</sup> The SFSP average daily attendance (ADA) produced by the NDB is calculated by summing the total number of first meals served during a sponsor’s primary meal service (usually lunch) during July, and dividing that by the number of operating or meal service days for July. Although FNS provides this definition as guidance, each State is responsible for the calculation and submission of its ADA and there is variation in the application of the definition. As a result, it is difficult to compare the State-reported ADA numbers in the NDB, both to each other and to estimates from other sources.

<sup>13</sup> This includes data from forms FNS-418 and FNS-143.

comprehensive sponsor-site SFSP database was assembled, along with a supporting codebook and documentation. Table I.3 illustrates the number of sponsors and sites participating for each year of the demonstrations.

**Table I.3  
Number of Wave 2 Demonstration Sponsors and Sites**

	2011		2012	
	Sponsors	Sites	Sponsors	Sites
<b>State</b>	<b>Meal Delivery *</b>			
Delaware	1	N/A	1	21
Massachusetts	1	N/A	1	2
New York	2	N/A	2	8
<b>State</b>	<b>Food Backpack</b>			
Arizona	3	18	3	26
Kansas	7	14	7	16
Ohio	6	50	6	55

*\*Detailed site-level data were not available for the Meal Delivery demonstration in 2011, but these data were available in 2012. All outcomes were examined only at the demonstration sponsor level for 2011.*

**Demonstration Outcome Measures.** This report examines a number of outcome measures as described briefly below.

- **Total Meals Served.** The total number of SFSP meals served is defined as the sum of the number of "first" breakfasts, lunches, suppers, and snacks served<sup>14</sup> in all operating months (up to five—May, June, July, August, and September). This measure indicates whether the total number of SFSP meals served is increasing or decreasing for the summer as a whole. For the Wave 2 demonstrations, this measure looks at the number of meals that were provided via meal delivery or take-home backpacks in addition to the total number of meals served at congregate meal sites.
- **Average Daily Attendance (ADA).** FNS measures the number of children served per day by calculating the ADA as an approximate measure of participation in the program. This report includes two approaches to calculating this measure: July ADA and Operating Days ADA.
  - **July ADA.** This method yields the number of children receiving SFSP meals on an average day in July. July ADA is a commonly used measure for comparing daily attendance across States because for many States, July is the peak month of SFSP enrollment. For the State, the total number of SFSP "first" lunches served in July is divided by the number of operating days in July (assumed to be the number of non-holiday weekdays in July, either 20, 21, or 22 depending upon the year). July ADA does not include demonstration meals.

Note: Ideally, July ADA uses the actual number of operating days at the site level. However, since this varies by site, statewide measures make adjustments to the

<sup>14</sup> SFSP participants can have second and third servings, but only the number of first servings is included in calculating the ADA. SFSP reimburses for a limited number of second meals.

operating days by using the average or median number of days across sites. Others use an assumed number of operating days, such as the number of non-holiday weekdays in July. The latter tends to lower the July ADA, as the number of assumed days tends to be greater than the actual days.<sup>15</sup> However, it also serves as a consistent measure for comparison across States. In this report, we have used the assumed number of operating days when referring to July ADA, as it can be applied across States.

- **Operating Days ADA.** This method yields the average number of SFSP meals served to children per day. For each SFSP site, the operating days ADA is computed by dividing the number of “first” meals served for the largest sitting across the summer—breakfast, lunch, or supper<sup>16</sup>—by the total number of operating days over the summer. ADA is then summed across all SFSP sites in the State. This approach has been used in previous research and tends to yield a result that is higher than the result produced by using July ADA, as the number of actual operating days per month tends to be lower than the number of estimated operating days used for July ADA. Operating days ADA includes demonstration meals for the backpack demonstration States, but not for the delivery demonstration States.
- **Summer ADA as a Percent of School-Year ADA (Participation).** This measure reflects the relative coverage of meal service provided by USDA’s summer nutrition programs for low-income children during the summer versus the school year. The measure is calculated as the ratio of the estimated number of children receiving a summer lunch (either SFSP or NSLP summer school or SSO) divided by the estimated number of children receiving free or reduced-price NSLP lunches during the school year. There are two methods by which FNS calculates this measure: July ADA over NSLP ADA in March and July ADA over NSLP School-Year ADA.<sup>17</sup> For this report, we used the second of these measures.

The July ADA over NSLP ADA throughout the school year method of estimating SFSP participation yields the ratio of the number of children receiving SFSP or NSLP meals on an average day in July over the number of children receiving NSLP free and reduced-price meals on an average day in the preceding school year.<sup>18</sup> This measure is calculated as the July ADA divided by the school-year ADA.

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<sup>15</sup> The Food Research Action Center (FRAC) has popularized the use of July ADA and uses the assumed operating days in its calculations.

<sup>16</sup> For example, if there were 2,000 first meals for lunch and 1,000 first meals for breakfast, then the largest sitting would be lunch.

<sup>17</sup> These methods have long been used by FNS to calculate NSLP free and reduced-price participation from NDB data. Additionally, the methods have been detailed in previous USDA Reports to Congress. For more information, please see Appendix C of the 2007 report entitled “Report to Congress: USDA’s Simplified Summer Food Program: 2001–2006” (USDA, 2007).

<sup>18</sup> The school year includes 9-month averages for October–May and September of the following year. September of the following year is used in order to produce a measure for the full October–September fiscal year. Summer months (June–August) are excluded.

$$\frac{[(\text{SFSP lunches for July} + \text{NSLP F/RP lunches for July}) \div \text{the number of operating days in July}]}{[\text{NSLP F/RP lunches for the school year} \div \text{the number of operating days in the school year}]}$$

*[Numerator of the ratio]: The average number of lunches served, per day, in July. Note: The number of operating days in July is assumed to be the number of non-holiday weekdays in July.*

*[Denominator of the ratio]: The average number of lunches served, per day, during the school year. The methodology for calculating this denominator is illustrated in Appendix G.*

This method combines all SFSP lunches with NSLP free or reduced-price lunches in order to calculate the July ADA.<sup>19</sup> There are two reasons why the measure is computed using the meal counts of both programs in the numerator. First, NSLP summer meals are part of FNS's overall support for low-income children in the summer; second, this ensures that the measure of change does not count lunches provided by school sponsors who switched from providing summer nutrition through the NSLP to providing it through the SFSP (or vice versa).<sup>20</sup>

- **Number of Unique Children Participating (e.g., Given Backpacks/Meals).** The demonstrations keep records of the number of meals served each day, but not which children are served each day. In order to estimate the number of children served by an individual site, we assume that first serving of the largest meal of the day represents the number of individual children served that day. To calculate an estimate of the number of children served by demonstrations across the summer at the State level, we sum the number of children from the highest attended day at each site. However, because some sites may never have 100% of the children they serve attending on the same day, the actual number of unique children served is likely higher than the estimate produced through this method.
- **Number of No-Shows/Meals Prepared but Not Distributed.** These measures provide estimates of the number of children who did not pick up meals intended for them at meal delivery sites, and the number of backpack meals that were prepared but not distributed. These data are reported per site per meal distribution and summed across each State.

**Comparison Groups.** The methodology for the selection of comparison groups differed for each of the two demonstrations, as is described below. Additional details on the comparison group selection methodologies are provided in Appendix C.

- **Meal Delivery Comparison:** Comparison sites selected for this analysis were existing non-demonstration sites that were geographically closest to a demonstration location. These “nearby” comparison sites were examined to confirm that the demonstration reached additional children rather than drawing children away from “nearby” sites. No change in these nearby sites would be anticipated as the target population of the meal deliveries would be expected to live relatively far distances from these SFSP sites.

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<sup>19</sup> All NSLP ADA figures used in these calculations come from FNS's NDB.

<sup>20</sup> For all participating sites, any person 18 years of age and younger may attend the site. As a result, the SFSP data contained in this report may include preschool-age children.

- **Food Backpack Comparison:** Comparison sites were selected within the same county, if possible, or one or more counties statistically most similar based on five measures associated with food security: population density, median household income, percent with incomes below the Federal poverty level, unemployment rate, and percent eligible for free and reduced-price lunches. The number of such sites composing the comparison group included all existing non-demonstration sites in the same county (that operated in both 2011 and 2012) or, if the sites were in similar counties, a sufficient number of sites so that the total meals served in comparison sites are comparable to or more than those in total demonstration sites. These comparison sites were examined to determine if their changes were different from the changes shown in the similar demonstration sites.<sup>21</sup>

**Relationship With Seamless Summer Option.** This report also examined the effect of the SFSP demonstrations on the SSO. The SSO is another child nutrition reimbursement alternative that allows SFAs to provide meals during the summer and over school breaks of longer than 10 days in areas where at least 50 percent of the students are approved for free or reduced-price school meals. The SSO offers SFAs streamlined administration procedures and reimburses meals at the NSLP/SBP rates; the meals are free to children.<sup>22</sup> For the most part, the SSO is offered at school sites, but State agencies may approve its operation at non-school sites.

One exploratory component of the analysis was to assess whether there was any evidence of SFAs shifting from the SFSP to the SSO or vice versa. If that were the case, the number of children served under the SFSP may have increased, for example, but without any real gain in the total number of children served through both programs. To examine this possibility, States participating in the SFSP demonstrations were asked to provide data for SSO sponsors and sites. Only the three backpack delivery States (Arizona, Kansas, and Ohio) have SFAs that participated in the SSO in 2012.<sup>23</sup> There were no SFAs in any of the delivery demonstration States (Delaware, Massachusetts, and New York) that participated in the SSO during 2012. The relevant section in the later chapters of this report examines SSO outcomes to see if there is any evidence that SFSP participation affected SSO participation in communities that implemented both programs.

## D. DATA LIMITATIONS AND CONSIDERATIONS

Many factors could influence the estimates shown throughout the report. A brief summary of these factors is provided below.

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<sup>21</sup> There were an insufficient number of SFSP sites that were selected as comparison sites in 2011 still in operation in 2012. New sites were selected for the comparison groups in 2012 using similar procedures as those developed for the 2011 evaluation. Due to this need to select new comparison sites for 2012, the report will not be able to compare 2011 and 2012 outcomes for the backpack demonstration States.

<sup>22</sup> The reimbursement rate for NSLP meals for School Year 2012–2013 is lower than the reimbursement rate for SFSP meals for Calendar Year 2012. For example, SFSP lunches are reimbursed at either \$3.3250 (for urban or vended sites) or \$3.38 (at self-prep or rural sites), while SSO lunches are reimbursed at the NSLP rate of \$2.46 (reduced-price meals) or \$2.86 (free meals). See [http://www.fns.usda.gov/sites/default/files/02-02-12\\_CND.pdf](http://www.fns.usda.gov/sites/default/files/02-02-12_CND.pdf) and <http://www.fns.usda.gov/cnd/governance/notices/naps/NAPs12-13.pdf>.

<sup>23</sup> A number of sponsors/sites in Chandler and Litchfield counties in Arizona that operated SFSP and participated in the backpack demonstration in 2011 dropped out of the SFSP and operated their programs through the SSO in 2012. Because these sites could still participate in the backpack demonstration while operating under the SSO, they were included in the analysis as SFSP demonstration sites for 2012. They were excluded from the analysis of SSO sites in 2012.

1. Participation in the demonstration intervention was not randomly assigned at the State, sponsor, site, or individual participant level. For Wave 2, all States were invited to apply for the demonstration, and FNS selected States for award based on viability and merit of the grant applications. FNS also selected the sponsors based on the quality of the program design specified in the sponsors' applications. Therefore, differences seen in this report may be due to outside factors.
2. In some States, existing initiatives or other funding sources were leveraged in implementing the SFSP demonstration, making it difficult to separate the effects of these various inputs on the SFSP measures. It is difficult to disaggregate the effects of the demonstration from competing factors that affect demand for the SFSP, such as strong outreach efforts by the State, financial constraints on the sponsors, local communities' initiatives, local economic factors, and population shifts. For example, for the backpack demonstration, Kansas built on the existing infrastructure for a similar initiative it operates in certain school districts during the school year, called the "backsnacks" program. Since many of the SFSP sponsors operated the school-year "backsnacks" program, the infrastructure for the demonstration was already somewhat in place to extend the program into the summer, allowing them to deliver more backpack meals to children in the first year than they would have been able to otherwise.
3. The Wave 2 demonstrations were restricted to a small number of sites and sponsors in limited geographic areas; therefore, these demonstrations are only expected to affect these small, localized areas. It is unlikely that the impact of these demonstrations can be fully appreciated when analyzing the impact at the State level. Furthermore, it may not be possible to determine the source of any changes noted at the State level. To mitigate this challenge, this report also compares results from demonstration sites to a small group of similar sites within the State.
4. As described earlier in this report, this study reports and interprets two measures of ADA: July ADA and operating days ADA. July ADA is the ratio of the number of lunch meals served in July divided by the number of non-holiday weekdays in July, while operating days ADA is the number of meals served at the largest sitting divided by the number of days the site operates across the summer. As such, July ADA is likely to be lower than operating days ADA, especially in States where sites do not operate for the full month of July or where SFSP participation may peak in a month other than July (for example, June in some southern States).
5. New York did not provide overall monthly operating days. Instead, each month, it provided four variables for each site indicating "days of service," one for each of the four meals, which may vary by meal. The largest value of the "days of service" measures served as a proxy for operating days for a month.
6. In some cases in Arizona and Ohio, children received separate backpacks for each meal type and the numbers of backpacks distributed per meal type differed. While the States confirmed that the "number of backpacks delivered" equals the number of children, the higher of the counts for any delivery date was used as the number of children served.



## CHAPTER II: FINDINGS FROM THE 2011 MEAL DELIVERY DEMONSTRATION

In many rural areas, there are few or no SFSP sites, and those that do operate are often too difficult for children to access due to either distance or lack of transportation options during the summer months. The goal of this demonstration was to develop effective and creative ways to deliver meals to these rural children. Acceptable methods included home delivery and delivery to a central site accessible by multiple children. The emphasis, however, was on “non-congregate” meal service: meals not intended to be consumed in one place by multiple children at a particular time.

This chapter provides information on both the activities and outcomes of the Meal Delivery demonstration conducted in three States; the results presented represent the findings from the complete 2-year demonstration. Section A provides an overview of the demonstration across the three States. Section B provides results for Delaware. Sections C and D provide results for Massachusetts and New York, respectively. Supporting tables for this section are included in Appendix A. Additional information about the methodology for comparison group selection is provided in Appendix C.

The SFSP Meal Delivery demonstration delivered SFSP meals to eligible children in rural areas for at-home consumption, rather than providing meals for consumption in a congregate location.

### A. DEMONSTRATION DESCRIPTION

The demonstration was implemented in three States: Delaware, Massachusetts, and New York. In both years, the demonstration was implemented through the same four sponsors. Meal deliveries were made at 31 locations or routes in 2012 (Table II.1). Deliveries were made to 19 locations in 2011. Although not a requirement, all demonstration sponsors had operated as SFSP sponsors prior to offering meals through the demonstration.

**Table II.1**  
**Meal Delivery Demonstration Sponsors**

State	Sponsor	Number of Delivery Locations	
		2011	2012
Delaware	Food Bank of Delaware	5	21
Massachusetts	YMCA of Cape Cod	3	2
New York	Catholic Charities Food Bank of the Southern Tier	11	8
	North Rose-Wolcott Central School District		

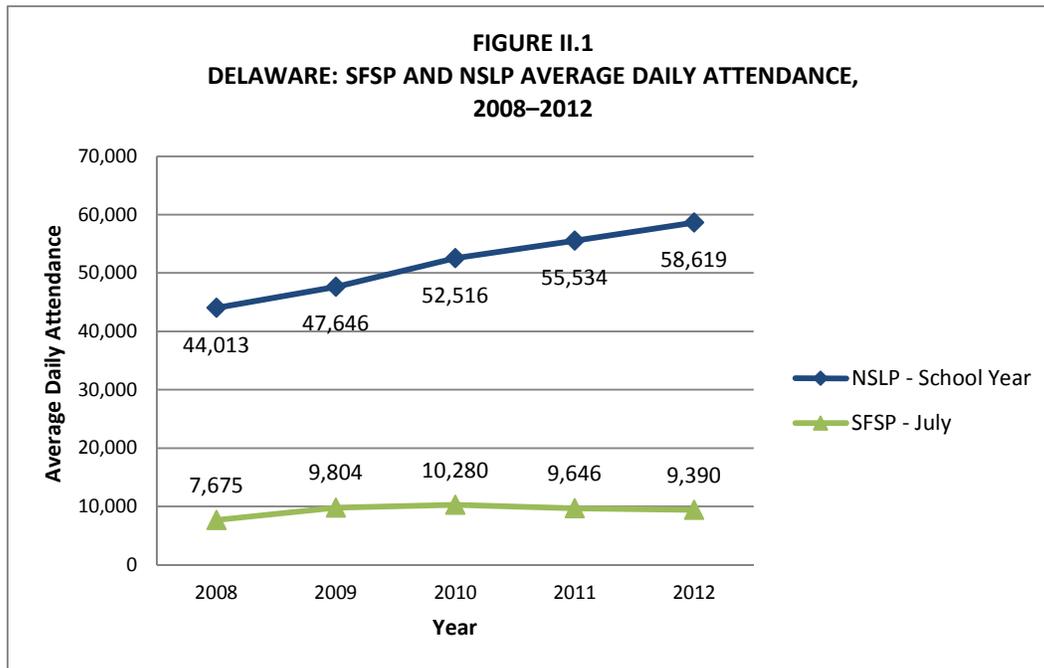
Each of the States worked with the sponsors to identify ways to conduct outreach to parents in the targeted rural areas to recruit children for participation. The sponsors were responsible for identifying and recruiting children, identifying dropoff sites and routes, and collecting all program and participant data. The sponsors employed two delivery options: door-to-door meal delivery and a distribution center model (where delivery is to a central or conveniently located dropoff point). In total, the three States spent \$429,162 for the

demonstration in 2012: Delaware spent \$225,077, Massachusetts spent \$131,426, and New York spent \$72,659.

## B. DELAWARE IMPLEMENTATION AND RESULTS

This section describes the results of the demonstration implementation in Delaware. Section 1 provides an overview of the implementation of the demonstration in Delaware. Section 2 presents data on SFSP meals delivered, and Section 3 examines the number of children served by the demonstration. Section 4 provides data on ADA at sites located near delivery locations in order to assess any changes in SFSP outcomes that might be linked to the implementation of the demonstration.

In its application to participate in the demonstration, Delaware cited that nearly half of the students in the State were eligible for free or reduced-price school breakfasts and lunches; in addition, the State reported having a high child-poverty rate (14.6 percent) and high childhood-obesity rate (39.7 percent). While NSLP school-year ADA has increased annually from 2008 to 2012, SFSP July ADA has decreased since 2010 (Figure II.1).

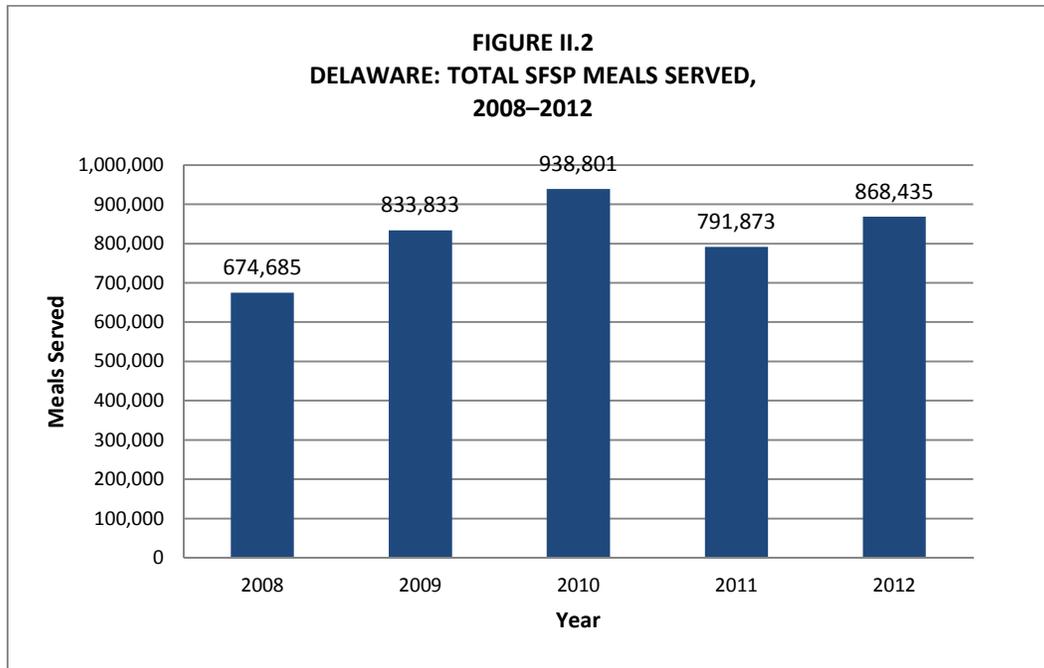


Source: SFSP data from the Delaware State Database, NSLP data from the NDB.

