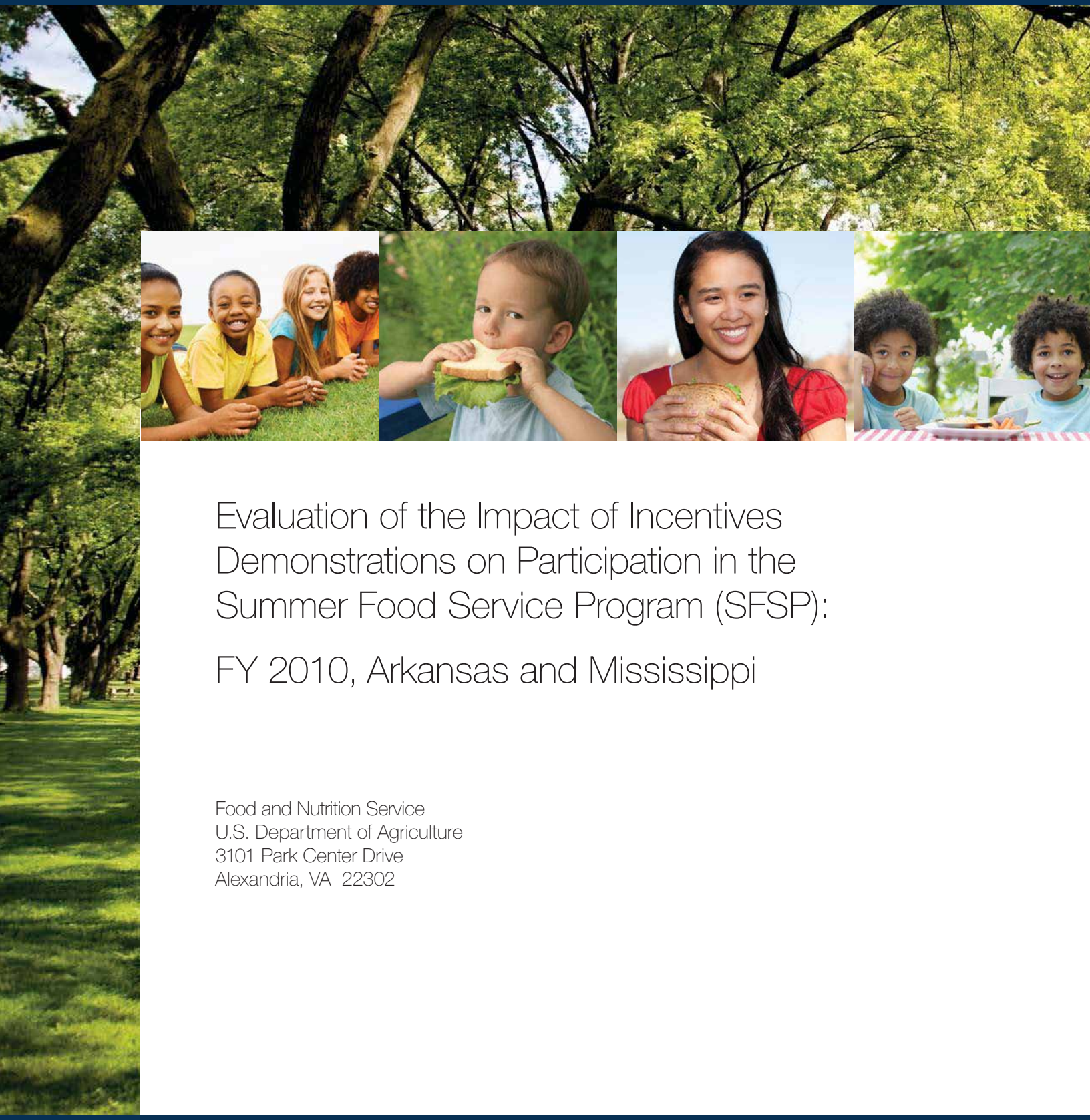

Evaluation of the Impact of Incentives Demonstrations on Participation in the Summer Food Service Program (SFSP):

FY 2010, Arkansas and Mississippi

Food and Nutrition Service
U.S. Department of Agriculture
3101 Park Center Drive
Alexandria, VA 22302

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Evaluation of the Impact of Incentives Demonstrations on Participation in the Summer Food Service Program (SFSP):

FY 2010
Arkansas and Mississippi

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EXECUTIVE SUMMARY

The Summer Food Service Program (SFSP), administered by USDA's Food and Nutrition Service (FNS), provides a critical 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 stagnant.

Pursuant to the 2010 Agricultural 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 summer months, collectively entitled the Summer Food for Children demonstrations. The demonstrations include two efforts, including the Enhanced Summer Food Service Program (eSFSP), which is addressed in this report, and the Summer Electronic Benefits Transfer for Children (SEBTC) demonstrations, which are addressed elsewhere. Together, the eSFSP demonstrations encompassed four separate initiatives, two of which were implemented in summer of 2010 (Wave I) and two of which were implemented in summer of 2011 (Wave II). This report describes the outcomes resulting from the first year of the Wave I eSFSP demonstrations, which were implemented in the summer of 2010. The report will be updated next year to include the results of the second year of the Wave I demonstrations and the first year of the Wave II demonstrations.

Each eSFSP demonstration employs a different intervention mechanism to increase SFSP participation. Specifically, these efforts are attempting to raise participation rates and decrease or eliminate food insecurity among children by providing additional funding for:

- Per-meal incentives to encourage programs of longer duration to improve access to meals for low-income children for a greater portion of the summer (the Extending Length of Operation Incentive Project, Wave I);

- Recreational or enrichment activities at the SFSP feeding sites to meaningfully impact participation (the Activity Incentive Project, Wave I);

- Ways to deliver meals to eligible children in rural areas to address some of the barriers to participation that currently obstruct sponsors in their efforts to reach eligible children in rural areas; such barriers may include lower population densities and greater distances to SFSP sites (the Home Delivery Project, Wave II); and

- Food backpacks containing meals for eligible children to take home to cover the days that SFSP meals are not available (primarily on the weekends) to improve those children's access to nutritious food on those days (the Food Backpacks Project, Wave II).

Although primary outcomes, such as the incidence of food insecurity among low-income children, could not yet be measured in this first year,[1] key secondary and tertiary outcomes were examined to assess changes across the State and within participating sites compared to non-participating sites. Secondary outcomes include the total number of meals served, the total number of children served (as measured by average daily attendance, or ADA) and the participation rate (the ratio of children receiving meals through USDA's summer nutrition programs over the estimated number of children receiving free and reduced-price meals during the school year). Tertiary outcomes include the number of SFSP meal delivery sites, the number of days of operation, and the number and types of activities.[2]

For the Wave I demonstrations, FNS selected two States: Arkansas for the Extending Length of Operation Incentive Project, and Mississippi for the Activity Incentive Project. The selection was based on a number of criteria, but focused on States that have displayed high rates of both childhood food insecurity and low SFSP participation. Arkansas and Mississippi agreed to implement the demonstration projects for a minimum of 2 years, through the summers of 2010 and 2011. Key results from the 2010 demonstrations follow.

Extending Length of Operation Incentive Project. The Arkansas demonstration provided an additional 50-cent reimbursement for all lunch meals served at sites in Arkansas that offered meals for 40 or more days so that the sites could feed children in their communities for a larger portion of the summer. The total number of sites that claimed incentive funding was 163 (out of 349). In addition to the $306,000 of incentive monies distributed to sponsors for this year of the demonstration, Arkansas supplied approximately $1,097,545 in additional funding through the Temporary Assistance to Needy Families (TANF)[3] emergency contingency funds. The additional TANF funds were used to help transport families to sites and reimburse sponsors for adult meals served.

Secondary Outcome Measures:

- Meals served increased by 40.6 percent from 2009 to 2010, compared to a 4.9 percent increase in similar States[4] (other high-need, low-participation States) over the same time period. It is not possible to determine how much of the increase is attributable to the demonstration and how much is attributable to the subsidized transportation.

[1] Primary outcomes will be highlighted in a forthcoming report.

[2] 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.

[3] In Arkansas, all SFSP sponsors received transportation funds through TANF at the rate of $30 per day, per site multiplied by the number of days of operation. Only the SFSP sponsors/sites that served adult meals received additional TANF payment for adult meals. SFSP sponsors/sites did not have to apply for the transportation money, but they did have to let the State agency know they were going to serve adult meals. In 2010, 66 sponsors claimed reimbursements for adults meals, 127 sites served adult meals in July while 95 sites served adult meals in August. No adults were served in June. There were 40 sponsors and 64 sites that served adult meals (thus receiving TANF funds) and also participated in the Enhanced SFSP demonstration in 2010. Arkansas will not use any TANF funds to support SFSP-related activities (transportation and reimbursement of adult meals) in 2011.

[4] For this report, "similar States" comprise the eight other States that were eligible to apply for the two incentives demonstrations: Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming. Seven of the eight States in this comparison group did not use TANF funds to support SFSP-related activities. The eighth State, Florida, used a small amount ($46,237) in TANF Emergency Contingency funds for the transport of children to SFSP sites in 2010.

- ADA in July increased by 35.3 percent from 2009 to 2010, compared to just 9.6 percent in similar States. It is not possible to determine how much of the increase is attributable to the demonstration and how much is attributable to the subsidized transportation.

- The participation rate (ratio of children who participate in USDA's summer nutrition programs in July compared to those who receive free and reduced-price meals during the school year) increased by 22.1 percent from 2009 to 2010, compared to 2.3 percent in similar States. Again, it is not possible to determine how much of the increase is attributable to the demonstration and how much is attributable to the subsidized transportation.