Note: NSLP figures represent free and reduced-price NSLP participation over the school year. SFSP figures reflect the SFSP only, and do not include figures from other USDA summer nutrition programs. The NSLP July ADA for the years shown in Figure II.1 was 1,306 in 2008; 1,401 in 2009; 1,296 in 2010; 2,034 in 2011; and 2,037 in 2012.

Supporting data for Figure II.1 can be found in Appendix A, Table 1.a.

The total number of SFSP meals served across the State (including breakfasts, lunches, snacks, and suppers at both congregate and delivery sites) increased by 9.7 percent between 2011 and 2012. This reversed the decline experienced between 2010 and 2011 (Figure II.2).



*Note: The total meal counts in Figure II.2 include both congregate and delivered breakfasts, lunches, suppers, and snacks.*

*Supporting data for Figure II.2 can be found in Appendix A, Table 1.a.*

## 1. Delaware Implementation

The demonstration was administered by the Delaware Department of Education, and was implemented through one sponsor, the Food Bank of Delaware. The department assumed full responsibility for all oversight and coordination of the demonstration. A brief description of the sponsor is provided below (based on information provided in the sponsor application).

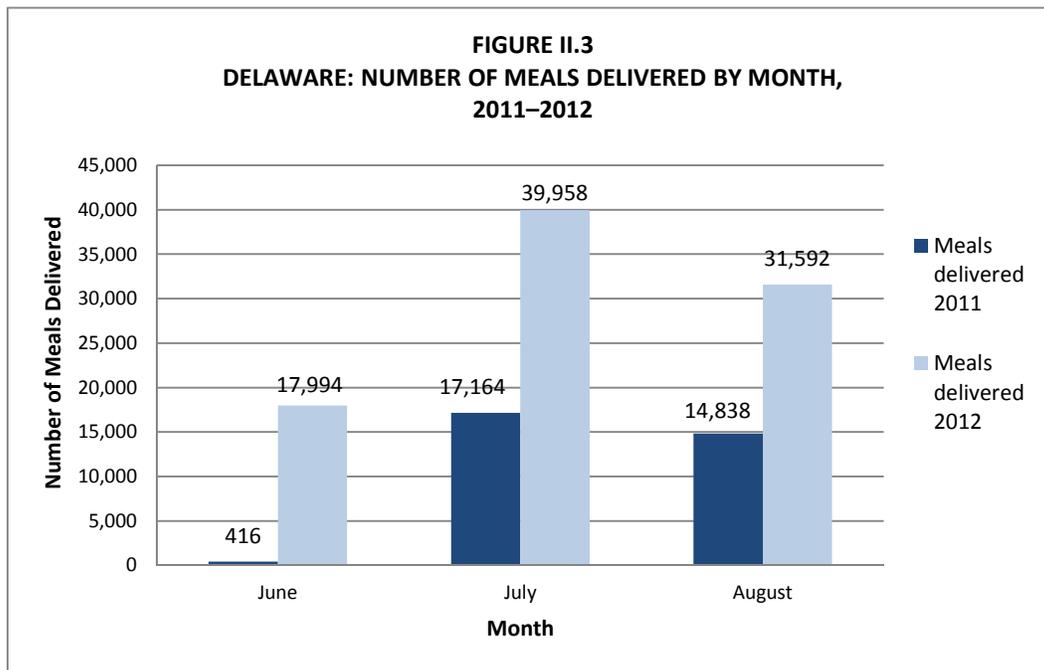
**Food Bank of Delaware.** The Food Bank of Delaware has been an SFSP sponsor since 2001, implementing the program at nearly 50 sites throughout the State. Many of these congregate meal sites consist of low-income housing and apartment complexes that house many of the students that qualify for free and reduced-price meals. However, some of these sites had faced significant challenges in remaining operational. For example, the sites had to rely on volunteers to operate and oversee the congregate meal sites, and it was difficult to ensure consistent and adequate staffing during the fixed meal times. The requirement for fixed meal-distribution times was also a barrier to participation, as children were often not available to attend meals at the same designated time every day. As a result, many of the complexes were unable to continue to operate as SFSP sites, making it difficult for resident and neighborhood children to access meals during the summer. By allowing children to pick up the meals at central delivery locations, the demonstration provided an opportunity for meals to be provided without the same requirements that had previously been barriers to operation and participation.

In order to encourage participation, the Food Bank of Delaware developed and sent a letter to each of the rural school districts to inform the schools about the demonstration. After identifying eligible children, the sponsor then reached out to parents, obtained parental consent, and enrolled children.

The Food Bank of Delaware implemented the demonstration by delivering meals to 21 low-income apartment and housing complexes and other locations that served as meal-distribution sites in rural parts of all three of the State’s counties (New Castle, Kent, and Sussex). Each location served multiple children who picked up their meals at that central point, an approach the sponsor found to be more cost effective than door-to-door meal delivery. The program delivered one breakfast and one lunch per participating child every day. Sites participated between 4 and 11 weeks during 2012, with most operating for at least 9 weeks during the summer. The average number of operating days per demonstration site was 72.1.

## 2. Change in Total Number of SFSP Meals Served

Across the 2 years, Delaware provided a total of 121,962 meals via the demonstration. The number of meals delivered through the demonstration in Delaware increased from 32,418 in 2011 to 89,544 in 2012. In 2011, delivery meals accounted for 4.1 percent of all SFSP meals in Delaware; in 2012, this figure increased to 10.3 percent. The increase in delivered meals was spread across the summer months of June, July, and August, but unlike in 2011, a substantial portion of delivery meals was distributed during the month of June (Figure II.3).



*Note: The delivered meal counts in Figure II.3 include breakfasts and lunches. No other meal types were included in the deliveries.*

*Supporting data for Figure II.3 can be found in Appendix A, Table 1.a.*

In both 2011 and 2012, delivered meals were evenly divided between breakfasts and lunches; no snacks or suppers were delivered. This is in contrast to overall SFSP meals, where most meals were lunches. In 2012, 49.6 percent of all SFSP meals were lunches, 31.4 percent were breakfasts, 17.4 percent were snacks, and just 1.5 percent were suppers.

### 3. Number of Children Served

Meals were delivered to at least 620 unique children in 2012, as calculated by summing the highest daily attendance at each of the 21 delivery sites (Table II.2). On average, 29.5 children picked up meals at each delivery site. Approximately 3.1 children, on average, were absent per distribution, leaving little leftover food.

**Table II.2**  
**Delaware: Number of Children Served Through the Demonstration**

	2012
<b>Total Number of Unique Children Given Meals*</b>	620
<b>Average Number of Children Served per Site</b>	29.5
<b>Average Number of Children Absent for Pickup per Delivery</b>	3.1

\*Definition provided on page 13.

### 4. Changes in Comparison Sites: 2008 to 2012

A total of 6 comparison sites were examined; these sites were closest to the 21 delivery sites. Only 2 of these 6 sites showed any decline in average daily attendance, and only one of these showed a decline each year of the demonstration (Table II.3). Distance from the comparison sites to the nearest meal delivery site varied, with four of the comparison sites within 3 miles of the nearest delivery site, one site within 5 miles, and one site within 15 miles. Over the 2-year period, the percent change (not shown in the table) ranged from a 44.2-percent decrease at Greater Newark Boys and Girls Club to a 66.5-percent increase at Claymont Boys and Girls Club.

As such, there is no evidence of any consistent impact of the meal deliveries on ADA at nearby congregate sites, even when distance is considered.

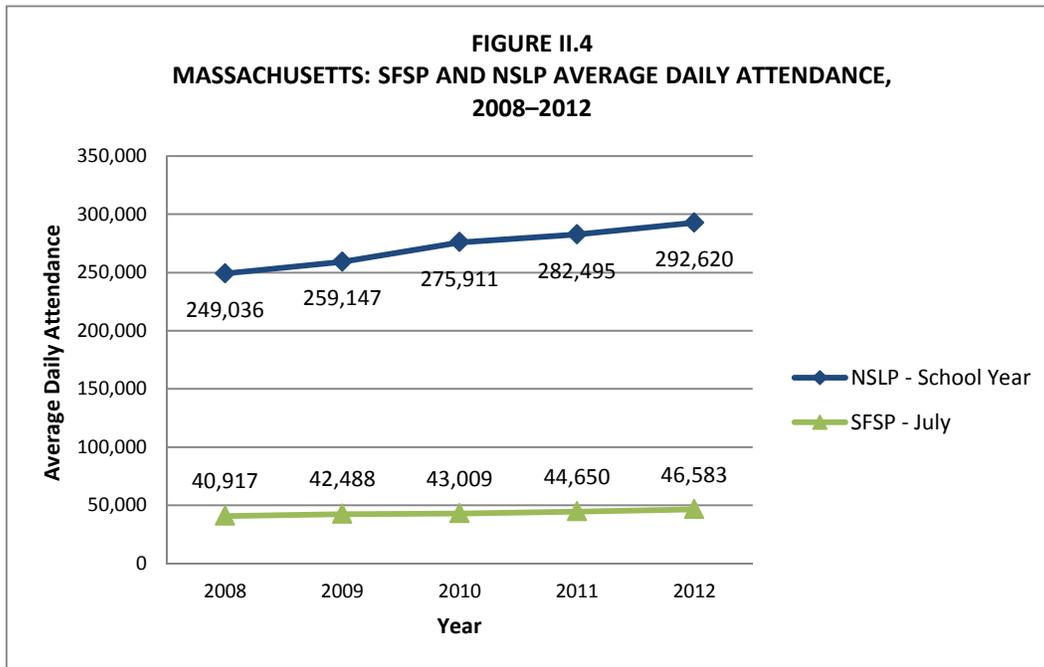
**Table II.3**  
**Delaware: Percent Change in Average Daily Attendance for Existing Comparison Sites**

	Distance From Nearest Meal Delivery Site (miles)	Existing Comparison Sites								
		Operating Days ADA					Percent Change			
		2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
Claymont B&G Club	2.0	37.3	40.9	38.5	53.9	64.1	9.7%	-5.9%	40.0%	18.9%
Greater Newark B&G Club	1.1	96.0	98.7	144.9	104.6	80.9	2.8%	46.8%	-27.8%	-22.7%
Laurel B&G Club	0.9	45.2	71.6	51.4	59.6	66.4	58.4%	-28.2%	16.0%	11.4%
Smith Elementary	4.7	127.0	68.5	182.5	198.5	198.8	-46.1%	166.4%	8.8%	0.2%
Smyrna Clayton B&G Club	14.6	75.9	57.3	58.5	65.0	70.7	-24.5%	2.1%	11.1%	8.8%
Wagstaff Daycare	2.7	38.3	22.5	25.7	21.3	23.9	-41.3%	14.2%	-17.1%	12.2%
<b>Total ADA – Comparison Sites</b>		419.7	359.5	501.5	502.9	504.8	-14.3%	39.5%	0.3%	0.4%

### C. MASSACHUSETTS IMPLEMENTATION AND RESULTS

This section describes the findings of the evaluation of the Meal Delivery demonstration in Massachusetts. Section 1 provides an overview of the implementation of the demonstration in Massachusetts. Section 2 presents data on meals delivered. Section 3 examines the number of children served by the demonstration. Section 4 examines ADA at sites located near the delivery locations to assess any changes in SFSP outcomes that might be due to the demonstration.

Several rural areas in Massachusetts tend to experience higher levels of poverty and food insecurity than the State as a whole.<sup>24</sup> The demonstration was implemented in Barnstable County, a rural county on Cape Cod with a limited number of existing SFSP sites and a low SFSP participation rate despite a large number of eligible children. According to Massachusetts’ application to participate in the demonstration, while the statewide SFSP participation rate was 18.5 percent in July 2009, the participation rate for Barnstable County was only 3.8 percent. The State attributed this difference in participation rate to the challenges associated with providing SFSP meals in rural areas. Statewide, between 2008 and 2012, ADA for the NSLP during the school year increased by 17.5 percent, while July ADA for the SFSP increased by 13.8 percent. This indicates that the percent of eligible children who actually participate in SFSP has decreased, despite increases in participation (Figure II.4).



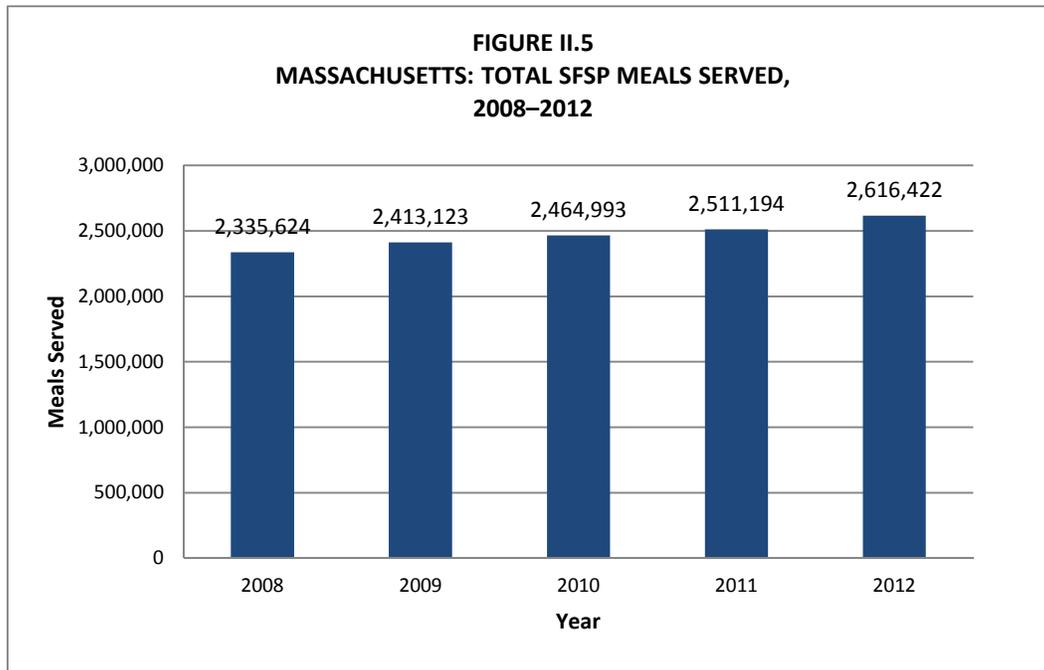
Source: SFSP data from the Massachusetts State Database, NSLP data from the NDB.

Note: NSLP figures represent free and reduced-price NSLP participation over the school year. SFSP figures reflect the SFSP only, and do not include figures from other USDA summer nutrition programs. The NSLP July ADA for the years shown in Figure II.4 was 6,478 in 2008; 4,912 in 2009; 6,365 in 2010; 6,632 in 2011, and 5,791 in 2012.

Supporting data for Figure II.4 can be found in Appendix A, Table 1.b.

<sup>24</sup> According to FRAC, Massachusetts also ranks in the top 10 States for the highest NSLP-to-SFSP participation rates: 17.3 percent of children in the 2011–2012 school-year NSLP also participated in the summer 2012 SFSP (FRAC, 2013). The rate is slightly higher (19.4 percent) for the number of children who participated in NSLP during the school year and who also participated in the SFSP, NSLP, and SSO combined during the summer (FRAC, 2013).

Across the State, the total number of SFSP meals served (including both congregate and delivered meals) in Massachusetts increased by 4.2 percent in 2012, continuing a steady increase in meals served since 2008 (Figure II.5).



*Note: The total meal counts in Figure II.5 include breakfasts, lunches, suppers, and snacks.*

*Supporting data for Figure II.5 can be found in Appendix A, Table 1.b.*

## 1. Massachusetts Implementation

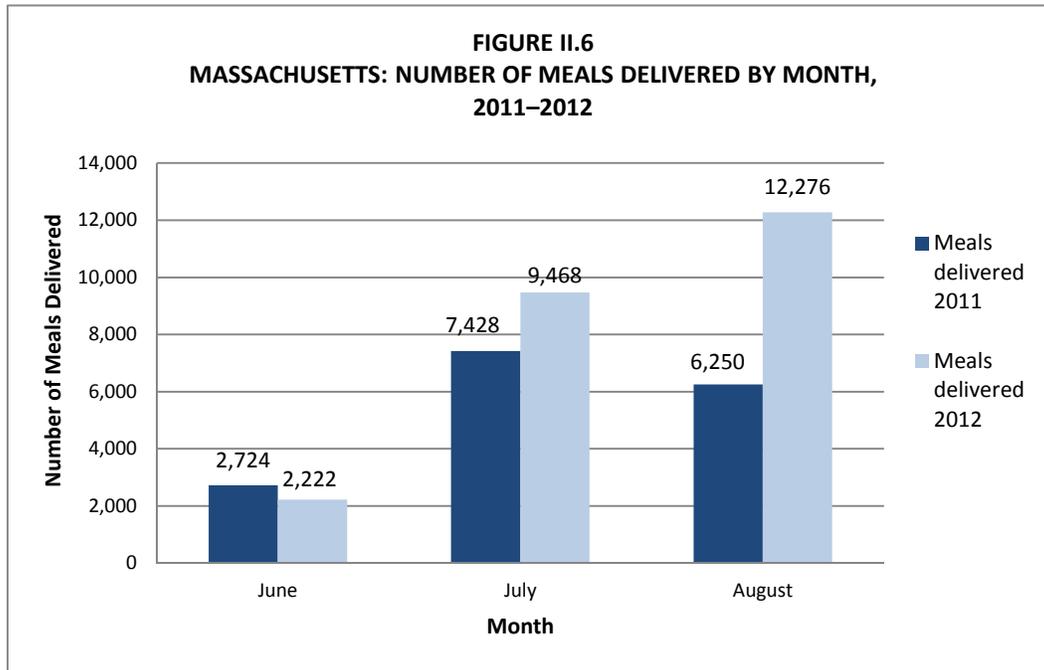
The demonstration was administered by the State’s Department of Elementary and Secondary Education and was implemented through one sponsor, the Cape Cod YMCA. The department assumed all responsibility for the demonstration, and worked with the Cape Cod YMCA to coordinate activities and ensure the program was operating in a manner consistent with the project goals and objectives.

In previous years, SFSP sites in rural Cape Cod areas have been unable to serve more than one meal per weekday due to barriers such as high operating costs, long travel distances for children, and low population density yielding low participation. Children enrolled in the demonstration were provided with two meals (breakfast and lunch) for all 7 days of the week for the entire summer. A brief description of the sponsor is provided below (based on information provided in the sponsor application).

**Cape Cod YMCA.** The Cape Cod YMCA delivered meals along two routes. One of these routes operated on Mondays, Wednesdays, and Fridays, while the second operated on Tuesday and Thursdays. Both routes delivered meals to apartment complexes and individual homes, and both breakfasts and lunches were included in the deliveries. Monday, Tuesday, and Wednesday deliveries included 2 days’ worth of meals, Thursday deliveries included 5 days’ worth of meals, and Friday deliveries included 3 days’ worth of meals. These deliveries occurred, on average, 24.5 days per route in 2012.

## 2. Change in Total Number of SFSP Meals Served

The number of delivered meals increased from 16,402 in 2011 to 23,966 in 2012. Across the 2 years, Massachusetts provided 40,368 meals via the demonstration. However, these delivered meals made up less than 1 percent of all SFSP meals served in Massachusetts. Both delivered meals and congregate meals were served in June, July, and August. However, in 2012, August was the month with the highest number of delivered meals (Figure II.6), while July was the month with the highest number of SFSP meals served overall.



*Note: The delivered meal counts in Figure II.6 include breakfasts and lunches. No other meal types were included in the deliveries.*

*Supporting data for Figure II.6 can be found in Appendix A, Table 1.b.*

In both 2011 and 2012, delivered meals were evenly divided between breakfasts and lunches. Statewide, SFSP meals were mostly lunch; 60.2 percent lunches, 30.3 percent breakfasts, 7.5 percent snacks, and 2.1 percent suppers.