Comparing existing participating sites (operating in both 2009 and 2010) to non-participating sites operating during these years revealed significant differences. There was a significant relationship between participation in the demonstration and meals served and ADA at SFSP sites. For example:

- The median number of meals served increased by 10.1 percent at participating sites from 2009 to 2010, but dropped by 13.4 percent at non-participating sites.

- The median ADA in July increased by 9.5 percent at participating sites from 2009 to 2010, but declined by 10.0 percent at non-participating sites.

Tertiary Outcome Measures:

- The number of sponsors almost tripled (from 110 in 2009 to 306 in 2010).

- In 2010, participating sites were open a median of 48 days, compared to 24 days for non-participating sites. The median number of days of operation increased by 9.1 percent at participating sites from 2009 to 2010, but dropped by 14.3 percent at non-participating sites.

- More than half (54.3 percent) of the participating sites increased their days of operation from 2009 to 2010, compared to less than a third (31.2 percent) of non-participating sites.

Activity Incentive Project. The Mississippi demonstration provided sponsors with mini-grant awards to increase enrichment and recreational activities, such as education, tutoring, sports and games, arts, and other activities to help draw children to meal sites. Mississippi encountered some significant challenges in setting up the demonstration, which delayed the start date of the sponsors' activities. As a result, although 40 sites were awarded mini-grants, 18 sites did not spend any funds at all, leaving only 22 sites actively participating in the demonstration. Overall, only $61,180 of the $147,000 authorized for sponsors to implement activities was spent during the first year.

Secondary Outcome Measures:

- Statewide, meals served across the summer increased at the same rate (4.7 percent) in 2010 as in similar States (4.9 percent).

- ADA in July increased by 18.7 percent from 2009 to 2010, compared to 9.6 percent in similar States.

- The participation rate increased by a modest 4.9 percent from 2009 to 2010, compared to 2.3 percent in similar States.

Comparing participating sites operating in both 2009 and 2010 to non-participating sites operating during these years yielded no statistically significant relationships. For example:

- From 2009 to 2010, the median number of meals served declined by 10.0 percent at participating sites and 1.8 percent at non-participating sites.

- July ADA increased by 5.7 percent from 2009 to 2010 at participating sites compared to 12.0 percent at non-participating sites.

Tertiary Outcome Measures:

- All of the 22 actively participating demonstration sites that used incentive funding implemented some type of new activity; the majority of these were sports and games. The percentage of participating demonstration sites that offered recreational activities was more than four times that of non-participating sites (90.9 percent versus 20.5 percent, respectively).

Conclusions. While each demonstration project showed improvements, it is important to note that there are many extraneous factors that could influence the estimates shown 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. The results of this demonstration for the year 2010 need to be carefully viewed in that context. Nonetheless, the changes observed are consistent with a generally positive impact of measures of SFSP service levels.

CHAPTER I: INTRODUCTION

Authorized under the 2010 Agricultural 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 food for low-income children when school is not in session.[5] The purpose of these demonstration projects is to reduce or eliminate the food insecurity and hunger of children and improve their nutritional status. Each year, USDA produces scientifically valid information regarding which projects are effective in meeting these objectives; this report is the first in a series of reports designed to provide this information.

Since 1975, the Summer Food Service Program (SFSP) has provided free, nutritious meals to help children in low-income areas obtain the nutrition that they need to learn, play, and grow 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. Its mission is to increase food security and reduce hunger by providing children and low-income individuals with access to healthy food in a manner that supports American agriculture and inspires public confidence. The Agency also works to empower program participants with knowledge of the link between diet and health. FNS administers 15 nutrition assistance programs, including 3 that specifically target school-age children: the SFSP, the National School Lunch Program (NSLP), and the School Breakfast Program (SBP).

There are two components to the Summer Food for Children demonstration projects. The first and most visible effort, the Summer Electronic Benefits Transfer for Children (SEBTC) demonstrations, takes advantage of existing Supplemental Nutrition Assistance Program (SNAP) and Women, Infants and Children (WIC) nutrition program technologies to electronically deliver food benefits equivalent to what a child qualifying for the NSLP would receive during the school year. A second and equally important endeavor is the Enhanced Summer Food Service Program (eSFSP) demonstration projects, which are described in this report. These eSFSP demonstration projects take place in two waves; Wave I began in 2010 and Wave II began in 2011.

In 2010, Arkansas and Mississippi were provided with funding for 2 years that allowed them to incentivize sponsor participation in the SFSP. Specifically, these two demonstrations are attempting to raise participation rates and decrease or eliminate food insecurity among children by providing:

- Incentives for Arkansas' sponsors to extend the duration of program operations (entitled the Extending Length of Operation Incentive Project), and

> "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*

[5] A school year in the United States is typically comprised of a 9-month period beginning in September and ending in May.

- Funding for Mississippi to boost site participation by offering new activities at sites (entitled the Activity Incentive Project).

In 2011, Wave II of the eSFSP demonstrations will be implemented in the States of Arizona, Delaware, Kansas, Ohio, Massachusetts, and New York (these demonstrations will continue in the summer of 2012).

These two demonstrations are attempting to raise participation rates and decrease or eliminate food insecurity among children by providing funding for approved sponsors in the selected State(s) to:

- Provide eligible children with food backpacks containing meals to take home to cover the days that SFSP meals are not available, typically on the weekends, and

- Develop ways to deliver summer meals to eligible children in rural areas.

The purpose of this report is to present the preliminary findings from the first year of the two Wave I demonstrations, including changes in meal counts, average daily attendance (ADA), and program participation. Future reports will address changes in food security and provide an assessment of implementation costs.

A. BACKGROUND

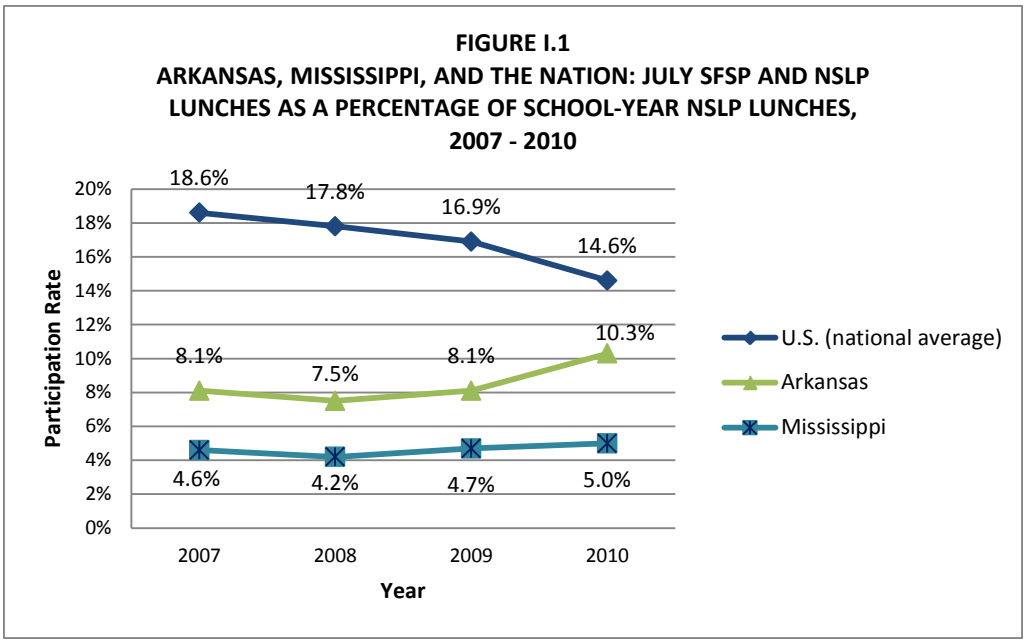
Despite ongoing efforts to increase participation, the SFSP only reaches a fraction of eligible children, and substantially fewer children participate in the SFSP compared to the number that participate in the school lunch program during the school year. Nationwide, in July 2010, combined SFSP and NSLP participation was less than 15 percent of the free or reduced-priced NSLP participation during the previous school year (USDA FNS National Data Bank[6] (NDB)).

In 2010, FNS issued a solicitation for applications from 10 States with the highest rates of childhood food insecurity and the lowest rates of SFSP participation—Arkansas, Arizona, Florida, Georgia, Louisiana, Mississippi, North Carolina, Oklahoma, Texas, and Wyoming—to implement 1 of 2 demonstration projects statewide. States were 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. 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).

The two States selected by FNS to implement the Wave I demonstrations were Arkansas and Mississippi. These States consistently experience both higher-than-average food insecurity among children and very low SFSP participation levels (USDA, 2009; Nord, 2009). In

[6] The USDA FNS National Data Bank (NDB) 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.

Arkansas, only 10.3 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 14.6 percent. In Mississippi, only 5.0 percent of eligible children received summer nutrition assistance (NDB; see Figure I.1).



Source: NDB.

Note: The percentages for AR and MS were calculated by dividing the ADA in the SFSP and NSLP in July by the ADA in the NSLP from the immediately preceding school year. The U.S. NSLP ADA figures include children served in U.S. territories and on military bases.

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

FNS specified that these States implement these demonstration projects for a minimum of 2 years (i.e., through the summer of 2011). Additionally, the grant specified that the States 1) promote the demonstration statewide, 2) recruit participation from sites in all parts of the State, and 3) implement a tracking system for maintaining required data. A brief side-by-side comparison of each of the 2010 demonstrations is provided in Table I.1.