## 3. Number of Children Served

Meals were delivered to at least 186 unique children, which is the total of the maximum participation summed across the two routes (Table II.4). On average, 93.0 children were served per route, and 4.0 children were absent from each delivery distribution.

**Table II.4**  
**Massachusetts: Number of Children Served Through the Demonstration**

	2012
<b>Total Number of Unique Children Given Meals*</b>	186
<b>Average Number of Children Served per Route</b>	93.0
<b>Average Number of Children Absent for Pickup per Delivery</b>	4.0

\*Definition provided on page 13.

#### 4. Changes in Comparison Sites: 2008 to 2012

We examined the change in operating days ADA at one relatively nearby comparison site, but at a distance of 11 miles from the delivery location, it is likely too far away to be considered a feasible site for attendance by demonstration participants. Operating days ADA at this comparison site increased by 15.1 percent from 2010 to 2012 (Table II.5), a higher rate of increase than the 9.5-percent statewide increase during the same timeframe. This comparison site provides no evidence that the delivery demonstration in Massachusetts reduced attendance at congregate meal sites.

**Table II.5**  
**Massachusetts: Percent Change in Average Daily Attendance for Existing Comparison Sites**

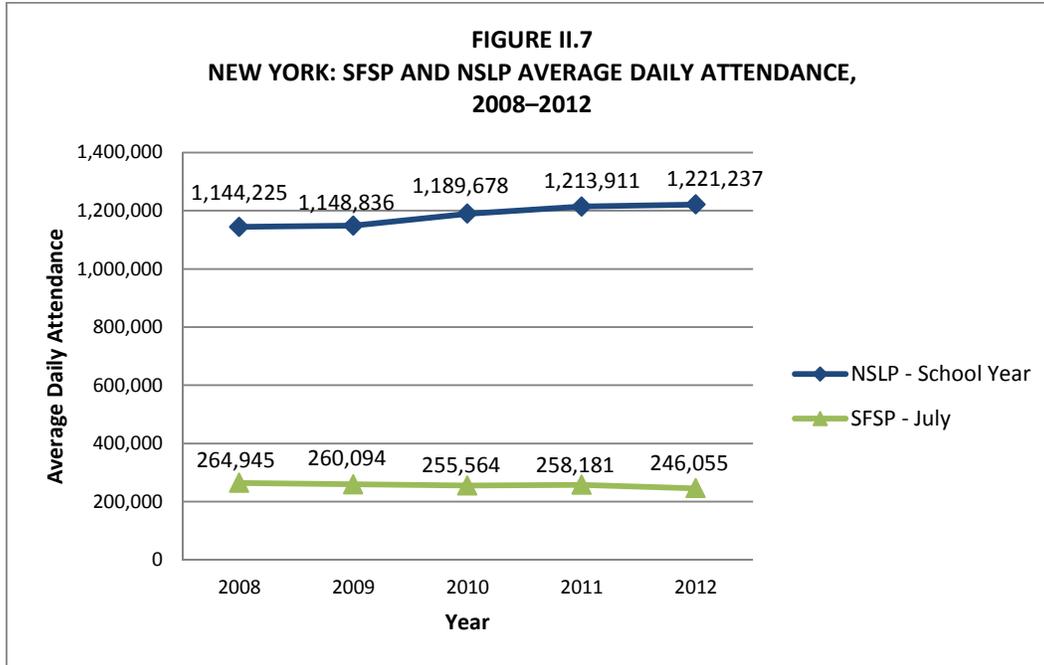
	Distance From Nearest Meal Delivery Site (miles)	Existing Comparison Sites								
		Operating Days ADA					Percent Change			
		2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
Camp Mitton	11.2	65.5	68.2	63.7	67.5	73.3	4.1%	-6.6%	6.0%	8.6%

## D. NEW YORK IMPLEMENTATION AND RESULTS

Results from the evaluation of the New York demonstration are presented in this section. The demonstration in New York was relatively small; it represents a very small fraction of the number of meals served in the State as a whole. Section 1 provides an overview of the implementation of the delivery demonstration in New York. Section 2 presents data on SFSP meals delivered, and Section 3 examines the number of children served by the demonstration. Section 4 provides data on ADA at sites located near delivery locations in order to assess any changes in SFSP outcomes that might be linked to the implementation of the demonstration.

In its application to participate in the demonstration, New York cited the need for assistance in several rural areas in upstate New York that experience much higher levels of poverty and food insecurity compared to other areas in the State.<sup>25</sup> Although New York has a relatively high participation rate in the SFSP program, July ADA for the SFSP steadily decreased between 2008 and 2012 (from 264,945 to 246,055), while NSLP school-year ADA increased (from 1,144,225 to 1,221,267; Figure II.7).

<sup>25</sup> According to FRAC, New York also ranks in the top five States for the highest NSLP-to-SFSP participation rates: 21.8 percent of children in the 2011–2012 school-year NSLP also participated in the summer 2012 SFSP (FRAC, 2013). The rate is even higher (27.6 percent) for the number of children who participated in NSLP during the school year and who also participated in the SFSP, NSLP, and SSO combined during the summer (FRAC, 2013).



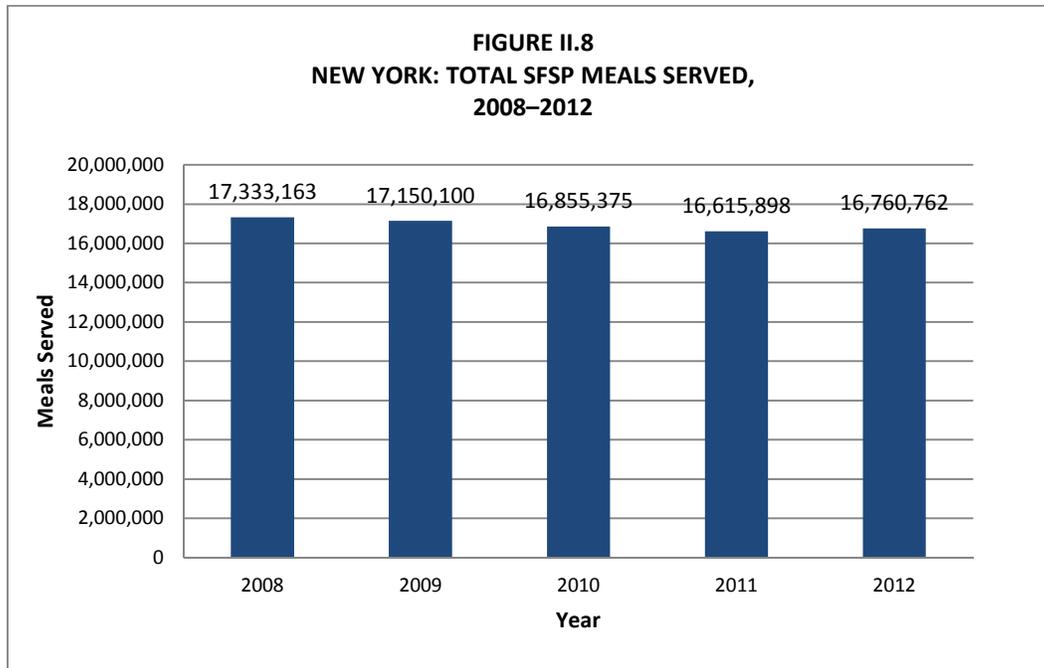
Source: SFSP data from the New York State Database, NSLP data from the NDB.

Note: NSLP figures represent free and reduced-price NSLP participation over the school year. SFSP figures reflect the SFSP only, and do not include figures from other USDA summer nutrition programs. The NSLP July ADA for the years shown in Figure II.7 was 55,791 in 2008; 57,990 in 2009; 59,625 in 2010; 60,688 in 2011; and 66,112 in 2012.

Supporting data for Figure II.7 can be found in Appendix A, Table 1.c.

The total number of SFSP meals served (including both congregate and delivered meals) in New York increased between 2011 and 2012 after declining for each of the previous 3 years (Figure II.8). The total number of meals served in 2012—16,760,762—represents a 0.9-percent increase from 2011; however, it is still 3.3 percent lower than the number of meals served in 2008.<sup>26</sup>

<sup>26</sup>Total meals served include breakfasts, lunches, snacks, suppers, and, for the demonstration site, home delivery meals. Multiple meals delivered (to either homes or pickup sites) at the same time are counted separately.



*Note: The total meal counts in Figure II.8 include congregate and delivered breakfasts, lunches, suppers, and snacks.*

*Supporting data for Figure II.8 can be found in Appendix A, Table 1.c.*

## 1. New York Implementation

The demonstration was administered by the New York State Education Department (NYSED) and implemented through two sponsors in rural areas in upstate New York. The NYSED assumed responsibility for overseeing the demonstration.

Altogether, the two demonstration sponsors delivered meals at eight delivery sites. A brief description of the sponsors is provided below (based on information provided in the sponsor applications).

**Catholic Charities Food Bank of the Southern Tier.** The Catholic Charities Food Bank of the Southern Tier (the Food Bank) worked with the three rural school districts to identify eligible children and well-situated delivery locations in two counties, Schuyler and Steuben, where NSLP-eligible children previously did not have access to SFSP sites. In its application, the Food Bank detailed the high percentages of children who qualify for NSLP meals (which range from 43.0 percent to 54.0 percent by district) and the high levels of economic instability of households in the districts. This sponsor delivered meals via six dropoff locations. Meals were delivered once a week, and each delivery included four breakfasts and four lunches per child.

**North Rose-Wolcott Central School District.** The second sponsor, North Rose-Wolcott Central School District, is located in Wayne County. Historically, while 56.0 percent of children in the county qualify for free and reduced-price meals, only 25.0 percent of these children have participated in the SFSP. The sponsor sent letters directly to the families of children who were eligible for free and reduced-price meals to notify them of the program and recruit the children for participation. School district vans were used to deliver food to five distribution locations

around the county. These locations consisted of four churches and one housing authority office. There was one delivery on Monday at three of these locations and Friday at the other two. For analytic purposes, the Monday locations are considered one site and the Friday locations are considered a second site. Deliveries took place once a week, and each delivery consisted of four breakfasts and four lunches per child.

The two sponsors are summarized in Table II.6 below.

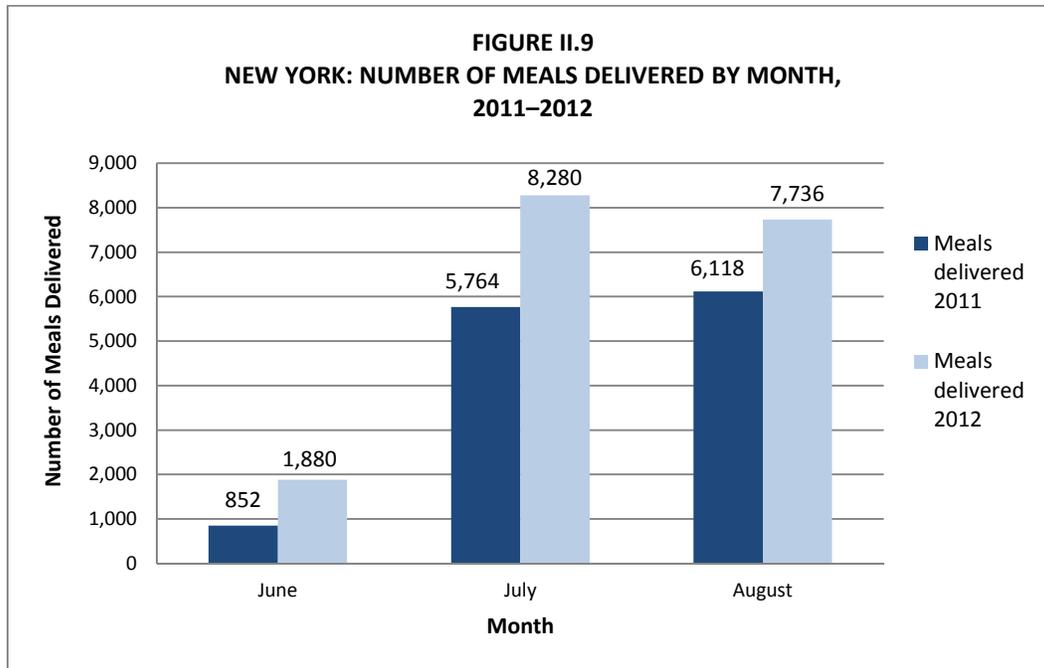
**Table II.6  
New York: Demonstration Sponsors**

<b>Sponsor Name</b>	<b>Demonstration Description</b>	<b># of Demonstration Sites</b>	<b># of Weeks in Demonstration Period</b>
<b>Catholic Charities Food Bank of the Southern Tier</b>	Once-weekly deliveries included 4 breakfasts and 4 lunches.	6 sites	10 weeks
<b>North Rose-Wolcott Central School District</b>	Once-weekly deliveries included 4 breakfasts and 4 lunches.	2 sites (1 with 3 delivery locations, 1 with 2 delivery locations)	8 weeks

## 2. Change in Total Number of SFSP Meals Served

During 2012, 17,896 meals were delivered, an increase of 40.5 percent over the 12,734 meals that were delivered during 2011. In 2012, delivered meals represented 0.1 percent of the total number of meals served through the SFSP program. Across the 2 years, New York provided 30,630 meals via the demonstration.

In New York, statewide SFSP programs operated June through September, but deliveries were restricted to June, July, and August. Between 2011 and 2012, the number of meals delivered increased in each month, but most meals were distributed in July and August (Figure II.9).



Note: The delivered meal counts in Figure II.9 include breakfasts and lunches. No other meal types were included in the deliveries.

Supporting data for Figure II.9 can be found in Appendix A, Table 1.c.

In both 2011 and 2012, delivered meals were evenly divided between breakfasts and lunches. Statewide, SFSP meals were 53.4 percent lunches, 33.9 percent breakfasts, 2.8 percent snacks, and 11.1 percent suppers.

### 3. Number of Children Served

Meals were delivered to at least 249 unique children, which is the total of the maximum participation level summed across the 8 sites (Table II.7). On average, 31.1 children were served per route, and 7.2 children were absent from each delivery.

**Table II.7  
New York: Number of Children Served Through the Demonstration**

	2012
<b>Total Number of Unique Children Given Meals*</b>	249
<b>Average Number of Children Served per Site</b>	31.1
<b>Average Number of Children Absent for Pickup per Delivery</b>	7.2

\*Definition provided on page 13.

### 4. Changes in Comparison Sites: 2010 to 2012

The demonstration took place in two separate rural areas, and comparison groups for the two sponsors were developed separately. For one of these sponsors, the Food Bank, we examined changes at three comparison sites, each moderately distant from the delivery area (10–14 miles) and unlikely to be a reasonable alternative for children in delivery areas to participate on site. Each of these had varying changes in operating days ADA from 2010 to 2012, with a

decrease one year and an increase the other (Table II.8). It seems likely that none of these changes in ADA were related to the demonstration.

For the other sponsor, North Rose-Wolcott, we examined two non-demonstration sites. Both are probably too far from the delivery area (18 and 31 miles) to be feasible for onsite attendance for demonstration participants. The closer site had a decrease of 11.5 percent over the 2 demonstration years, but this is a decrease in ADA of less than three children since 2008. As with the Food Bank, it appears none of these changes were large enough to be related to the demonstration, and that the meal deliveries are reaching children not already served by the SFSP.

**Table II.8**  
**New York: Percent Change in Average Daily Attendance for Existing Comparison Sites:**  
**Meal Delivery Demonstration**

	Distance From Nearest Meal Delivery Site (miles)	Existing Comparison Sites								
		Operating Days ADA					Percent Change			
		2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
<b>Catholic Charities Food Bank of the Southern Tier</b>										
Coopers Education Center	9.7	44.3	54.5	54.4	44.5	47.0	23.0%	-0.2%	-18.2%	5.6%
Corning Area Youth Center	12.3	19.6	21.7	18.4	21.1	17.1	10.7%	-15.2%	14.7%	-19.0%
Dundee Area Youth Center	13.4	56.1	62.3	47.8	43.5	52.9	11.1%	-23.3%	-9.0%	21.6%
<b>Total ADA – Comparison Sites</b>		120.0	138.5	120.6	109.1	117.0	15.4%	-12.9%	-9.5%	7.2%
<b>North Rose-Wolcott Central School District</b>										
Michael A. Maroun Elementary School	30.9	195.4	202.2	149.3	123.0	149.5	3.5%	-26.2%	-17.6%	21.5%
Camp Hollis	18.4	59.8	61.1	64.5	60.5	57.1	2.2%	5.6%	-6.2%	-5.6%
<b>Total ADA – Comparison Sites</b>		255.2	263.3	213.8	183.5	206.6	3.2%	-18.8%	-14.2%	12.6%

## E. CONCLUSIONS

The Meal Delivery demonstration was designed to reach children who lived far enough away from traditional SFSP congregate meal sites to make attendance at those sites challenging, expanding the reach of the SFSP in rural areas where programs did not operate or where congregate sites were difficult for children to access. The three States in which the demonstration was implemented are all in the Northeast. In their applications, each of the States, though more urban than most, cited difficulties in reaching children in rural areas.

Four sponsors, two in New York and one each in Delaware and Massachusetts, implemented the demonstration. Table II.9 below illustrates the number of meals delivered through the demonstration by State for each year and over the 2-year period.

**Table II.9**  
**Total Meals Delivered**

	2011	2012	Total
Delaware	32,418	89,544	121,962
Massachusetts	16,402	23,966	40,368
New York	12,734	17,896	30,630
Total	61,554	131,406	192,960

### Comparison Site Results

To assess whether the demonstration was successful in reaching new children, or if children who previously participated in congregate meal service switched to receiving delivered meals, we examined trends in ADA at the traditional SFSP sites located nearest the demonstration areas. There did not seem to be any discernable effects of the demonstration on SFSP participation in these comparison sites across the three States.

- We examined six congregate comparison sites in Delaware. Of these, two of the six had lower ADA in 2012 than they did in 2010 (before the demonstration was implemented), but the other four all experienced increases in ADA across the same period. There was no apparent relationship between distance of the comparison sites to the delivery area and change in ADA.
- Only one comparison site was selected in Massachusetts. ADA at this site increased by 15.1 percent between 2010 and 2012.
- Two sponsors operated the delivery demonstration in New York, so separate comparison sites were selected for each sponsor. The three comparison sites for the Food Bank demonstration did not display consistent trends in ADA. Two saw decreases in ADA between 2010 and 2011, followed by increases between 2011 and 2012, while the third experienced the opposite pattern. There were two comparison sites for North Rose-Wolcott. One of these saw little or no changes in ADA, while the other saw a decrease in ADA of 11.5 percent. Because these five sites were located 10 or more miles from the delivery locations, it is unlikely that any of the changes in ADA are associated by the implementation of the delivery programs.

### Summary Conclusion

Across the three States, 61,554 meals in 2011 and 131,406 meals in 2012 were delivered to locations at or near the homes of children participating in the demonstration who would probably not have otherwise been served by the SFSP. A total of 1,055 children were served through the delivery program in 2012. The demonstration was localized, operating in a small number of areas in each State, and was not expected to have statewide effects. There was no evidence that participation at rural congregate sites (as measured by ADA) was affected by meal deliveries in these rural areas, suggesting that the demonstration was able to reach new children that were not otherwise reached through the SFSP.



## CHAPTER III: FINDINGS FROM THE 2012 FOOD BACKPACK DEMONSTRATION

The goal of the Food Backpack demonstration was to provide backpacks containing food already packaged or divided into meals (e.g., food that can be easily prepared as meals) for children to consume at home. The backpacks were meant to provide meals on days when the SFSP sites were not open, primarily weekends and holidays. Approved sponsors were required to provide congregate meals (meals to be consumed in one place by multiple children at a particular time) at SFSP sites during the majority of the week and provide the backpacks for meals on non-operating days. The backpacks were used to supplement meal service and ensure children were getting their necessary nutrition even if the SFSP sites were closed.

This chapter provides information on both the activities and outcomes of the 2012 Food Backpack demonstration conducted in three States. Section A provides an overview of the demonstration across the three States. Section B provides results for Arizona. Sections C and D provide results for Kansas and Ohio, respectively. Section E provides results from the three States' participation in the SSO to assess whether there was any evidence of SFAs shifting from the SFSP to the SSO or vice versa. Supporting tables for this section are included in Appendix B. Additional information about the methodology for comparison group selection is provided in Appendix C.

The Food Backpack demonstration delivered backpacks containing SFSP meals for consumption on days during which the meal sites were not open.

Since the backpack demonstration was relatively small, discerning its effect at the State level was difficult. To address this, we compared demonstration sites to a selected group of comparison sites that were similar to the demonstration sites for the 2-year demonstration period.<sup>27</sup>

### A. DEMONSTRATION DESCRIPTION

The backpack demonstration was implemented in three States: Arizona, Kansas, and Ohio. In 2012, the demonstration was implemented by 16 sponsors at 97 sites: 3 sponsors in Arizona, 7 sponsors in Kansas, and 6 sponsors in Ohio (Table III.1). In each State, the number of sites was higher in 2012 than in 2011, when there was a total of 82 sites. Only existing sponsors were eligible to apply for this demonstration.

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<sup>27</sup> Note that these comparison groups were different from those reported in the interim findings report by Peterson, et. al. (2013). In 2012, it was found that many of the comparison sites used in the 2011 comparison were no longer in operation during 2012, therefore requiring a new group of comparison sites to be selected.

**Table III.1  
Food Backpack Demonstration Sponsors**

State	Sponsor	Number of Sites	
		2011	2012
Arizona	Chandler Unified School District	18	26
	Litchfield Elementary School District		
	Mesa Public Schools		
Kansas	Arkansas City Public School District	14	16
	Central Unified School District (Burden)		
	Gardner Edgerton School District		
	Lawrence Public Schools		
	Topeka Public Schools		
	United Methodist Church (at Wilson Elementary)		
East Central Kansas Cooperative in Education			
Ohio	Andrew’s House	50	55
	Ashtabula County Children Services		
	Community Action Organization of Scioto County		
	Hamilton Living Water Ministry		
	Hocking Athens Perry Community Action Agency		
	Whole Again International		

Each of the States worked with the selected sponsors to identify ways to conduct outreach to parents in the targeted areas to recruit children for participation. The sponsors were responsible for identifying and recruiting children, distributing backpacks, and collecting all program and participant data. In total, the three States spent \$533,152 for the demonstration in 2012: Arizona spent \$220,730, Kansas spent \$93,571, and Ohio spent \$218,851. Throughout this chapter, sites offering backpack meals to their participants are referred to as demonstration sites, while all sites that were not part of the backpack demonstration are referred to as traditional sites.

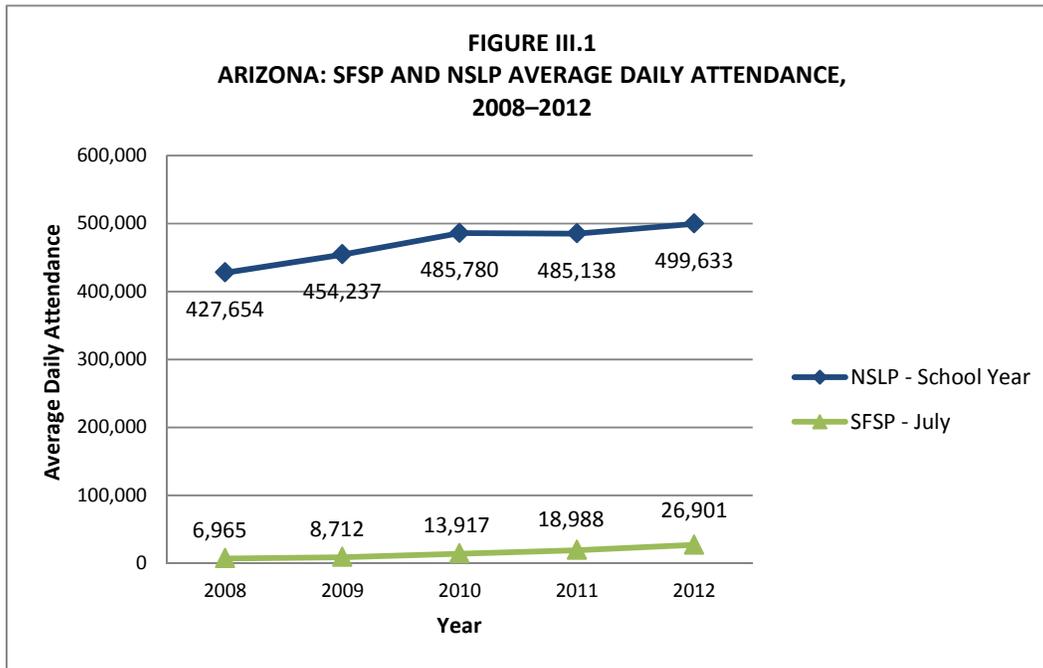
## **B. ARIZONA IMPLEMENTATION AND RESULTS**

This section illustrates the findings of the 2012 demonstration in Arizona. Section 1 provides an overview of the implementation of the demonstration in Arizona. Section 2 presents changes in SFSP backpack meals distributed. Section 3 presents the number of children served through the backpack demonstration. With only 26 sites participating in the demonstration, any immediate impact is likely to be obscured in statewide figures. In order to assess the effect of the demonstration upon participating sites compared to sites that did not participate in the demonstration, Section 4 compares results from demonstration sites to a group of similar sites.

According to FRAC, Arizona had one of the lowest participation rates of children in the NSLP also participating in the SFSP—just 5.7 percent in 2012—ranking the State 44<sup>th</sup> in the Nation. (FRAC, 2013)<sup>28</sup> This participation rate increases to 13.0 percent when children who participate in multiple FNS summer food programs are included (FRAC, 2013). NSLP school-year ADA and SFSP July ADA have both increased between 2008 and 2012. Between 2008 and

<sup>28</sup> One factor contributing to the number of SFSP meals served is the school calendar. Most of the school districts in Arizona follow a full 10-month calendar, operating from early August through late May, with weeklong breaks between each quarter plus holidays. Thus, the SFSP operates almost exclusively in June and July.

2012, SFSP July ADA has increased by 286.2 percent, a much larger change than the 16.8-percent increase in NSLP ADA (Figure III.1).



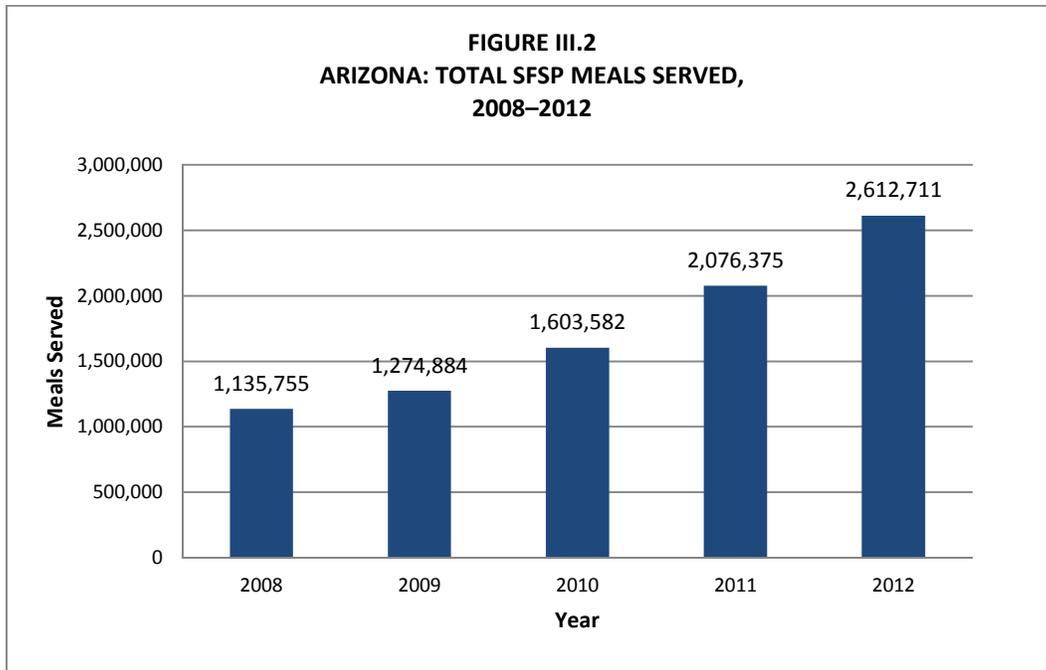
Source: SFSP data from the Arizona State Database, NSLP data from the NDB.

Note: NSLP figures represent free and reduced-price NSLP participation over the school year. SFSP figures reflect the SFSP only, and do not include figures from other USDA summer nutrition programs. The NSLP July ADA for the years shown in Figure III.1 was 34,621 in 2008; 28,419 in 2009; 39,875 in 2010; 30,073 in 2011; and 34,111 in 2012.

Supporting data for Figure III.1 can be found in Appendix B, Table 1.a. July ADA does not include backpack meals.

Statewide, the total number of SFSP meals served (including both congregate and backpack meals) in Arizona increased from nearly 2.1 million in 2011 to 2.6 million in 2012 (Figure III.2). However, there was also a substantial increase in meals served from 2009 through 2010, which was prior to the implementation of the demonstration. Meals served increased by 25.8 percent from 2011 to 2012, by 29.5 percent from 2010 to 2011, and by 25.8 percent from 2009 to 2010. In 2012, 536,336 more meals were served than in 2011.<sup>29</sup>

<sup>29</sup> Total meals served include breakfasts, lunches, snacks, suppers, and, for the demonstration site, backpack meals. If multiple meals were included in the same backpack, each one was counted separately.



*Note: The total meal counts in Figure III.2 include congregate and backpack breakfasts, lunches, suppers, and snacks.*

*Supporting data for Figure III.2 can be found in Appendix B, Table 1.a.*

## 1. Arizona Implementation

The demonstration was administered by the Arizona Department of Education–Health and Nutrition Services Unit, which conducted all oversight, data collection, training and technical assistance to sponsors. In 2009, the department conducted an analysis of why SFSP program participation was so low in the State, and hired a market research consultant to try to understand and address some of the obstacles to SFSP participation. The department viewed the SFSP demonstration as one way to address some of the barriers to SFSP participation in Arizona.

Three sponsors were selected by FNS to implement the demonstration, all in Maricopa County. On average, traditional sites were open for operation 33.2 days during the summer. Demonstration sites were open and operational for an average of 29.7 days during the summer, with 6.3 of those days utilized for backpack distribution.

Each demonstration sponsor chose to implement the demonstration at sites that serve a large percentage of children who are eligible to receive free or reduced-price school meals. Altogether, the sponsors operated a total of 26 congregate meal sites (17 of which were operated by one sponsor). All sites used the backpacks to deliver breakfasts and lunches for both days of the weekend. A brief description of each sponsor is provided below, based on the information provided in the sponsor applications.

**Chandler Unified School District (CUSD).** This sponsor operated the demonstration at seven congregate meal sites during 2012 that serve a population in which an average of 77 percent of children receive NSLP meals. The sites served two congregate meals per day from Monday through Friday. On Fridays, the sites provided participating children with separate backpacks containing 2 days’ worth of meals to ensure food for both weekend days. One of the

sites provided only lunches while all six other sites provided both breakfasts and lunches. Meals were provided for 6 weeks during the summer.

**Litchfield Elementary School District (LESD).** This sponsor operated the demonstration at 17 SFSP congregate meal sites with the highest percentages of children eligible for free or reduced-price meals. Two sites provided backpacks on Saturdays for one day’s worth of meals (two meals). All of the remaining 15 sites provided participating children with separate backpacks containing 2 days’ worth of breakfasts and 2 days’ worth of lunches on Fridays to ensure food for both weekend days. Meals were provided for 3–10 weeks during the summer, depending on the site.

**Mesa Public Schools (MPS).** This sponsor selected two SFSP congregate meal sites to operate the demonstration. At the school site, plastic bags containing take-home meals were provided to children attending the site on the last operating day of the week (Thursdays) for 4 weeks of the summer. Three breakfasts and three lunches were provided in two bags. At the activity center site, meals were provided in separate packs for breakfasts and lunches on Fridays; these contained 2 days’ worth of breakfasts and lunches to ensure food for both weekend days. These meals were provided for 5 weeks during the summer.

Table III.2 provides a summary of each of the sponsors.

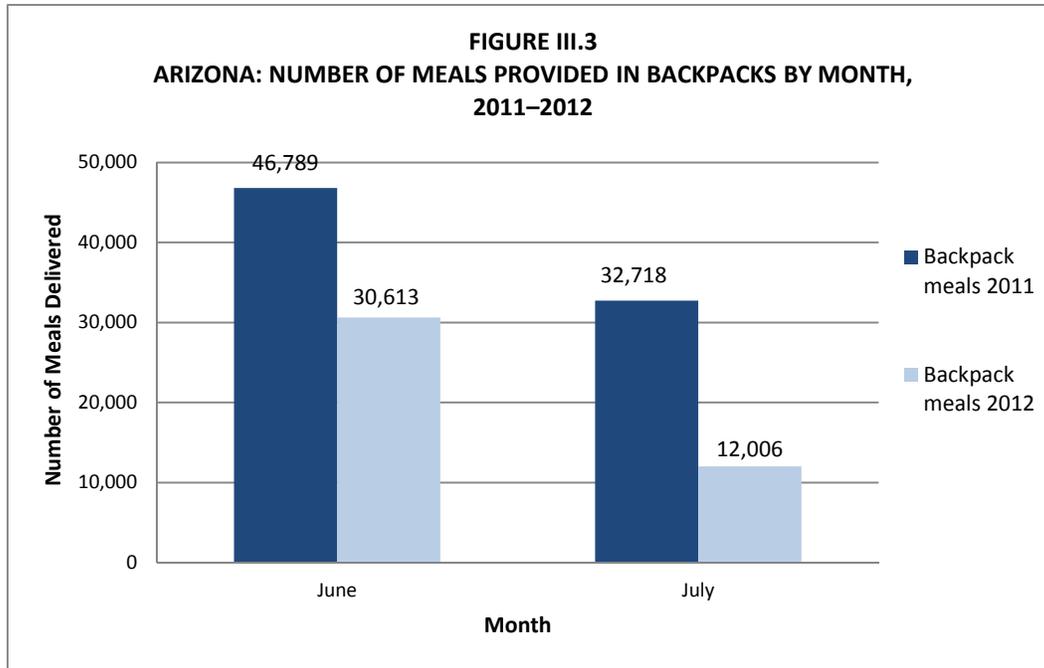
**Table III.2  
Arizona: Demonstration Sponsors**

Sponsor Name	Demonstration Description	# of Demonstration Sites	# of Weeks in Demonstration Period
<b>Chandler Unified School District</b>	Backpacks contained 2 days’ worth of both breakfasts and lunches to take home on Fridays (one site had only lunches).	7 sites	6 weeks
<b>Litchfield Elementary School District</b>	Backpacks contained 1 or 2 days’ worth of both breakfasts and lunches to take home on Fridays or Saturdays, depending on the site.	17 sites	3–10 weeks
<b>Mesa Public Schools</b>	For school site, 3 breakfasts and 3 lunches were provided in each take-home bag on Thursday. For community site, 2 breakfasts and 2 lunches were provided in each take-home bag on Friday.	2 sites	4–5 weeks

## 2. Change in Total Number of SFSP Meals Served

During the summer of 2012, a total of 42,619 meals were provided in take-home backpacks and bags. This total is less than the 79,795 backpack meals that were provided in the summer of 2011, despite the fact that more demonstration sites were in operation during 2012. Comparisons between site-level meal totals during 2011 and 2012 show that the sites that stopped offering backpack meals were large sites, while the new sites in 2012 were relatively small (data not shown). The 2012 demonstration meals represent 1.6 percent of total 2012 summer meals. Figure III.3 depicts the number of meals provided in backpacks by month. In

the peak month of June, nearly 31,000 meals were provided in backpacks, dropping to slightly more than 12,000 in July. No meals were provided in May, August, or September, which reflects the 2-month summer calendar typical in Arizona. Across the 2 years, Arizona provided 122,414 meals via the demonstration.



Note: The total meal counts in Figure III.3 include breakfasts and lunches.

Supporting data for Figure III.3 can be found in Appendix B, Table 1.a.

All three Arizona demonstration sponsors provided children with separate backpacks, each containing meals for either breakfast or lunch. Of the 26 demonstration sites, 8 served one type of meal—either breakfast or lunch— while 18 served both breakfast and lunch meals. Each backpack contained an average of 1.2 breakfast meals and 1.9 lunch meals. Children were provided with 3.1 meals per distribution on average. Due to preparations of backpacks prior to distribution, some meals were prepared but never distributed. In 2012, 3,289 meals were prepared but never distributed. Of these meals, 1,496 were breakfasts while 1,793 were lunches.

### 3. Total Number of Children Served at Demonstration Sites

The total number of unique children<sup>30</sup> given backpack meals through the summer demonstration dropped from 2,556 children in 2011 to 1,774 children in 2012. An average of 88.1 children were given meals during each backpack distribution in 2012.

### 4. Changes in Demonstration Sites vs. Comparison Sites: 2010 to 2012

In this section, we compare the number of meals served and ADA between preexisting demonstration sites and a special group of comparison sites that are similar to the demonstration sites. In Arizona, the 2012 comparison sites were all non-demonstration sites in the same county

<sup>30</sup> See the description of this measure on page 13.

as the demonstration sites (Maricopa County).<sup>31</sup> All sites used in the comparison were open in both 2010 and 2012.

For meals served and July ADA, the comparison sites showed remarkably higher increases from 2010 to 2012 than did demonstration sites. July ADA decreased 17.4 percent at demonstration sites compared to a slight increase of 2.4 percent at comparison sites. Total meals served decreased 4.9 percent (60,888 meals to 57,904 meals) from 2010 to 2012 at demonstration sites versus an increase of 7.9 percent (385,499 meals to 415,877 meals) at comparison sites. This occurred even though the median meals served per site increased at higher rate in the demonstration sites (Table III.3).

**Table III.3**  
**Arizona: Backpack Demonstration Sites vs. Comparison Sites**

	Existing Demonstration Sites (open 2010–2012)			Existing Comparison Sites (open 2010–2012)		
	2010	2012	% Change 2010– 2012	2010	2012	% Change 2010– 2012
<b>Total Meals</b>	60,888	57,904	-4.9%	385,499	415,877	7.9%
<b>Median Meals per Site</b>	3,469	4,095	18.0%	3,184	3,552	11.6%
<b>July ADA</b>	722.5	596.6	-17.4%	4,118	4,217	2.4%

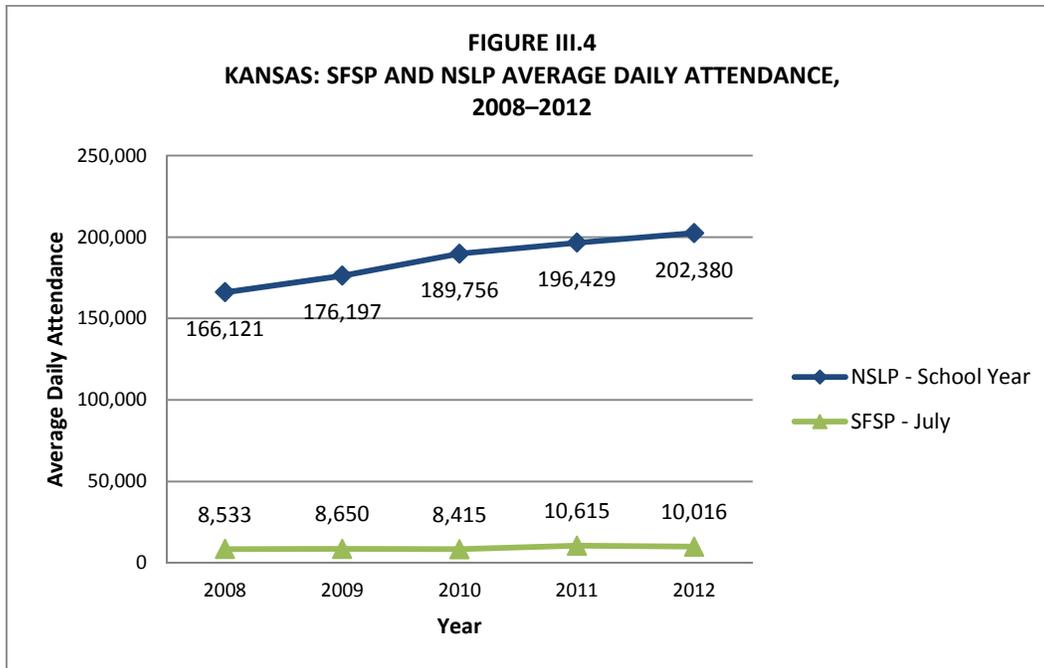
*Note: Total Meals and Median Meals per Site include backpack meals, but July ADA does not.*

### C. KANSAS IMPLEMENTATION AND RESULTS

This section illustrates the findings of the 2012 demonstration in Kansas. Section 1 provides an overview of the implementation of the demonstration in Kansas. Section 2 presents changes in SFSP backpack meals distributed. Section 3 presents the number of children served through the backpack demonstration. In order to assess the effect of the demonstration upon participating sites compared to sites that did not participate in the demonstration, Section 4 compares results from demonstration sites to a group of similar sites.