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

	EXTENDING LENGTH OF OPERATION PROJECT: Arkansas	ACTIVITY INCENTIVE PROJECT: Mississippi
Purpose	To determine whether a financial incentive to encourage programs to extend the number of days of operation can improve access to meals for low-income children for a greater portion of the summer.	To determine whether providing sponsors with additional funding to create recreational or educational activities at their sites can increase SFSP participation.
Incentive	An additional $0.50 reimbursement for each lunch served at sites that are open for 40 days or more during the summer.	Grants up to $5,000 per site per year were given to selected sponsors to plan and implement enrichment activities at SFSP meal sites. The funds paid for equipment and other expenses associated with offering new activities at the site.[7]
Budget Estimate	$1,200,000 over 2 years	$1,000,000 over 2 years
Eligibility	All sponsors in the State that operated at least 1 meal service site were eligible to participate in the demonstration.	All sponsors in the State that operated at least 1 meal service site were eligible to participate in the demonstration.
Sponsor Requirements	Sponsors that were open for a minimum of 40 days in the summer of 2010 were automatically approved to receive demonstration funds. Sponsors did not have to apply to the demonstration. This number of days was selected because it is a large portion of the typical summer break from the school year.	Sponsors that were open for a minimum of 30 days during the summer of 2010 could apply to receive the demonstration funds.
Selection	There was no selection process; all sites open 40 days or more were automatically included. However, Arkansas encouraged sponsors that operated for fewer than 40 days to expand program operations to become eligible. Not all sites under a particular sponsor must operate for 40 or more days for the sponsor to be eligible to receive the incentive. However, the incentive was only provided to sites that operated for the required period of time or longer.	Sponsors submitted an application to participate, listing each site applying for the grant. Sponsors were required to describe the new activities; how they would be implemented; how they would increase participation; how they would communicate within the community (through outreach and advertisements); and an estimate of the number of new children that would be drawn to the site. Criteria used by Mississippi to select the sponsors included a history of successful program operation; anticipated number of children served; number of sites operated; proposed increase in participation; length of program operation; planned activities and plan for implementation of activities; partnerships; area eligibility; sustainability; and transferability.
Target Areas	Arkansas' rural Delta Region, whose 42 counties encompass more than half of the	No specific areas were targeted. However, Mississippi undertook a number of measures to

[7] Sponsors were eligible for activity incentive funds for each site they operate that has these enrichment or recreational activities. Each sponsor was required to list each site applying for the grant; these sites were required to be open for 30 or more days.

	EXTENDING LENGTH OF OPERATION PROJECT: Arkansas	ACTIVITY INCENTIVE PROJECT: Mississippi
	State, was the primary target area. This region poses many challenges in terms of serving the State's children and youth. Arkansas conducted outreach and promotional activities targeting counties in the Delta Region.	publicize the project and encourage sponsor applications throughout the State.
Data Requirements	Participating sponsors were required to submit data more frequently than were non-participating sponsors; for example, demonstration sponsors submitted data on lunches served on a weekly basis, as opposed to the usual monthly basis.	Participating sponsors were required to submit itemized lists of all expenditures and documentation supporting expenditure claims to receive reimbursement for supplies, and detailed job descriptions and labor rates for reimbursement for additional personnel costs. The sponsors were also asked for information on the activities offered at participating sites.

B. STUDY OBJECTIVES AND METHODOLOGY

The goal of this study is to assess the impact of the Arkansas and Mississippi Wave I eSFSP demonstrations on key secondary and tertiary outcomes, including participation. Together, these projects provided a means of assessing two methods of improving access to and participation in the SFSP during the summer months, with the intent of increasing food security among low-income children. Two overarching research questions drove the study (see Table I.2).

Table I.2
Research Questions

State	Research Question
Arkansas	1) Does the statewide availability of per-meal incentives to SFSP providers who increase the number of days they are open to serve meals to needy children have a meaningful impact on participation/coverage?
Mississippi	2) Does the statewide availability of grants to SFSP providers who offer new site activities that are designed to draw and sustain attendees have a meaningful impact on participation/coverage?

Data for this study were obtained primarily from State agency databases and combined with State-level information from the NDB.[8] The data were obtained for 2007 through 2010. The administrative data were cleaned, edited, and tabulated, and a comprehensive Sponsor-Site SFSP Database was designed and developed, along with a supporting codebook and documentation. Table I.3 illustrates the number of sponsors and sites in the database for each State per year.

[8] Including data from forms FNS-418 and FNS-143.

Table I.3
Number of Sponsors and Sites by Year

State	Sponsors	Sites
Arkansas		
2007	91	n/a*
2008	95	162
2009	110	235
2010	306	349
Mississippi		
2007	107	321
2008	103	301
2009	117	330
2010	123	363

**n/a. Arkansas did not maintain this data in 2007.*

FNS's NDB data was used to form two comparison groups. The first comparison group comprises a set of "similar States," which includes the other eight States that were eligible to apply for the 2010 demonstrations.[9] The second comparison group includes all other States (i.e., the balance of the Nation). Additionally, the report examines differences between participating sites and non-participating sites through comparing data from existing sites (those that existed in both 2009 and 2010) to that from previous years.

Although primary outcomes such as the incidence of childhood food insecurity could not be measured during this first year of the demonstrations, three key secondary outcomes and three tertiary outcomes were selected to assess any changes. Each of these is described briefly below.

Secondary Outcomes:

1. **Total meals served.** This measure indicates whether the total number of SFSP meals served (breakfast, lunch, snack, and supper) is increasing or decreasing for the summer as a whole.