According to FRAC, Kansas ranks 42<sup>nd</sup> in the Nation for its participation rate of children who participate in the NSLP and also participate in SFSP—just 5.8 percent (FRAC, 2013). This participation rate only increases to 6.3 percent when children who participate in all FNS summer food programs (SSO and NSLP summer school) are included, ranking Kansas 50<sup>th</sup> (FRAC, 2013). Figure III.4 depicts the difference between the SFSP and the NSLP based on ADA from 2008 through 2012. Both NSLP school-year ADA and SFSP July ADA showed increases in attendance from 2008 through 2012. However, NSLP ADA showed a slightly larger increase, 21.8 percent, as compared to SFSP ADA, 17.4 percent.

<sup>31</sup> With more than 700,000 students in 58 school districts, Maricopa County enrolls 63 percent of all students in Arizona (<http://www.maricopa.gov/Schools/about.aspx>).



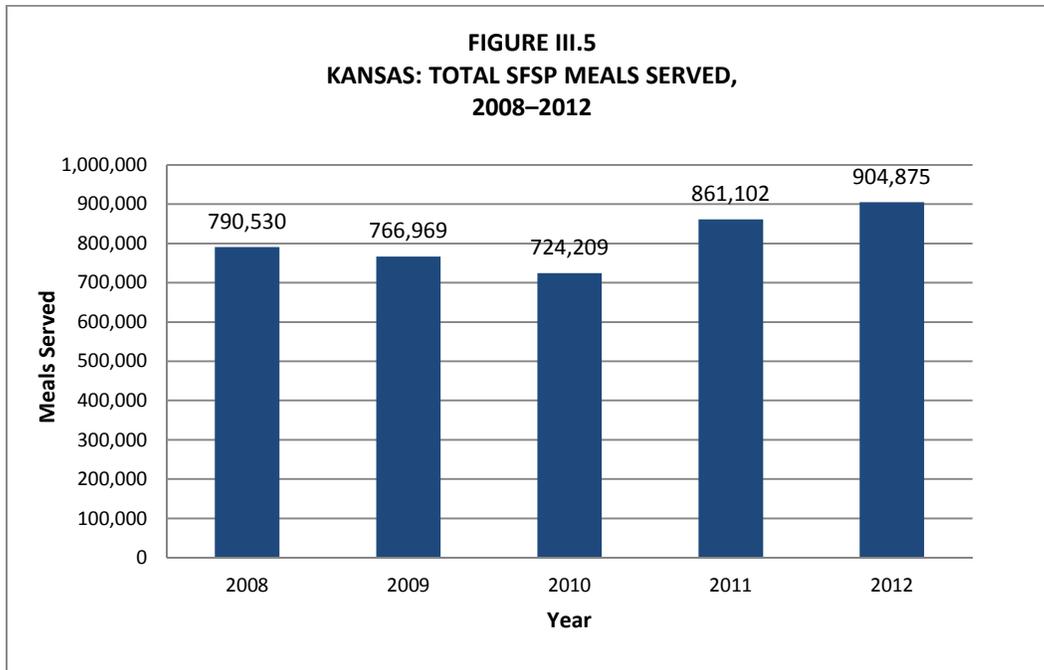
Source: SFSP data from the Kansas State Database, NSLP data from the NDB.

Note: NSLP figures represent free and reduced-price NSLP participation over the school year. SFSP figures reflect the SFSP only, and do not include figures from other USDA summer nutrition programs. The NSLP July ADA for the years shown in Figure III.4 was 1,831 in 2008; 1,525 in 2009; 1,994 in 2010; 1,073 in 2011; and 897 in 2012.

Supporting data for Figure III.4 can be found in Appendix B, Table 1.b. July ADA does not include backpack meals.

Statewide, the number of total meals served (including both congregate and backpack meals) in all of Kansas increased by 5.1 percent (43,773 meals) in the second year of the demonstration, from 861,102 in 2011 to 904,875 in 2012 (Figure III.5). This was a much smaller increase compared to the 18.9-percent increase (136,893 meals) between 2010 and 2011 when the demonstration began. Prior to the implementation of the demonstration, meals served declined by 3 percent between 2008 and 2009, and by another 5.6 percent between 2009 and 2010.<sup>32</sup>

<sup>32</sup> Total meals served include breakfasts, lunches, snacks, suppers, and, for the demonstration site, backpack meals. If multiple meals were included in the same backpack, each one was counted separately.



*Note: The total meal counts in Figure III.6 include congregate and backpack breakfasts, lunches, suppers, and snacks.*

*Supporting data for Figure III.6 can be found in Appendix B, Table 1.b.*

## 1. Kansas Implementation

The demonstration was administered by the Kansas State Department of Education, which conducted all oversight, data collection, training, and technical assistance to sponsors and sites. During the last several years, the State has been trying to address its high food-insecurity rates during the summer months.

To deliver the backpacks, the State built on the existing infrastructure for a similar initiative it operates in certain school districts during the school year, called the “backsnacks” program. Through this program, children are provided food to take home on the weekends; usually, these packages are organized through local and regional food banks. Since many of the sponsors operated the school-year “backsnacks” program, the infrastructure, knowledge, and facilities for the SFSP demonstration were already partially in place to extend the program into the summer.

Seven sponsors in Kansas were approved by FNS to participate in the demonstration. These sponsors include a mix of urban and rural locations, large and small organizations, and schools and private nonprofit entities. Each sponsor chose to implement the backpack demonstration in sites with the largest percentage of NSLP-eligible children. Together, these sponsors implemented the demonstration at 16 sites in 2012. Ten sites distributed backpacks with meals containing lunch only, while six sites distributed backpacks that contained both breakfast and lunch. Demonstration sites were open and operational for an average of 35.3 days during the summer with 8.0 of those days utilized for backpack distribution. On average, traditional sites were open for fewer days during the summer, with 29.4 operational days.

A brief description of each sponsor is provided below (based on information provided in the sponsor applications), followed by a comparison table (Table III.4).

**Arkansas City Public School District.** This sponsor operated the demonstration at one site that provided lunches to children Monday through Thursday during the summer months. For the demonstration, the site provided children with a backpack containing 3 days' worth of lunches for the 3-day weekend (Friday–Sunday). The sponsor operated for 4 weeks during the month of June.

**Central Unified School District (Burden).** This sponsor operated the demonstration at four sites that served four poor rural towns in which an average of 90 percent of the children receive free or reduced-price meals during the school year. The sites served lunches Monday through Thursday for 8 weeks during the summer. For the demonstration, the sites provided drawstring bags containing 3 days' worth of lunches for the 3-day weekend (Friday–Sunday) to participating children on Thursdays.

**Gardner Edgerton School District.** This sponsor served breakfast and lunch at one site for 8 weeks during the summer. Meals were served Monday through Friday, and children participating in the demonstration received a backpack each Friday containing two lunches.

**Lawrence Public Schools.** This sponsor operated the demonstration at seven existing SFSP sites. Bags of take-home meals were provided during the lunch service on Fridays for 8 to 10 weeks during the summer. Three sites provided bags containing only lunches for each weekend day, while four sites provided bags with two breakfasts and two lunches, one bag for each weekend day.

**Topeka Public Schools.** This sponsor operated the demonstration at one site at which free and reduced-price school meal eligibility was more than 96 percent. This site has a history of high SFSP participation (including many walk-ins) during previous summers and high participation in the school-year “backsnacks” program. The site distributed backpacks that contained both breakfasts and lunches for each weekend day for a total of 8 weeks during the summer.

**The United Methodist Church.** This sponsor operated the demonstration at one site that served SFSP lunches for 12 weeks during the summer. On Thursdays, the site provided bags with lunches for the 3-day weekend (Friday–Sunday) to each participating child.

**East Central Kansas Cooperative in Education.** This sponsor operated the demonstration at one site. Bags of take-home meals were provided during lunch service on Thursdays for 10 weeks during the summer, with each bag containing two lunch meals for the weekend days.

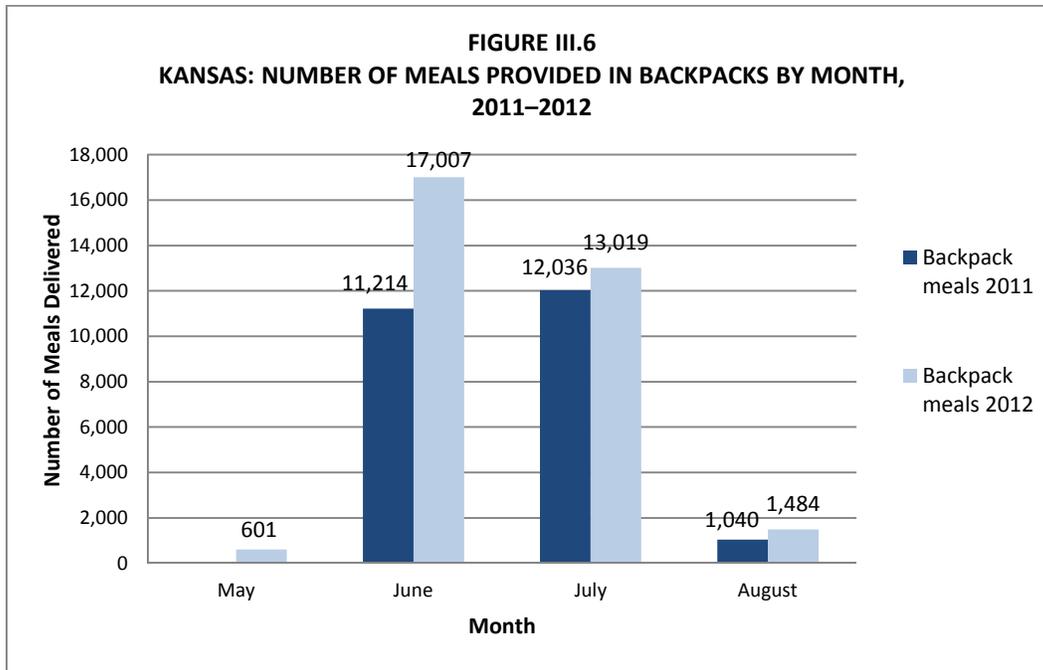
Table III.4 provides a description of each sponsor.

**Table III.4  
Kansas: Demonstration Sponsors**

<b>Sponsor Name</b>	<b>Demonstration Description</b>	<b># of Demonstration Sites</b>	<b># of Weeks in Demonstration Period</b>
<b>Arkansas City Public School District</b>	Backpack contained 3 days' worth of lunches for the weekend (provided on Thursdays).	1 site	4 weeks
<b>Central Unified School District (Burden)</b>	Bags contained 3 days' worth of lunches for the weekend (provided on Thursdays).	4 sites	8 weeks
<b>Gardner Edgerton School District</b>	Backpack or bag contained 2 lunches (provided on Fridays).	1 site	8 weeks
<b>Lawrence Public Schools</b>	Backpack or bag contained 2 lunches, or 2 lunches and 2 breakfasts (provided on Fridays).	7 sites	8–10 weeks
<b>Topeka Public Schools</b>	Backpack or bag contained 2 breakfasts and 2 lunches (provided on Fridays).	1 site	8 weeks
<b>United Methodist Church (at Wilson Elementary)</b>	Bags contained 3 days' worth of lunches (provided on Thursdays).	1 site	12 weeks
<b>East Central Kansas Cooperative in Education</b>	Backpack or bag contained 2 lunches (provided on Thursdays).	1 site	10 weeks

## 2. Change in Total Number of SFSP Meals Served

Kansas distributed 32,111 backpack meals, 3.5 percent of the total meals provided statewide in 2012. In 2011, Kansas distributed 24,290 backpack meals, which accounted for 2.8 percent of the statewide total meals. Figure III.6 illustrates the number of backpack meals provided by month. Slightly more than half (17,007, or 53.0 percent) of the backpack meals were provided in June, with somewhat fewer (13,019, or 40.5 percent) provided in July, and only a small fraction (1,484, or 4.6 percent and 601, or 1.9 percent) provided in August and May, respectively. Across the 2 years, Kansas provided 56,401 meals via the demonstration.



Note: The total meal counts in Figure III.6 include breakfast and lunches.

Supporting data for Figure III.6 can be found in Appendix B, Table 1.b.

One out of seven Kansas demonstration sponsors provided children with separate backpacks, each containing meals for either breakfast or lunch. Across all demonstration sites, each backpack contained an average of 0.8 breakfast meals and 2.4 lunch meals. Children were provided with 3.2 meals per distribution on average. Due to preparations of backpacks prior to distribution, some meals were prepared but never distributed. In 2012, 3,702 meals were prepared but never distributed. Of these meals, 985 were breakfasts and 2,717 were lunches.

### 3. Total Number of Children Served at Demonstration Sites

The total number of unique children<sup>33</sup> given backpack meals through the summer demonstration increased just slightly from 1,211 children in 2011 to 1,239 children in 2012. An average of 76.1 children were given backpack meals during each backpack distribution in 2012.

### 4. Changes in Demonstration Sites vs. Comparison Sites: 2010 to 2012

In Kansas, demonstration sites operated in six counties. Comparison sites were non-demonstration sites chosen from the same counties, if non-demonstration sites operated in those counties, or other counties that were similar to the demonstration counties on five factors: population density, per capita income, unemployment rate, percent of households with incomes below the Federal poverty level, and the proportion of children eligible for free and reduced-price meals. All comparison sites used came from four demonstration counties and three similar counties. All sites in this analysis were operational in 2010, 2011, and 2012.

<sup>33</sup> See the description of this measure on page 13.

Table III.5 shows all measures compared between existing demonstration sites and comparison sites in Kansas from 2010 to 2012. For meals served and July ADA, Kansas showed mixed results. The demonstration sites showed remarkably greater increases from 2010 to 2012 for the total number of meals served, although the increase in percent for July ADA was only slightly higher than comparison sites. Meals served at demonstration sites increased by 6.4 percent (from 42,645 meals to 45,377 meals), while meals served at comparison sites decreased by 40.1 percent (from 94,120 meals to 56,331 meals). However, the demonstration and comparison sites showed similar increases in July ADA. July ADA increased 6.6 percent at demonstration sites while comparison sites showed an increase of 6.1 percent. The median meals served per site increased by 12.2 percent at demonstration sites compared to a decline of more than 50 percent at comparison sites.

**Table III.5**  
**Kansas: Backpack Demonstration Sites vs. Comparison Sites**

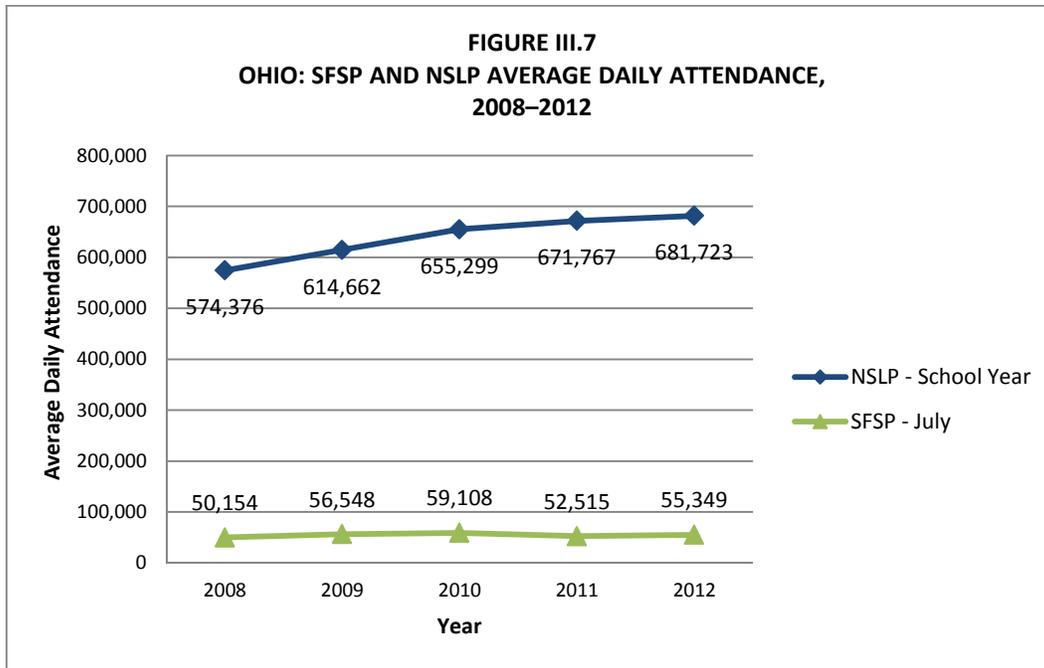
	Existing Demonstration Sites (open 2010–2012)			Existing Comparison Sites (open 2010–2012)		
	2010	2012	% Change 2010– 2012	2010	2012	% Change 2010– 2012
<b>Total Meals</b>	42,645	45,377	6.4%	94,120	56,331	-40.1%
<b>Median Meals per Site</b>	3,108	3,488	12.2%	2,401	1,062	-55.8%
<b>July ADA</b>	756.6	806.8	6.6%	920.8	977.2	6.1%

*Note: Total Meals and Median Meals per Site include backpack meals, but July ADA does not.*

## D. OHIO IMPLEMENTATION AND RESULTS

This section illustrates the findings of the 2012 demonstration in Ohio. Section 1 provides an overview of the implementation of the demonstration in Ohio. Section 2 presents changes in SFSP backpack meals distributed. Section 3 presents the number of children served through the backpack demonstration. Section 4 compares results from demonstration sites to a group of similar sites.

According to FRAC, only 8.8 percent of children who participate in the NSLP during the school year also participated in the SFSP in 2012, ranking Ohio 26<sup>th</sup> among the States in terms of SFSP participation (FRAC, 2013). This participation rate only increases to 10.2 percent when children who participate in all FNS summer food programs are included (FRAC, 2013), ranking Ohio 37<sup>th</sup> nationwide. The NSLP school-year ADA and SFSP July ADA have increased from 2008 through 2012. NSLP ADA increased each year, exhibiting an overall increase of 18.7 percent from 2008 to 2012. SFSP ADA increased every year except 2010 to 2011. Overall, SFSP ADA increased 10.4 percent from 2008 to 2012. Figure III.7 depicts the difference between the SFSP and the NSLP based on ADA from 2008 through 2012. Both NSLP school-year ADA and SFSP July ADA saw overall increases in attendance from 2008 through 2012.



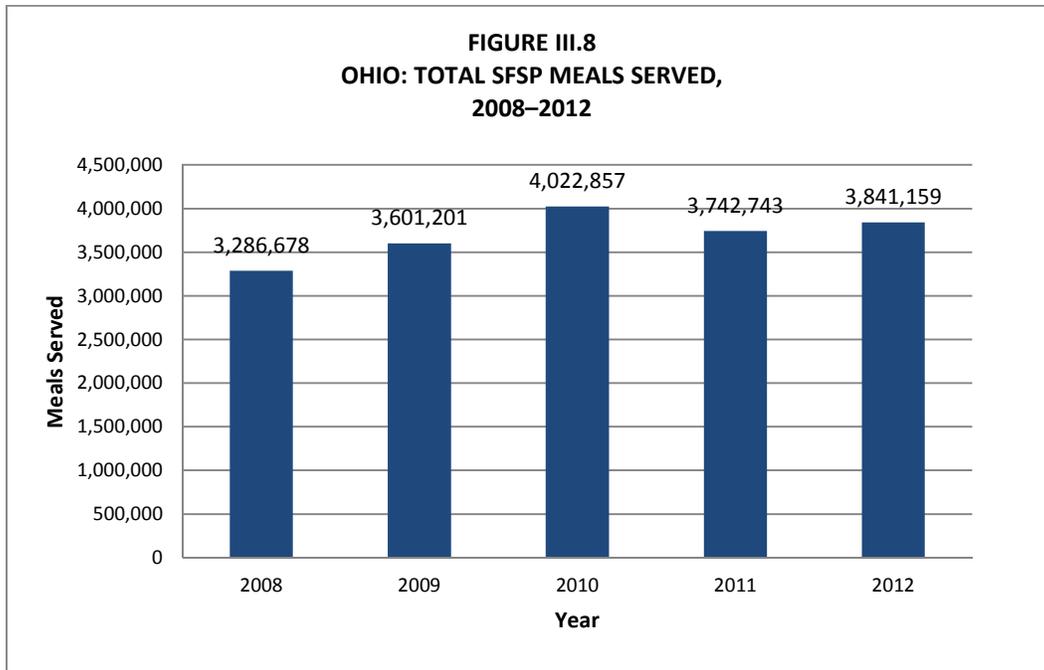
Source: SFSP data from the Ohio State Database, NSLP data from the NDB.

Note: NSLP figures represent free and reduced-price NSLP participation over the school year. SFSP figures reflect the SFSP only, and do not include figures from other USDA summer nutrition programs. The NSLP July ADA for the years shown in Figure III.7 was 11,229 in 2008; 12,784 in 2009; 13,105 in 2010; 13,503 in 2011; and 9,610 in 2012.

Supporting data for Figure III.7 can be found in Appendix B, Table 1.c. July ADA does not include backpack meals.

The total meals served (including both congregate and backpack meals) in Ohio increased by 2.6 percent (98,416 meals) during the second year of the demonstration from 2011 to 2012. During the first year of the demonstration, Ohio saw a decrease in meals served by 7.0 percent (280,114 meals), from about 4.0 million in 2010 to 3.7 million in 2011 (Figure III.8). Prior to that, meals served increased by 9.6 percent between 2008 and 2009 (from nearly 3.3 million to 3.6 million), and 11.7 percent from 2009 to 2010 (from 3.6 million to 4.0 million).<sup>34</sup>

<sup>34</sup> Total meals served include breakfasts, lunches, snacks, suppers, and, for the demonstration site, backpack meals. If multiple meals were included in the same backpack, each one was counted separately.



*Note: The total meal counts in Figure III.8 include congregate and backpack breakfasts, lunches, suppers, and snacks.*

*Supporting data for Figure III.8 can be found in Appendix B, Table 1.c.*

## 1. Ohio Implementation

The demonstration was administered by the Ohio Department of Education, which conducted all program oversight, data collection, training, technical assistance and financial reporting. Six sponsors were selected by FNS to participate in the Food Backpack demonstration in Ohio, operating a total of 55 sites (the highest number of sites among all of the demonstration States). Demonstration sites were open and operational for an average of 36.1 days during the summer with 7.4 of those days utilized for backpack distribution. On average, traditional sites were open for slightly more days during the summer with 35.5 operational days in 2012. A brief description of each sponsor is provided below (based on information provided in the sponsor applications), followed by a comparison table (Table III.6).

**Andrew’s House, Inc.** This sponsor operated one site at an elementary school in an area in which nearly half of all children qualify for free or reduced-price meals. During the recent economic downturn, the area has seen increased unemployment and food insecurity among resident families. The sponsor served meals Monday through Friday for 10 weeks during the summer. Children participating in the demonstration received backpacks on Fridays that contained lunches for the following 2 weekend days.

**Ashtabula County Children Services.** This sponsor operated six sites in subsidized housing projects and community centers in an area of the State with higher-than-average unemployment rates. The sites served breakfast and lunch Monday through Friday for 9 weeks during the summer months. Sites participating in the demonstration provided backpacks containing both breakfasts and lunches for the upcoming weekend to participating children on Fridays.

**Community Action Organization of Scioto County.** This sponsor operated 30 sites through its Workforce Connections program, providing meals to young people for 2 to 11 weeks during the summer, depending on the site. Most of the sites provided lunches Monday through Friday, and most backpacks containing lunches for the weekend days were provided to participating children on Fridays. Eight of the sites provided the backpacks on Thursdays or Fridays, each containing lunches for the next 3 or 2 days, respectively.

**Hamilton Living Water Ministry.** This sponsor operated two sites in a very poor area in which 90 percent of children receive free or reduced-price meals. The sponsor provided lunches Monday through Friday for 8 weeks during the summer. Since attendance at one of the sites was historically lower on Fridays compared to other weekdays, the site provided participating children with backpacks on Thursdays containing breakfasts and lunches for the 3-day weekend. The other site provided children with backpacks on Fridays containing lunches and breakfasts for the 2-day weekend.

**Hocking Athens Perry Community Action Agency.** This sponsor operated 11 demonstration sites during the 2012 summer. All sites provided children with backpacks on Fridays or Mondays containing two lunches and two breakfasts. Every site provided children with backpacks on Mondays for two weeks in June while all subsequent backpack distributions were on Fridays. Backpacks were distributed for 5–9 weeks during the summer, depending on the site.

**Whole Again International.** This sponsor operated the demonstration at five SFSP sites that serve low-income populations. On Fridays, the sites provided children who attended SFSP meals at least 3 days each week with backpacks containing breakfasts and lunches for the weekend days. These sites provided children with backpack meals for 10 weeks of the summer.

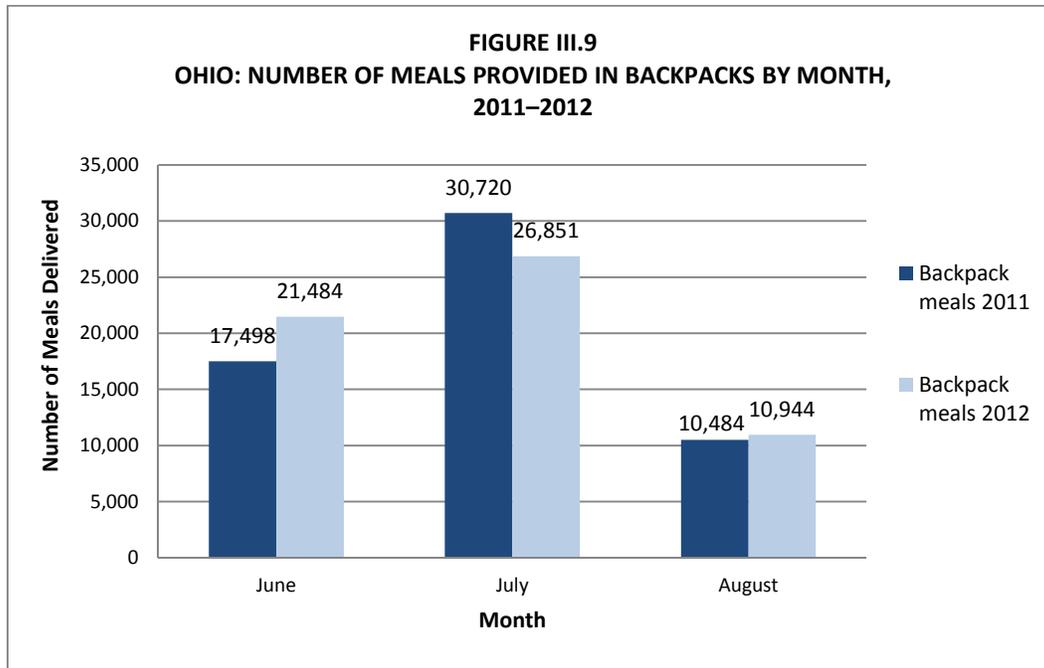
Table III.6 illustrates a summary of each of the sponsors.

**Table III.6**  
**Ohio: Demonstration Sponsors**

<b>Sponsor Name</b>	<b>Demonstration Description</b>	<b># of Demonstration Sites</b>	<b># of Weeks in Demonstration Period</b>
<b>Andrew's House, Inc.</b>	Backpack or bag contained 2 lunches (provided on Fridays).	1 site	10 weeks
<b>Ashtabula County Children Services</b>	Backpack or bag contained 2 breakfasts and lunches (provided on Fridays).	6 sites	9 weeks
<b>Community Action Organization of Scioto County</b>	Backpack or bag contained 2 lunches (provided on Fridays) at 22 sites and 3 lunches (provided on Thursdays) at 8 sites.	30 sites	2–11 weeks
<b>Hamilton Living Water Ministry</b>	Backpack or bag contained 3 lunches and breakfasts (provided on Thursdays) at 1 site, and 2 lunches and breakfasts (provided on Fridays) at the other site.	2 sites	8 weeks
<b>Hocking Athens Perry Community Action Agency</b>	Backpack or bag contained 2 breakfasts and 2 lunches (provided on Fridays or Mondays).	11 sites	5–9 weeks
<b>Whole Again International</b>	Backpack contained 2 breakfasts and lunches (provided on Fridays).	5 sites	10 weeks

## 2. Change in Total Number of SFSP Meals Served

Across the 2 years, Ohio provided 117,981 meals via the demonstration. Ohio distributed 59,279 meals in backpacks, 1.5 percent of the total meals provided statewide in 2012. Figure III.9 illustrates the number of backpack meals provided by month. 45.3 percent of the meals (26,851) were provided in July, with fewer provided in June (21,484, or 36.2 percent) and August (10,944, or 18.5 percent).



Note: The total meal counts in Figure III.9 include breakfasts and lunches.

Supporting data for Figure III.9 can be found in Appendix B, Table 1.c.

One out of the six Ohio demonstration sponsors only provided lunches to children. All five other demonstration sponsors provided one backpack to children containing meals for both breakfast and lunch. Across all demonstration sites, each backpack contained an average of 1.0 breakfast meals and 2.1 lunch meals. Children were provided with 3.2 meals per distribution on average. Due to preparations of backpacks prior to distribution, some meals were prepared but never distributed. In 2012, 681 meals were prepared but never distributed. All of these meals were lunches.

### 3. Total Number of Children Served at Demonstration Sites

The total number of unique children<sup>35</sup> given backpack meals through the summer demonstration decreased by 35.1 percent from 2,920 children in 2011 to 1,894 children in 2012. On average, 41.8 children were given backpack meals during each backpack distribution in 2012.

### 4. Changes in Demonstration Sites vs. Comparison Sites: 2010 to 2012

In Ohio, demonstration sites operated in nine counties. Comparison sites were non-demonstration sites chosen from the same counties, if non-demonstration sites operated in those counties, or other counties that were similar to the demonstration counties on five factors: population density, per capita income, unemployment rate, the percent of households with incomes below the Federal poverty level, and the proportion of children eligible for free and reduced-price meals. Comparison sites were selected from six demonstration counties (that had non-demonstration sites) and three similar non-demonstration counties.

<sup>35</sup> See the description of this measure on page 13.

For both total meals served and July ADA, the existing demonstration sites in Ohio showed greater increases from 2010 to 2012 than did comparison sites in the State (Table III.7). July ADA increased 14.3 percent among demonstration sites, compared to 5.6 percent at comparison sites. Total meals served increased 3.8 percent (from 73,895 meals to 76,710 meals) for demonstration sites, while comparison sites decreased by 5.2 percent (from 352,809 meals to 334,618 meals).

**Table III.7**  
**Ohio: Backpack Demonstration Sites vs. Comparison Sites**

	Existing Demonstration Sites (open 2010-2012)			Existing Comparison Sites (open 2010-2012)		
	2010	2012	% Change 2010– 2012	2010	2012	% Change 2010– 2012
<b>Total Meals</b>	73,895	76,710	3.8%	352,809	334,618	-5.2%
<b>Median Meals per Site</b>	1,407	1,355	-3.7%	1,752	1,712	-2.3%
<b>July ADA</b>	1,097.5	1,254.0	14.3%	4,712.8	4,974.9	5.6%

*Note: Total Meals and Median Meals per Site include backpack meals, but July ADA does not.*

## E. SEAMLESS SUMMER MEASURES

The SSO enables SFAs to offer meals (usually at schools) during the summer and over longer school breaks in areas where at least 50 percent of the students are approved for free or reduced-price school meals. The program reimburses meals at NSLP/SBP rates, which are lower than SFSP reimbursement rates. One possible concern about the backpack demonstration was that school districts that provide summer meals at schools through the SSO might shift from the SSO to the SFSP demonstration if they perceived it to be more beneficial or vice versa. This would have resulted in skewed increases or decreases to SFSP meal counts independent of the demonstration project effects. Thus, we reviewed the data to determine if there was evidence that the increases or decreases in State outcomes were due to the SSO (Table III.8).

In Arizona, the SSO showed increases within all measured outputs. The number of SSO sponsors and sites increased between 2011 and 2012. Similarly, total meals served through the SSO increased by 13.1 percent between 2011 and 2012 (from 1,650,669 meals to 1,866,561 meals). The SSO operating days ADA increased by 15.3 percent from 44,848 children in 2011 to 51,698 children in 2012. The year 2012 had the most SSO sponsors, sites, total meals served, and operating days ADA than any other year from 2008–2012. These increases suggest no evidence of a shift from the SSO to the SFSP in Arizona.

In Kansas, the SSO has been declining over the past 4 years from 2008 to 2011. There has been a decrease from two sponsors operating four sites in 2008 to one sponsor operating one site in 2009 to none in 2010 (prior to the SFSP demonstration) and 2011. In 2012, one sponsor operated one site, serving a total of 593 meals with an operating days ADA of only 20 children. Since there were no SSO sponsors in 2011 and only one in 2012, there is no evidence of any shift from SSO to SFSP in 2012.

In Ohio, the number of SSO sponsors and sites increased by 19 and 29, respectively, between 2011 and 2012 (following a slight decrease in numbers between 2010 and 2011). SSO meals increased by 14.1 percent and SSO ADA by 44.6 percent from 2011 to 2012. These increases indicate that there is no evidence of a shift from the SSO to the SFSP in Ohio.

**Table III.8  
Seamless Summer: Backpack Demonstration States (Statewide)**

	2008	2009	2010	2011	2012
<b>Arizona</b>					
<b># of Sponsors</b>	84	83	71	98	117
<b># of Sites</b>	394	390	383	363	441
<b>Total Meals Served</b>	1,533,513	1,710,721	1,603,865	1,650,669	1,866,561
<b>Operating Days ADA</b>	41,438	49,929	47,226	44,848	51,698
<b>Kansas</b>					
<b># of Sponsors</b>	2	1	--	--	1
<b># of Sites</b>	4	1	--	--	1
<b>Total Meals Served</b>	18,450	1,708	--	--	593
<b>Operating Days ADA</b>	599	81	--	--	20
<b>Ohio</b>					
<b># of Sponsors</b>	19	17	60	59	78
<b># of Sites</b>	58	55	113	110	139
<b>Total Meals Served</b>	83,461	82,060	221,338	191,713	218,650
<b>Operating Days ADA</b>	3,761	3,025	6,410	5,246	7,584

## F. CONCLUSIONS

The purpose of the Food Backpack demonstration was to provide food for consumption over the weekend and holidays—when SFSP sites do not operate—and to boost attendance at SFSP sites when they are open by providing meal backpacks as an encouragement to attend. The three States where the demonstration was implemented included Arizona, Kansas, and Ohio. Each of the States cited difficulties in reaching children through the SFSP during the summer months. In 2012, the demonstration was implemented by 16 sponsors and 97 sites: 3 sponsors in Arizona, 7 sponsors in Kansas, and 6 sponsors on Ohio.

Table II.9 below illustrates the number of meals delivered through the demonstration by State for each year and over the 2-year period.

**Table III.9**  
**Total Meals Delivered**

	2011	2012	Total
Arizona	79,795	42,619	122,414
Kansas	24,290	32,111	56,401
Ohio	58,702	59,279	117,981
Total	162,787	134,009	296,796

### **Comparison Site Results**

In each of these States, we compared key outcomes (percent change in meals served and ADA) in the demonstration sites to the same outcomes in the specially identified comparison sites. These comparison sites were either in the same county, if possible—as was the case in Arizona—or in other counties within the State that were most similar on each of five measures associated with food security, as was the case in Kansas and Ohio.

The results varied in the three States and did not show a uniform trend in the number of meals served or ADA. In addition, the results in each State illustrated a mixture of results in the percentage of meals served and ADA at the demonstration sites compared with changes at the comparison sites. For example, Arizona showed decreases from 2010 to 2012 for demonstration sites in both the total meals served and July ADA (4.9 percent and 17.4 percent, respectively), while showing increases in both of these measures for comparison sites (7.9 percent and 2.4 percent, respectively). In Kansas, total meals served increased at demonstration sites (6.4 percent), but decreased at comparison sites (40.1 percent); July ADA increased by similar amounts at demonstration and comparison sites (6.6 percent and 6.1 percent, respectively). Ohio demonstration sites showed increases over comparison sites in both measures from 2010 to 2012. Demonstration sites increased 3.8 percent in total meals served and 14.3 percent in July ADA, while comparison sites decreased by 5.2 percent in total meals served and increased by 5.6 percent in July ADA from 2010 to 2012. These results suggest that in Ohio, demonstration sites attracted additional children to the SFSP program; however, this conclusion is not consistent for Kansas and Arizona when comparing total meals served and July ADA from 2010 to 2012. With varying results when comparing demonstration sites to these comparison sites, it is not evident that the backpack demonstration was successful in attracting children to the Summer Food Service Program.

### **Summary Conclusion**

In each State, children attending SFSP backpack demonstration sites brought home thousands of meals through backpacks/bags for consumption at home over the weekend and holidays. While the demonstration in each State was localized, was operated in a limited number of areas in each State, and was not expected to have statewide effects, it was theorized to have an impact on participating SFSP sites. The preliminary evaluation, conducted after the first year of the evaluation, presented results that suggested a substantial positive impact at the site level. In this final evaluation, however, results were more mixed. This is due in part to a difference in methodology, as July ADA calculations included backpack meals in the preliminary evaluation, but not in this evaluation. After 2 years, the demonstration sites out-performed comparison sites in Ohio, had very similar results to comparison sites in Kansas, and had smaller numbers of

meals served and ADA in Arizona. Again, results should be interpreted with caution, as other potential confounding factors could not be controlled.

## CHAPTER IV: WAVE 2 CROSS-PROJECT SUMMARY AND OVERALL CONCLUSIONS

In 2010 and 2011, FNS solicited grant applications from States to implement four eSFSP demonstrations. The demonstrations were designed to encourage attendance at SFSP sites over the summer by mitigating barriers such as a lack of transportation options and limited operating times to provide meals. The projects were implemented in two waves; Wave 1 took place in the summers of 2010 and 2011 and Wave 2 took place in the summers of 2011 and 2012. The Wave 1 demonstrations were discussed in the first and second annual reports assessing the progress of these eSFSP projects (Peterson et al., 2011; Peterson et al., 2013). The purpose of this report was to present final results from the two Wave 2 demonstrations.

The Wave 2 demonstrations were initially funded in 2011 for a total of 2 years. FNS selected three States to implement each demonstration: the first of these demonstrations—the Meal Delivery Project—was awarded to sponsors in Delaware, Massachusetts, and New York, and the second—the Food Backpack Project—was awarded to sponsors in Arizona, Kansas, and Ohio.

While each demonstration project led to additional meals being delivered to children who might not have otherwise received them, it is important to note that there are many extraneous factors that could have influenced the findings presented in this report. It is difficult to disaggregate the effects of the demonstrations from confounding factors that may have impacted demand for the SFSP such as State outreach efforts, local economic factors, and other issues.

Additionally, the scope of the demonstration was limited both in terms of resources (\$690,790 for the delivery demonstration and \$776,714 for the backpack demonstration across the 2 years) and in terms of duration (only two summers). Therefore, the results of the 2011–2012 demonstrations need to be carefully viewed in that context. Below is a brief summary of the demonstration outcomes.

**Meal Delivery.** Over the 2-year period, a total of 192,960 meals were delivered in the three States. In 2012, a total of 131,406 meals were delivered to children living in rural areas of Delaware, Massachusetts, and New York, an increase of 113 percent over the 61,554 meals delivered in 2011. There was no consistent evidence from the closest traditional sites used as comparison sites to indicate that children who previously participated in congregate meal programs switched to deliveries once the demonstration was implemented.