2. **Average number of children served per day.** FNS measures the number of children served by calculating the average daily attendance, or ADA, an approximate measure of participation in the program. There are two ways to calculate this measure:

   - ***Operating Days ADA.*** This method yields the average number of SFSP meals served to low-income children per day. For each SFSP site, Operating Days ADA is computed by dividing the number of "first" meals served[10] for the largest sitting—breakfast, lunch, or supper[11]—by the total number of operating days over the summer. This figure is rounded to the nearest integer value and the ADA is summed

[9] The eight "similar States" include Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming.

[10] 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.

[11] For example, if there were 2,000 1st meals for lunch and 1,000 1st meals for breakfast, then the largest sitting would be lunch.

across all SFSP sites in the State. This approach has been used in previous research and tends to yield a higher result than is produced by using July ADA, as the number of actual operating days per month tends to be lower than the estimated number of operating days used for calculating July ADA.

- ***July ADA.*** This method yields the number of low-income children receiving SFSP meals on an average day in July. For the State, the total number of SFSP first lunches served in July is divided by the number of operating days in July (or total number of non-holiday weekdays in July).[12] The ADA can vary greatly by month, so the States are often compared using data from the month of July (the summer month during which States typically serve the most SFSP meals).

  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 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.[13] 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.

3. **Summer lunches as a percent of school-year lunches (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 low-income children receiving SFSP or NSLP lunches in the summer over the estimated number of children receiving free and reduced-price NSLP lunches during the school year. *Note: This indicator is also used in the Office of Management and Budget's (OMB) Program Assessment Rating Tool (PART) reviews of the SFSP*. There are two methods by which FNS[14] calculates this measure:[15]

   - ***July ADA over NSLP ADA in March.*** This method 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 March. This measure is calculated as the July ADA divided by the March ADA.[16]

[12] This assumed that all participants are served for 21weekdays in July 2010 (not counting the July 4 holiday).

[13] The Food Research Action Center (FRAC) has popularized the use of July ADA and uses the assumed operating days in its calculations.

[14] This method has long been used by FNS to calculate NSLP free and reduced-price participation from the NDB. Additionally, the method has 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."

[15] These methods have long been used by FNS to calculate NSLP free and reduced-price participation from NDB data.

[16] This measure does not account for all the other months during which school is in session.

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

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

[Denominator of the ratio]: The average number of lunches served, per day, during the School Year. Note: Since the number of operating days varies across schools and School Food Authorities (SFAs), FNS does not require States to submit this information (thus, the number of operating days in March is not available in the NDB). Instead, FNS calculates the number of operating days in March using an algorithm as follows. The number of operating days in March is computed separately by State as the State's total number of NSLP lunches served in March divided by its average number of NSLP lunches served per day in March. For example, if the NSLP total lunches served in March was 540,000, and the average number of lunches served per day in March was 28,000, then the estimated operating days for May would be 540,000/28,000 = 19.29. See Appendix C for a more detailed explanation.

- ***July ADA over NSLP ADA throughout the school year.*** This method 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. This measure is calculated as the July ADA divided by the school-year ADA.[17]

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

[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 C.

Both of these methods combine SFSP and NSLP lunches to calculate the July ADA. There are two reasons why the measure is computed using the meal counts of both programs in the numerator. First, because NSLP summer meals are part of FNS's overall support for low-income children in the summer, and second, to ensure that the measure of change does not count lunches provided by school sponsors who switched from providing through the NSLP to providing through the SFSP (or vice versa).[18]

[17] The percentage is similar, but combines May, June, July, August, and September data and adjusts for operating days in each month separately. The measure uses the SFSP ADA in July divided by F/RP NSLP participation throughout the school year (9-month averages for October-May and September of the following year. Summer months (June-August) are excluded.). FNS has long used the average daily meals divided by an attendance factor of 0.927 to calculate participation.

[18] 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.

Tertiary Outcomes:

1. **Number of SFSP sponsors and meal-delivery sites.** The number of sponsors and associated meal-delivery sites affects the amount of access that low-income children have to the program.[19]

2. **Number of days of operation.** The number of days that a site is open throughout the entire summer may directly affect the children's ability to access meals.

3. **Number and type of activities.** The Mississippi demonstration determined whether increasing the number and range of activities could have a meaningful impact on participation.

The results of the analysis of these measures are provided in Chapters III and IV.

C. DATA LIMITATIONS

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

1. States maintain their own unique data systems, and although each State maintains a core set of data for the SFSP (meals served and ADA), the data elements within these systems vary. As a result, the data maintained by Arkansas and Mississippi differed, which limited the types of information that could be compared across the States. For example, Mississippi maintains detailed administrative cost data for each sponsor, whereas Arkansas does not collect this information. Neither State maintained data on site activities, although Mississippi did submit this information in a separate listing for 2010, enabling this study to analyze activities for that year, but not for previous years. The contents of this report include separate chapters presenting findings for each of the States.