**Food Backpacks.** Over the 2-year period, a total of 296,796 meals were delivered via backpacks in the three States. A total of 134,009 meals were provided in SFSP backpacks in 2012 across the 16 sponsors that implemented the demonstration. Using non-demonstration sites in similar communities, we compared the increases in meals served and ADA from the beginning of the demonstration in 2010 to the completion of the demonstration in 2012 at the demonstration sites to these similar non-demonstration sites. The results varied by State, with no consistent pattern. The data from Ohio showed increases in the meals served and ADA for the demonstration sites compared with much smaller increases or decreases for the non-demonstration sites. The meals served increased in Kansas at the demonstration sites while decreasing at non-demonstration sites; however, increases in ADA were similar at demonstration

and non-demonstration sites. The data from Arizona showed decreases in both the meals served and ADA at demonstration sites while showing increases at the non-demonstration sites. The results of this demonstration do not provide strong evidence that the demonstration increased participation in the SFSP.

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## **APPENDICES**



## **APPENDIX A**

### **MEAL DELIVERY DEMONSTRATION DETAILED TABLES**



**APPENDIX A: MEAL DELIVERY DEMONSTRATION DETAILED TABLES**

**Table A1.a  
State-Level SFSP Meals Served and Average Daily Attendance: Delaware**

	Number					Percent Change			
	2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
<b>Total Meals (congregate and delivered)</b>									
Total Meals (Congregate and Delivered)	674,685	833,833	938,801	791,873	868,435	23.6%	12.6%	-15.7%	9.7%
<b>Total Meals by Meal Type (congregate and delivered)</b>									
Breakfast	229,675	265,253	292,112	243,132	272,684	15.5%	10.1%	-16.8%	12.2%
Lunch	322,540	411,568	453,728	400,789	431,044	27.6%	10.2%	-11.7%	7.6%
Snack	96,535	110,079	132,178	120,516	151,317	14.0%	20.1%	-8.8%	25.6%
Supper	25,935	46,933	60,783	27,436	13,390	81.0%	29.5%	-54.9%	-51.2%
<b>Total Meals by Month (congregate and delivered)</b>									
May	-	-	-	-	-	-	-	-	-
June	188,021	221,155	233,214	171,824	202,091	17.6%	5.5%	-26.3%	17.6%
July	358,943	437,981	450,541	394,366	433,996	22.0%	2.9%	-12.5%	10.1%
August	127,721	174,697	255,046	225,683	232,348	36.8%	46.0%	-11.5%	3.0%
September	-	-	-	-	-	-	-	-	-
<b>Operating Days (days meals were provided)</b>									
Demonstration Sites					1,515				
Traditional Sites	9,305	14,928	14,077	10,477	9,970	60.4%	-5.7%	-25.6%	-4.8%
Avg. Days per Site	34.1	41.4	39.1	30.5	32.5	21.4%	-5.6%	-22.0%	6.2%
<b>Average Daily Attendance (congregate and delivered)</b>									
Operating Days ADA*	12,781	13,485	21,253	22,098	13,822	5.5%	57.6%	4.0%	-37.5%
July ADA	7,675	9,804	10,280	9,646	9,390	27.7%	4.9%	-6.2%	-2.7%
<b>Participation Rate</b>									
SFSP/NSLP Participation Rate	20.9%	23.7%	22.2%	21.0%	18.8%	13.4%	-6.3%	-5.4%	-10.5%

\*In the 2011 evaluation, Operating Days ADA was calculated at the sponsor level rather than at the site level for Delaware.

**Table A1.b**  
**State-Level SFSP Meals Served and Average Daily Attendance: Massachusetts**

	Number					Percent Change			
	2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
<b>Total Meals (congregate and delivered)</b>									
Total Meals (Congregate and Delivered)	2,335,624	2,413,123	2,464,993	2,511,194	2,616,422	3.3%	2.2%	1.9%	4.2%
<b>Total Meals by Meal Type (congregate and delivered)</b>									
Breakfast	676,210	689,456	702,635	742,712	792,378	2.0%	1.9%	5.7%	6.7%
Lunch	1,380,620	1,416,957	1,460,206	1,483,829	1,574,499	2.6%	3.1%	1.6%	6.1%
Snack	193,456	227,995	233,237	229,674	195,761	17.9%	2.3%	-1.5%	-14.8%
Supper	85,338	78,715	68,915	54,979	53,784	-7.8%	-12.5%	-20.2%	-2.2%
<b>Total Meals by Month (congregate and delivered)</b>									
May	-	-	-	-	-	-	-	-	-
June	120,396	79,421	115,479	99,926	198,849	-34.0%	45.4%	-13.5%	99.0%
July	1,518,412	1,593,396	1,533,548	1,515,176	1,636,633	4.9%	-3.8%	-1.2%	8.0%
August	696,816	740,306	815,966	896,092	780,940	6.2%	10.2%	9.8%	-12.9%
September	-	-	-	-	-	-	-	-	-
<b>Operating Days (days meals were provided)</b>									
Demonstration Sites					49				
Traditional Sites	24,912	25,924	25,492	25,198	26,073	4.1%	-1.7%	-1.2%	3.4%
Avg. Days per Site	29.9	29.6	30.3	28.9	28.2	-1.0%	2.4%	-4.6%	-2.4%
<b>Average Daily Attendance (congregate and delivered)</b>									
Operating Days ADA	46,797	49,844	48,274	50,954	53,446	6.5%	-3.1%	5.6%	4.9%
July ADA	40,917	42,488	43,009	44,650	46,583	3.8%	1.2%	3.8%	4.3%
<b>Participation Rate</b>									
SFSP/NSLP Participation Rate	19.0%	18.5%	18.0%	18.4%	18.0%	-2.6%	-2.7%	2.2%	-2.2%

**Table A1.c**  
**State-Level SFSP Meals Served and Average Daily Attendance: New York**

	Number					Percent Change			
	2008	2009	2010	2011	2012	2008 – 2009	2009 – 2010	2010– 2011	2011 – 2012
<b>Total Meals (congregate and delivered)</b>									
Total Meals (Congregate and Delivered)	17,333,163	17,150,100	16,855,375	16,615,898	16,760,762	-1.1%	-1.7%	-1.4%	0.9%
<b>Total Meals by Meal Type (congregate and delivered)</b>									
Breakfast	5,589,585	5,625,609	5,539,549	5,439,183	5,490,395	0.6%	-1.5%	-1.8%	0.9%
Lunch	9,349,164	9,182,342	9,020,272	8,973,960	8,951,133	-1.8%	-1.8%	-0.5%	-0.3%
Snack	476,661	399,413	380,789	438,259	465,544	16.2%	-4.7%	15.1%	6.2%
Supper	1,917,753	1,942,736	1,914,765	1,764,496	1,853,690	1.3%	-1.4%	-7.8%	5.1%
<b>Total Meals by Month (congregate and delivered)</b>									
May	-	-	4,876	-	-	-	-	-	-
June	308,097	464,396	805,279	212,976	319,615	50.7%	73.4%	-73.6%	50.1%
July	10,587,296	10,438,791	9,882,267	9,425,704	9,556,379	-1.4%	-5.3%	-4.6%	1.4%
August	6,423,467	6,235,388	6,153,649	6,832,168	6,840,800	-2.9%	-1.3%	11.0%	0.1%
September	14,303	11,525	9,304	145,050	43,968	19.4%	19.3%	1459.0%	69.7%
<b>Operating Days (days meals were provided)</b>									
Demonstration Sites					76				
Traditional Sites	78,901	77,576	75,683	73,955	74,397	-1.7%	-2.4%	-2.3%	0.6%
Avg. Days per Site	31.5	32.0	31.0	31.0	31.3	1.6%	-3.1%	0.0%	1.0%
<b>Average Daily Attendance (congregate and delivered)</b>									
Operating Days ADA*	259,162	251,993	250,365	249,526	247,151	-2.8%	-0.6%	-0.3%	-1.0%
July ADA	264,945	260,094	255,564	258,181	246,055	-1.8%	-1.7%	1.0%	-4.7%
<b>Participation Rate</b>									
SFSP/NSLP Participation Rate	28.2%	27.6%	26.3%	26.3%	25.6%	-2.1%	-4.7%	0%	-2.7%

\*In the 2011 evaluation, Operating Days ADA was calculated at the sponsor level rather than at the site level for Delaware.

**Table A2.a**  
**Number of Demonstration SFSP Sponsors and Meals:**  
**Delaware Meal Delivery Demonstration**

	DELAWARE	
	2011	2012
<b>Total Demonstration Sponsors</b>		
Total Sponsors	1	1
<b>Demonstration Sites</b>		
Total Sites		21
Avg. Operating Days Per Site (All Demonstration Sites)		72.1
<b>Total Children Served for All Meal Delivery Sites</b>		
Total Unique Children Given Meals*		620
Average Children Per Site		29.5
Range of Children Per Site		117
Standard Deviation of Children Per Site		33.0
Median of Children Per Site		17
Avg. Number of Meals Provided Per Child Per Delivery		2.0
<b>Delivery Meals Provided</b>		
Total Delivered Meals Provided	32,418	89,544
<b>Delivered Meals Provided per Delivery</b>		
Average		59.1
Range		294
Standard Deviation		64.9
Median		34
<b>Delivered Meals Provided by Meal Type</b>		
Breakfasts	16,209	44,772
Lunches	16,209	44,772
<b>Delivered Meals Provided by Month</b>		
May	-	-
June	416	17,994
July	17,164	39,958
August	14,838	31,592
September	-	-
<b>Number of Children Absent for Pickup</b>		
Total Number of Children Absent for Pickup		4,638
Average Number of No-Shows per Delivery Day		3.1
<b>No-Shows by Month</b>		
May		-
June		714
July		2,803
August		1,121
September		-

\*Definition provided on page 13.

**Table A2.b**  
**Number of Demonstration SFSP Sponsors and Meals:**  
**Massachusetts Meal Delivery Demonstration**

	MASSACHUSETTS	
	2011	2012
<b>Total Demonstration Sponsors</b>		
Total Sponsors	1	1
<b>Demonstration Sites</b>		
Total Sites		2
Avg. Operating Days Per Site (All Demonstration Sites)		24.5
<b>Total Children Served for All Meal Delivery Sites</b>		
Total Unique Children Given Meals*		186
Average Children Per Site		93.0
Range of Children Per Site		50
Standard Deviation of Children Per Site		35.4
Median of Children Per Site		93
Avg. Number of Meals Provided Per Child Per Delivery		5.7
<b>Delivery Meals Provided</b>		
Total Delivered Meals Provided	16,402	23,966
<b>Delivered Meals Provided per Delivery</b>		
Average		489.1
Range		474
Standard Deviation		156.3
Median		472
<b>Delivered Meals Provided by Meal Type</b>		
Breakfasts	8,201	11,983
Lunches	8,201	11,983
<b>Delivered Meals Provided by Month</b>		
May	-	-
June	2,724	2,222
July	7,428	9,468
August	6,250	12,276
September	-	-
<b>Number of Children Absent for Pickup</b>		
Total Number of Children Absent for Pickup		196
Average Number of No-Shows per Delivery Day		4.0
<b>No-Shows by Month</b>		
May		-
June		19
July		69
August		108
September		-

\*Definition provided on page 13.

**Table A2.c**  
**Number of Demonstration SFSP Sponsors and Meals:**  
**New York Meal Delivery Demonstration**

	NEW YORK	
	2011	2012
<b>Total Demonstration Sponsors</b>		
Total Sponsors	2	2
<b>Demonstration Sites</b>		
Total Sites		8
Avg. Operating Days Per Site (All Demonstration Sites)		9.5
<b>Total Children Served for All Meal Delivery Sites</b>		
Total Unique Children Given Meals*		249
Average Children Per Site		31.1
Range of Children Per Site		52
Standard Deviation of Children Per Site		21.4
Median of Children Per Site		25.5
Avg. Number of Meals Provided Per Child Per Delivery		8
<b>Delivery Meals Provided</b>		
Total Delivered Meals Provided	12,734	17,896
<b>Delivered Meals Provided per Delivery</b>		
Average		235.5
Range		472
Standard Deviation		151.1
Median		184
<b>Delivered Meals Provided by Meal Type</b>		
Breakfasts	6,367	8,948
Lunches	6,367	8,948
<b>Delivered Meals Provided by Month</b>		
May	-	-
June	852	1,880
July	5,764	8,280
August	6,118	7,736
September	-	-
<b>Number of Children Absent for Pickup</b>		
Total Number of Children Absent for Pickup		549
Average Number of No-Shows per Delivery Day		7.2
<b>No-Shows by Month</b>		
May		-
June		41
July		218
August		290
September		-

\*Definition provided on page 13.

**Table A3.a**  
**Percent Change in Average Daily Attendance for Existing Comparison Sites: Delaware**

	Distance From Nearest Meal Delivery Site (miles)	Existing Comparison Sites								
		Operating Days ADA					Percent Change			
		2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
Claymont B&G Club	2.0	37.3	40.9	38.5	53.9	64.1	9.7%	-5.9%	40.0%	18.9%
Greater Newark B&G Club	1.1	96.0	98.7	144.9	104.6	80.9	2.8%	46.8%	-27.8%	-22.7%
Laurel B&G Club	0.9	45.2	71.6	51.4	59.6	66.4	58.4%	-28.2%	16.0%	11.4%
Smith Elementary	4.7	127.0	68.5	182.5	198.5	198.8	-46.1%	166.4%	8.8%	0.2%
Smyrna Clayton B&G Club	14.6	75.9	57.3	58.5	65.0	70.7	-24.5%	2.1%	11.1%	8.8%
Wagstaff Daycare	2.7	38.3	22.5	25.7	21.3	23.9	-41.3%	14.2%	-17.1%	12.2%
<b>Total ADA – Comparison Sites</b>		419.7	359.5	501.5	502.9	504.8	-14.3%	39.5%	0.3%	0.4%

**Table A3.b**  
**Percent Change in Average Daily Attendance for Existing Comparison Sites: Massachusetts**

	Distance From Nearest Meal Delivery Site (miles)	Existing Comparison Sites								
		Operating Days ADA					Percent Change			
		2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
Camp Mitton	11.2	65.5	68.2	63.7	67.5	73.3	4.1%	-6.6%	6.0%	8.6%

**Table A3.c**  
**Percent Change in Average Daily Attendance for Existing Comparison Sites: New York**

	Distance From Nearest Meal Delivery Site (miles)	Existing Comparison Sites								
		Operating Days ADA					Percent Change			
		2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
<b>Catholic Charities Food Bank of the Southern Tier</b>										
Coopers Education Center	9.7	44.3	54.5	54.4	44.5	47.0	23.0%	-0.2%	-18.2%	5.6%
Corning Area Youth Center	12.3	19.6	21.7	18.4	21.1	17.1	10.7%	-15.2%	14.7%	-19.0%
Dundee Area Youth Center	13.4	56.1	62.3	47.8	43.5	52.9	11.1%	-23.3%	-9.0%	21.6%
<b>Total ADA – Comparison Sites</b>		120.0	138.5	120.6	109.1	117.0	15.4%	-12.9%	-9.5%	7.2%
<b>North Rose-Wolcott Central School District</b>										
Michael A. Maroun Elementary School	30.9	195.4	202.2	149.3	123.0	149.5	3.5%	-26.2%	-17.6%	21.5%
Camp Hollis	18.4	59.8	61.1	64.5	60.5	57.1	2.2%	5.6%	-6.2%	-5.6%
<b>Total ADA – Comparison Sites</b>		255.2	263.3	213.8	183.5	206.6	3.2%	-18.8%	-14.2%	12.6%



## **APPENDIX B**

### **FOOD BACKPACK DEMONSTRATION DETAILED TABLES**



**APPENDIX B: FOOD BACKPACK DEMONSTRATION DETAILED TABLES**

**Table B1.a  
State-Level SFSP Meals Served and Average Daily Attendance: Arizona**

	Number					Percent Change			
	2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
<b>Total Meals (congregate and backpack)</b>									
Total Meals (Congregate and Backpack)	1,135,755	1,274,884	1,603,582	2,076,375	2,612,711	12.2%	25.8%	29.5%	25.8%
<b>Total Meals by Meal Type (congregate and backpack)</b>									
Breakfast	365,629	404,422	496,757	626,935	863,290	10.6%	22.8%	26.2%	37.7%
Lunch	681,031	726,115	910,399	1,240,398	1,496,088	6.6%	25.4%	36.3%	20.6%
Snack	46,699	83,753	113,888	90,478	105,734	79.4%	36.0%	-20.6%	16.9%
Supper	42,396	60,594	82,538	118,564	147,599	42.9%	36.2%	43.7%	24.5%
<b>Total Meals by Month (congregate and backpack)</b>									
May	34,311	12,298	22,784	7,195	33,993	-64.2%	85.3%	-68.4%	372.5%
June	820,842	876,892	1,020,946	1,340,497	1,498,986	6.8%	16.4%	31.3%	11.8%
July	253,919	351,081	526,160	680,247	1,012,958	38.3%	49.9%	29.3%	48.9%
August	26,683	34,613	33,692	48,436	66,774	29.7%	-2.7%	43.8%	37.9%
<b>Operating Days (days meals were provided)</b>									
Demonstration Sites				539	869				61.2%
Traditional Sites	8,252	10,019	12,409	16,137	19,900	21.4%	23.9%	30.0%	23.3%
Avg. Days per Site	26.7	29.0	30.6	30.0	33.2	8.6%	5.5%	-2.0%	10.7%
<b>Average Daily Attendance (congregate meals only)</b>									
Operating Days ADA	26,856	28,699	33,860	48,907	51,610	6.9%	18.0%	44.4%	5.5%
July ADA*	6,965	8,712	13,917	18,988	26,901	25.1%	59.7%	36.4%	41.7%
<b>Participation Rate</b>									
SFSP/NSLP Participation Rate	6.4%	5.8%	6.9%	7.9%	9.3%	-9.4%	19.0%	14.5%	17.7%

\*July ADA does not include backpack meals.

**Table B1.b**  
**State-Level SFSP Meals Served and Average Daily Attendance: Kansas**

	Number					Percent Change			
	2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
<b>Total Meals (congregate and backpack)</b>									
Total Meals (Congregate and Backpack)	790,530	766,969	724,209	861,102	904,875	-3.0%	-5.6%	18.9%	5.1%
<b>Total Meals by Meal Type (congregate and backpack)</b>									
Breakfast	219,711	205,929	186,393	216,506	233,583	-6.3%	-9.5%	16.2%	7.9%
Lunch	532,625	521,987	500,629	605,260	627,571	-2.0%	-4.1%	20.9%	3.7%
Snack	31,516	29,807	29,013	30,668	37,056	-5.4%	-2.7%	5.7%	20.8%
Supper	6,678	9,246	8,174	8,668	6,665	38.5%	-11.6%	6.0%	-23.1%
<b>Total Meals by Month (congregate and backpack)</b>									
May	2,893	4,198	2,247	4,132	20,942	45.1%	-46.5%	83.9%	406.8%
June	507,064	483,767	465,722	539,332	568,869	-4.6%	-3.7%	15.8%	5.5%
July	277,436	273,120	245,643	306,528	304,326	-1.6%	-10.1%	24.8%	-0.7%
August	3,137	5,884	10,597	11,110	10,738	87.6%	80.1%	4.8%	-3.3%
<b>Operating Days (days meals were provided)</b>									
Demonstration Sites				520	564				8.5%
Traditional Sites	7,888	7,977	8,706	7,761	9,076	0.6%	7.8%	-6.9%	16.9%
Avg. Days per Site	29.9	30.7	30.1	29.4	29.4	2.7%	-2.0%	-2.3%	0.0%
<b>Average Daily Attendance (congregate meals only)</b>									
Operating Days ADA	18,259	17,395	16,982	21,035	22,960	-4.7%	-2.4%	23.9%	9.2%
July ADA*	8,533	8,650	8,415	10,615	10,016	1.4%	-2.7%	26.1%	-5.6%
<b>Participation Rate</b>									
SFSP/NSLP Participation Rate	6.3%	5.9%	5.3%	6.4%	5.9%	-6.3%	-10.2%	20.1%	-7.8%

\*July ADA does not include backpack meals.