2. It is difficult to disaggregate the effects of the demonstration from competing factors that impact 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 in 2010, in addition to the $306,000 in incentive moneys distributed to sponsors for this first year of the demonstration, the Arkansas Department of Workforce Services supplied approximately $1,097,545 in additional funding through the Temporary Assistance to Needy Families (TANF) emergency contingency funds to help sponsors break down barriers that they face in raising participation.[20] Funding for transportation was made available to sponsors to help transport food or children to

[19] These indicators are used in the OMB PART reviews of the SFSP.

[20] In Arkansas, all SFSP sponsors received transportation funds through TANF of $30 per day, per site multiplied by the number of days of operation. Only the SFSP sponsors/sites that served adult meals received additional TANF payment for adult meals. SFSP sponsors/sites did not have to apply for the transportation money, but they did have to let the State agency know they were going to serve adult meals. In 2010, 66 sponsors claimed reimbursements for adult meals; 127 sites served adult meals in July while 95 sites served adult meals in August. No adults were served in June. There were 40 sponsors and 64 sites that served adult meals (thus receiving TANF funds) and participated in the eSFSP demonstration in 2010.

feeding sites. Additionally, funds were provided to reimburse sponsors to feed adults at the SFSP sites so that families and communities could eat together. Since these TANF funds were combined with the SFSP demonstration funds, separating the effects of these two programs is problematic.

3. Although the ADA (and correspondingly, participation rates) can vary greatly between summer months, FNS requires States to submit data on ADA for the month of July only (which is considered to be the peak month of national program activity; USDA, 2010f). As a result, the ADA and participation rate measures are most often compared using data from the month of July. However, this measure is an issue for Mississippi since Mississippi historically serves twice as many meals in June as compared to July. Thus, any measures that compare July ADA data in Mississippi to that from similar States and the Nation should be interpreted with caution.

4. More generally, major program changes often take more than 1 year to demonstrate their full effect. During the initial year, implementation issues often are revealed that may be addressed subsequently. This report only covers the first year of the SFSP demonstrations in Arkansas and Mississippi.

D. ORGANIZATION OF THIS REPORT

This evaluation will provide Congress and FNS with critical information about the potential effectiveness of the Wave I 2010 demonstrations in increasing SFSP participation. Chapter II provides background on the SFSP, including a history of participation rates. Chapters III and IV provide findings from the 2010 demonstrations conducted in Arkansas and Mississippi, respectively. Appendix A contains a brief history of the SFSP. Appendix B contains the detailed tabulations upon which the findings were based and Appendix C contains a description of the formula used to calculate average daily participation in NSLP free and reduced-price meals during the school year.

CHAPTER II: BACKGROUND ON THE SFSP

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.[21] The program offers two additional benefits as well: 1) combating childhood obesity by providing well-balanced meals that are nutritionally superior to those that children would consume on their own, and 2) supporting programs that keep children engaged during the summer months, reducing the learning loss during the summer break. Families with children who participate in the SFSP consider the program an important source of nutritious food for their children (Felton & Harley Associates, 2006). In 2006, more than 91 percent of participant families relied on the program to provide their child's (or children's) daily lunch (Felton & Harley Associates, 2006).

One goal of the SFSP is to mitigate the decline in food security during the summer months when school-age children may no longer have access to school meals, which are of critical importance in maintaining food security when school is in session. With enrollment in the SFSP far lower than school enrollment, the reach of the SFSP is limited. Efforts to increase SFSP enrollment, and thus the meals served to children during the summer months, may forestall the decline in food security during the summer months.

> "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*

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 or a community center. In July 2010, more than 4,600 local agencies (sponsors) served an average of nearly 2.3 million children per day at nearly 38,500 feeding sites nationwide (USDA, 2010a). From May through September of 2010, more than 131 million meals (including breakfast, lunch, supper, and snack) were provided through the SFSP sites across the country (USDA, 2010a; USDA, 2010b). Exact dates of program operation vary across locations in accordance with the local school calendar, but typically, the SFSP is operational between May and September.

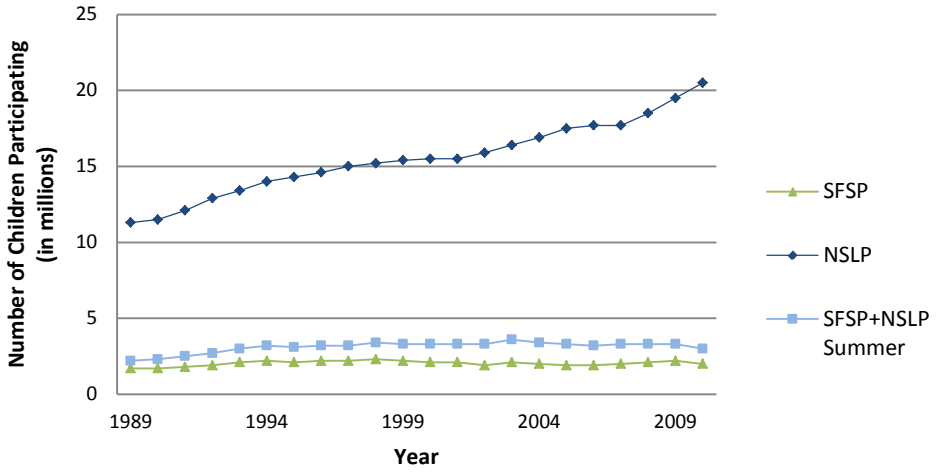
Despite the many changes the program has undergone with respect to eligibility criteria, administrative procedures, and funding levels (see Appendix A for details), the SFSP has been unable to attain the same level of program participation that the NSLP achieves during the school year. The differences in levels of program participation are to some extent structural, as