**Table B1.c**  
**State-Level SFSP Meals Served and Average Daily Attendance: Ohio**

	Number					Percent Change			
	2008	2009	2010	2011	2012	2008–2009	2009–2010	2010–2011	2011–2012
<b>Total Meals (congregate and backpack)</b>									
Total Meals (Congregate and Backpack)	3,286,678	3,601,201	4,022,857	3,742,743	3,841,159	9.6%	11.7%	-7.0%	2.6%
<b>Total Meals by Meal Type (congregate and backpack)</b>									
Breakfast	699,667	751,599	996,466	922,414	981,883	7.4%	32.6%	-7.4%	6.4%
Lunch	2,197,909	2,406,130	2,548,146	2,401,829	2,448,002	9.5%	5.9%	-5.7%	1.9%
Snack	261,337	306,924	331,635	292,317	250,444	17.4%	8.1%	-11.9%	-14.3%
Supper	127,765	136,548	146,610	126,183	160,830	6.9%	7.4%	-13.9%	27.5%
<b>Total Meals by Month (congregate and backpack)</b>									
May	843	-	-	214	1,996	-	-	-	832.7%
June	1,098,900	1,232,926	1,371,499	1,397,033	1,465,726	12.2%	11.2%	1.9%	4.9%
July	1,634,271	1,810,844	1,957,766	1,653,729	1,822,995	10.8%	8.1%	-15.5%	10.2%
August	552,664	557,431	693,592	691,767	550,442	0.9%	24.4%	-0.3%	-20.4%
<b>Operating Days (days meals were provided)</b>									
Demonstration Sites				1,645	1,985				20.7%
Traditional Sites	51,017	55,797	58,262	53,467	57,007	9.4%	4.4%	-8.2%	6.6%
Avg. Days per Site	34.0	34.2	34.5	35.1	35.5	0.6%	0.9%	1.7%	1.1%
<b>Average Daily Attendance (congregate meals only)</b>									
Operating Days ADA	68,757	77,124	79,336	75,292	75,487	12.2%	2.9%	-5.1%	0.3%
July ADA*	50,154	56,548	59,108	52,515	55,349	12.7%	4.5%	-11.2%	5.4%
<b>Participation Rate</b>									
SFSP/NSLP Participation Rate	10.8%	11.4%	11.1%	9.9%	9.5%	5.6%	-2.6%	-10.8%	-4.0%

\*July ADA does not include backpack meals.

**Table B2.a**  
**Number of Demonstration SFSP Sponsors, Sites, and Meals:**  
**Arizona Food Backpack Demonstration**

	ARIZONA	
	2011	2012
<b>Total Demonstration Sponsors</b>		
Total Sponsors	3	3
<b>Demonstration Sites</b>		
Total Sites	18	26
Sites Continuing from 2011		12
New Sites in 2012		14
Avg. Operating Days Per Site (All Demonstration Sites)	29.9	33.4
Avg. Operating Days Per Site (for Continuing Sites)		28.9
Avg. Operating Days Backpacks were Distributed Per Site		6.3
Total Backpacks Distributed	17,439	21,869
<b>Percent of Backpacks Distributed by Day of Week</b>		
Monday		34.3
Tuesday		4.6
Wednesday		-
Thursday		8.0
Friday		42.9
Saturday		10.3
<b>Children Served</b>		
Total Unique Children Given Backpacks*	2,556	1,774
Avg. Number of Children Given Backpacks Per Delivery		88.1
Avg. Number Meals per Backpack Provided Per Single Meal Type**	2.0	
Avg. Number of Breakfasts Per Backpack		1.2
Avg. Number of Lunches per Backpack		1.9
Avg. Number Meals per Child per Distribution		3.1
<b>Backpack Meals Distributed</b>		
Total Backpack Meals Served	79,795	42,619
<b>Backpack Meals Distributed per Backpack</b>		
Mean		1.9
Range		2
Standard Deviation		0.4
Median		2
<b>Backpack Meals Distributed by Meal Type</b>		
Breakfasts	25,905	14,648
Lunches	53,890	27,971
Snacks	-	-
<b>Backpack Meals Distributed by Month</b>		
May	288	-
June	46,789	30,613
July	32,718	12,006
August	-	-
<b>Backpack Meals Prepared but Not Distributed</b>		
Total Backpack Meals Prepared But Not Distributed		3,289
Breakfasts		1,496
Lunches		1,793
<b>Backpack Meals Prepared but Not Distributed by Meal Type</b>		
May		-
June		1,906
July		1,383
August		-

\*Definition provided on page 13.

\*\*This measure assumes backpacks only contain either breakfast or lunch, but not both.

**Table B2.b**  
**Number of Demonstration SFSP Sponsors, Sites and Meals:**  
**Kansas Food Backpack Demonstration**

	KANSAS	
	2011	2012
<b>Total Demonstration Sponsors</b>		
Total Sponsors	7	7
<b>Total Demonstration Sites</b>		
Total Sites	14	16
Sites Continuing from 2011		13
New Sites in 2012		3
Avg. Operating Days Per Site (All Demonstration Sites)	37.1	35.3
Avg. Operating Days Per Site (for Continuing Sites)		36.1
Avg. Operating Days Backpacks were Distributed Per Site		8.0
Total Backpacks Distributed	9,459	9,735
<b>Percent of Backpacks Distributed by Day of Week</b>		
Monday		-
Tuesday		3.0
Wednesday		-
Thursday		25.3
Friday		69.8
Saturday		1.9
<b>Children Served</b>		
Total Unique Children Given Backpacks*	1,211	1,239
Avg. Number of Children Given Backpacks Per Delivery		76.1
Avg. Number Meals per Backpack Provided Per Single Meal Type**	2.0	
Avg. Number of Breakfasts Per Backpack		0.8
Avg. Number of Lunches Per Backpack		2.4
Avg. Number Meals per Child per Distribution		3.2
<b>Backpack Meals Distributed</b>		
Total Backpack Meals Served	24,290	32,111
<b>Backpack Meals Distributed per Backpack</b>		
Mean		3.2
Range		5
Standard Deviation		0.9
Median		3
<b>Backpack Meals Distributed by Meal Type</b>		
Breakfasts	5,461	10,537
Lunches	18,829	21,574
Snacks	-	-
<b>Backpack Meals Distributed by Month</b>		
May	-	601
June	11,214	17,007
July	12,036	13,019
August	1,040	1,484
<b>Backpack Meals Prepared but Not Distributed</b>		
Total Backpack Meals Prepared But Not Distributed		3,702
Breakfasts		985
Lunches		2,717
<b>Backpack Meals Prepared but Not Distributed by Meal Type</b>		
May		82
June		1,355
July		2,079
August		186

\*Definition provided on page 13.

\*\*This measure assumes backpacks only contain either breakfast or lunch, but not both.

**Table B2.c**  
**Number of Demonstration SFSP Sponsors, Sites and Meals:**  
**Ohio Food Backpack Demonstration**

	OHIO	
	2011	2012
<b>Total Demonstration Sponsors</b>		
Total Sponsors	6	6
<b>Total Demonstration Sites</b>		
Total Sites	50	55
Sites Continuing from 2011		35
New Sites in 2012		20
Avg. Operating Days Per Site (All Demonstration Sites)	32.9	36.1
Avg. Operating Days Per Site (for Continuing Sites)		37.7
Avg. Operating Days Backpacks were Distributed Per Site		7.4
Total Backpacks Distributed	16,570	17,028
<b>Percent of Backpacks Distributed by Day of Week</b>		
Monday		6.3
Tuesday		-
Wednesday		0.8
Thursday		8.6
Friday		84.3
<b>Children Served</b>		
Total Unique Children Given Backpacks*	2,920	1,894
Avg. Number of Children Given Backpacks Per Delivery		41.8
Avg. Number Meals per Backpack Provided Per Single Meal Type**	2.0	
Avg. Number of Breakfasts Per Backpack		1.0
Avg. Number of Lunches Per Backpack		2.1
Avg. Number Meals per Child per Distribution		3.2
<b>Backpack Meals Distributed</b>		
Total Backpack Meals Served	58,702	59,279
<b>Backpack Meals Distributed per Backpack</b>		
Mean		3.2
Range		7
Standard Deviation		1.1
Median		4
<b>Backpack Meals Distributed by Meal Type</b>		
Breakfasts	22,114	23,488
Lunches	34,002	35,869
Snacks	2,586	-
<b>Backpack Meals Distributed by Month</b>		
May	-	-
June	17,498	21,484
July	30,720	26,851
August	10,484	10,944
<b>Backpack Meals Prepared but Not Distributed<sup>b</sup></b>		
Total Backpack Meals Prepared But Not Distributed		681
Breakfasts		-
Lunches		681
<b>Backpack Meals Prepared but Not Distributed by Meal Type***</b>		
May		-
June		265
July		392
August		24

*\*Definition provided on page 13.*

*\*\* This measure assumes backpacks only contain either breakfast or lunch, but not both.*

*\*\*\* Sponsor Ashtabula Children's Services did not provide information on the number of backpacks prepared and was therefore omitted from these calculations.*

**Table B3.a1: 2010–2012  
Backpack Demonstration Sites vs. Comparison Sites: Arizona**

	Existing Demonstration Sites (open 2010–2012)			Existing Comparison Sites (open 2010–2012)		
	2010	2012	% Change 2010– 2012	2010	2012	% Change 2010– 2012
<b>Total Meals</b>	60,888	57,904	-4.9%	385,499	415,877	7.9%
<b>Median Meals per Site</b>	3,469	4,095	18.0%	3,184	3,552	11.6%
<b>July ADA*</b>	722.5	596.6	-17.4%	4,118	4,217	2.4%

*Note: Total Meals and Median Meals per Site include backpack meals, but July ADA does not.*

**Table B3.a2: 2010–2011  
Backpack Demonstration Sites vs. Comparison Sites: Arizona**

	Existing Demonstration Sites (open 2010–2011)			Existing Comparison Sites (open 2010–2011)		
	2010	2011	% Change 2010– 2011	2010	2011	% Change 2010– 2011
Total Meals	77,659	139,565	79.7%	950,579	968,152	1.8%
Median Meals per Site	2,780	9,361	236.7%	2,755	2,950	7.1%
July ADA	816	2,023	147.9%	8,479	9,234	8.9%

*Note: These calculations from the 2011 report include backpack meals.*

**Table B3.b1: 2010–2012  
Backpack Demonstration Sites vs. Comparison Sites: Kansas**

	Existing Demonstration Sites (open 2010–2012)			Existing Comparison Sites (open 2010–2012)		
	2010	2012	% Change 2010– 2012	2010	2012	% Change 2010– 2012
<b>Total Meals</b>	42,645	45,377	6.4%	94,120	56,331	-40.1%
<b>Median Meals per Site</b>	3,108	3,488	12.2%	2,401	1,062	-55.8%
<b>July ADA</b>	756.6	806.8	6.6%	920.8	977.2	6.1%

*Note: Total Meals and Median Meals per Site include backpack meals, but July ADA does not.*

**Table B3.b2: 2010–2011  
Backpack Demonstration Sites vs. Comparison Sites: Kansas**

	Existing Demonstration Sites (open 2010 and 2011)			Existing Comparison Sites (open 2010 and 2011)		
	2010	2011	% Change 2010– 2011	2010	2011	% Change 2010– 2011
Total Meals	45,136	73,479	62.8%	72,182	66,775	-7.5%
Median Meals per Site	2,901	5,196	79.1%	2,353	2,372	0.8%
July ADA	757	1,269	67.7%	634	615	-3.0%

*Note: These calculations from the 2011 report include backpack meals.*

**Table B3.c1: 2010–2012  
Backpack Demonstration Sites vs. Comparison Sites: Ohio**

	Existing Demonstration Sites (open 2010–2012)			Existing Comparison Sites (open 2010–2012)		
	2010	2012	% Change 2010– 2012	2010	2012	% Change 2010– 2012
<b>Total Meals</b>	73,895	76,710	3.8%	352,809	334,618	-5.2%
<b>Median Meals per Site</b>	1,407	1,355	-3.7%	1,752	1,712	-2.3%
<b>July ADA</b>	1,097.5	1,254.0	14.3%	4,712.8	4,974.9	5.6%

*Note: Total Meals and Median Meals per Site include backpack meals, but July ADA does not.*

**Table B3.c2: 2010–2011  
Backpack Demonstration Sites vs. Comparison Sites: Ohio**

	Existing Demonstration Sites (open 2010–2011)			Existing Comparison Sites (open 2010–2011)		
	2010	2011	% Change 2010– 2011	2010	2011	% Change 2010– 2011
Total Meals	78,777	107,017	35.8%	375,247	329,223	-12.3%
Median Meals per Site	1,580	2,628	66.3%	1,800	1,562	-13.2%
July ADA	1,279	1,707	33.5%	4,493	4,077	-9.3%

*Note: These calculations from the 2011 report include backpack meals.*

**Table B4**  
**2012 SFSP Demonstration Sponsors: Food Backpack Demonstration States**

Sponsor Name	Number of Sites	Total Number of Backpacks	Total Unique Children Given Backpacks*	Average Number of Meals per Backpack
<b>ARIZONA</b>				
Chandler Unified School District	7	10,361	650	2.0
Litchfield Elementary School District	17	9,464	757	1.8
Mesa Public Schools	2	2,044	367	2.4
<b>KANSAS</b>				
Arkansas City Public School District	1	791	201	3.0
Central Unified School District (Burden)	4	550	80	3.3
Gardner Edgerton School District	1	1,504	188	4.0
Lawrence Public Schools	7	4,878	640	3.2
Topeka Public Schools	1	692	32	4.3
United Methodist Church (at Wilson Elementary)	1	597	52	3.1
East Central Kansas Cooperative in Education	1	723	46	1.9
<b>OHIO</b>				
Andrew's House	1	797	80	2.0
Ashtabula County Children Services	6	2,052	223	4.0
Community Action Organization of Scioto County	30	4,933	845	2.2
Hamilton Living Water Ministry	2	1,436	103	5.0
Hocking Athens Perry Community Action Agency	11	4,207	488	3.9
Whole Again International	5	3,603	155	4.0

\*Definition provided on page 13.

**Table B5**  
**Seamless Summer: Food Backpack Demonstration States (Statewide)**

	2008	2009	2010	2011	2012
<b>ARIZONA</b>					
# of Sponsors	84	83	71	98	117
# of Sites	394	390	383	363	441
Total Meals Served	1,533,513	1,710,721	1,603,865	1,650,669	1,866,561
Operating Days ADA	41,438	49,929	47,226	44,848	51,698
<b>KANSAS</b>					
# of Sponsors	2	1	-	-	1
# of Sites	4	1	-	-	1
Total Meals Served	18,450	1,708	-	-	593
Operating Days ADA	599	81	-	-	20
<b>OHIO</b>					
# of Sponsors	19	17	60	59	78
# of Sites	58	55	113	110	139
Total Meals Served	83,461	82,060	221,338	191,713	218,650
Operating Days ADA	3,761	3,025	6,410	5,246	7,584



## **APPENDIX C**

### **WAVE 2 DEMONSTRATIONS COMPARISON GROUP SELECTION METHODOLOGY**



## APPENDIX C: WAVE 2 DEMONSTRATIONS COMPARISON GROUP SELECTION METHODOLOGY

The Wave 2 demonstrations operated in targeted local areas and were designed to serve small populations. Even the most successful demonstrations are unlikely to have much effect at the statewide level. FNS and Insight explored using comparison groups at the Core Based Statistical Area (a term that describes areas around an urban cluster, including Metropolitan Statistical Areas and Micropolitan Statistical Areas) and the county levels, but these areas present the same issue of potentially masking any effects of the demonstrations in relatively small demonstration areas. We decided that the appropriate level of comparison for both Wave 2 enhancement demonstrations is to examine changes at the SFSP site level. The method of comparison-site selection differed between the two types of demonstrations, as described below.

**Food Backpack.** For the backpack demonstration, one research question asks whether providing backpacks leads to increased participation in the sites' congregate meal service. The comparison sites serve as a quasi-control group. We compare the number of meals served and ADA before and after implementation of the demonstration at the demonstration sites and the comparison sites to see if there is any indication that providing backpacks is associated with such a change. The comparison groups for each State consist either of sites within the same county or counties as the demonstration sites, or demographically similar counties.

The decision rules for selection of backpack demonstration comparison sites are as follows:

1. Identify demonstration sites within each of three States (Arizona, Kansas, and Ohio) that also operated in 2010.
2. To select comparison sites, identify non-demonstration sites within the same county as the demonstration site(s) that existed in both 2010 and 2012.
3. If comparison sites did not exist within all or some demonstration counties, non-demonstration sites that operated in 2010 and 2012 would be selected from demographically similar counties within the same State, starting with those that are most similar (shortest distance statistically). These counties were ranked using the Distance procedure in SAS that computes the standardized measures of statistical distance or similarity between the observations (rows) of a dataset. The dataset contained county level measures that are often cited as being associated with household food security and to each other<sup>36</sup>—population density, median household income, percent with incomes below the Federal poverty level, unemployment rate (from U.S. Census Bureau's American Community Survey and Population Estimates),<sup>37</sup> and percent who are eligible for free and reduced-price lunches (from U.S. Department of Education's Common Core

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<sup>36</sup> Coleman-Jensen, A., Nord, M., Andrews, M., & Carlson, S. (2011). Household Food Security in the United States in 2010 (ERR-125). Alexandria, VA: U.S. Dept. of Agriculture, Economic Research Service.

<sup>37</sup> U.S. Census Bureau. (2012, February 16). American FactFinder. Retrieved 2.25.12 from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

of Data).<sup>38</sup>

4. In the case that similar counties are also demonstration counties, comparison sites will be selected from the next statistically similar county that is not a demonstration county.
5. To determine how many sites to select from these similar counties, the following criteria are applied:
  - The sites should be within defined geographic units, in this case counties.
  - Select all comparison (non-demonstration) sites that were open in 2010 from the next demographically similar county. Compare 2010 meal counts; if total meals served in comparison sites are comparable to or are more than those in total demonstration sites, stop there.
  - If 2010 meal counts for the comparison group is less than in demonstration sites, expand to select from next similar county (two counties total) until meal counts are comparable to or exceed those in the demonstration site.
6. Demonstration sites and comparison sites for each State were pooled together respectively to assess percent of change in ADA and meals served from the previous year (2010).

**Number of Demonstration and Comparison  
(Non-Demonstration) Sites in Backpack States**

States	Demonstration Sites	Comparison Sites
Arizona	10	91
Kansas	9	28
Ohio	33	149

**Meal Delivery.** For the delivery demonstration, one research question asked whether children who previously attended congregate meal sites switched to the delivery program. This would indicate that the demonstration was not reaching new children as it was intended to do. We examined ADA at the traditional sites that were closest to the delivery areas to see whether attendance at traditional sites changed in conjunction with the implementation of the demonstration. Listing the closest traditional sites also illustrates the distance that children participating in the delivery program would have to travel in order to attend a congregate meal.

To select sites for this analysis, FNS mapped out all of the SFSP sites in the delivery States as well as the location of the dropoff sites and selected the SFSP sites that were nearest geographically to the demonstration area. Decision rules for selection of Meal Delivery demonstration comparison sites are as follows:

1. Identify the “demonstration” locations within the State. These demonstration sites are not SFSP sites, but rather dropoff locations or actual residences.
2. Map out all addresses (street number, street name, ZIP Code) of demonstration and non-

<sup>38</sup> U.S. Department of Education. (2011, April). NCES Common Core of Data Public Elementary/Secondary School Universe Survey: School Year 2009–10. Retrieved from <http://nces.ed.gov/ccd/pubschuniv.asp>.

demonstration sites in the State.

- Using the mapped results, select closest non-demonstration sites for each demonstration location within the State. To control for trends in ADA, the comparison site must have operated from 2008 to 2012. One comparison site that was selected for the 2011 interim analysis was included in this analysis, even though it stopped operating between 2011 and 2012. The number of comparison sites to select depends on mapping results. Because the locations of meal-delivery dropoff sites will be in rural areas of the State, there should not be a great number of traditional SFSP sites in the same area.
- Examine each comparison site separately in assessing change in ADA from previous years.

**Number of Demonstration and Comparison  
(Non-Demonstration) Sites in Meal Delivery States**

States	Delivery/Dropoff (Demo) Areas*	Comparison Sites
Delaware	21	6
Massachusetts	2	1
New York	8	5

*\*Delivery locations and routes were typically clustered in certain rural areas based on the location of the sponsor; the exception is Delaware where one sponsor dropped off meals at six locations throughout the State.*