[21] 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 or high school age children (25 percent; 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 participate in a public or nonprofit private school program established for the mentally or physically handicapped.

discussed briefly below. Participation in the SFSP and the NSLP summer option combined has rarely exceeded 10-15 percent of the average participation in the free and reduced-price NSLP (USDA, 2010d). In 2010, while about 20.5 million children nationwide received free or reduced-price meals through the NSLP daily, only about 3.0 million children received meals through the SFSP and the NSLP summer option (15 percent of school year NSLP children; USDA, 2010d; USDA, 2010e, USDA, 2010f).[22] In terms of spending, USDA spent $359 million on the SFSP in FY 2010, compared with $10.9 billion for the NSLP (3.3 percent of NSLP funds; USDA, 2010d).[23]

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 (2005) to 2.3 million (2010; USDA, 2010b; see Figure II.1). Similarly, the number of children participating in the SFSP and the NSLP summer option combined has ranged from 2.2 million (in 1989) to 3.6 million (in 2003; see Figure II.1).

FIGURE II.1
SFSP PARTICIPATION, SFSP/NSLP SUMMER PARTICIPATION, AND FREE AND REDUCED-PRICE NSLP PARTICIPATION, 1989 - 2010



Source: NDB.

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

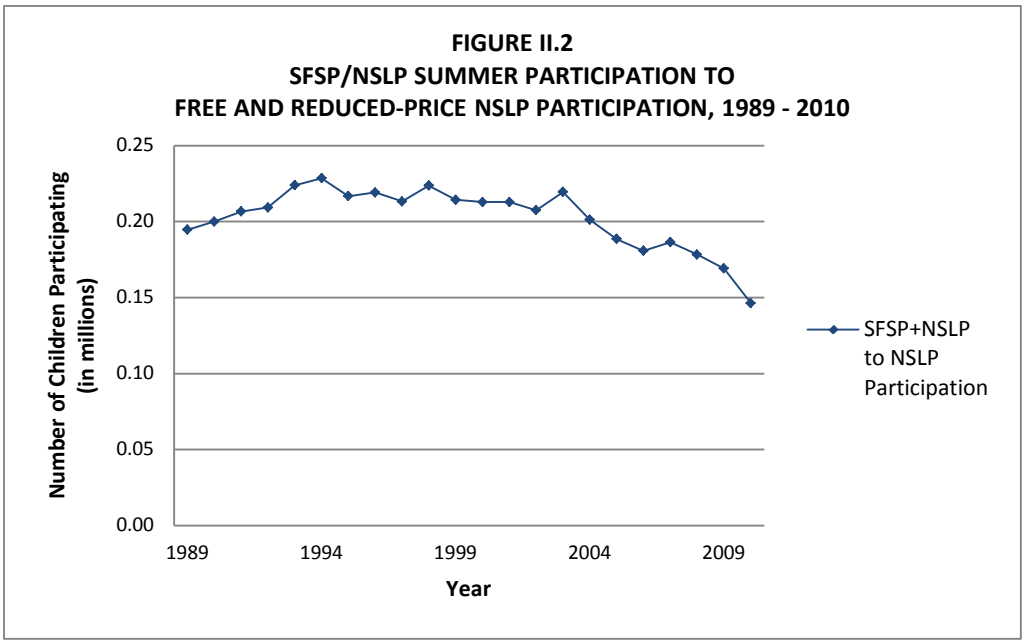
Data reflect July participation in the SFSP and 9-month participation averages (excluding the summer months) for free and reduced-price lunches for the NSLP.

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

In the past 10 years, the ratio of SFSP to free and reduced-price NSLP participation has decreased from 14 percent in 2000 to 10 percent in 2010, as depicted in Figure II.2.

[22] ADA for SFSP is calculated in July, the peak month of attendance.

[23] The NSLP ADA figures used to calculate this number include children served in U.S. territories and on military bases.



Source: NDB.

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

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

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), 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 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.

In addition to the SFSP, there are other nutrition assistance programs operating over the summer, including the Seamless Summer Option, which allows States to operate the NSLP and SBP during the summer months (USDA, 2007). In most States (as well as nationwide), participation in the SFSP is higher than in the Seamless Summer Option, but in a few States, Seamless Summer Option participation outweighs that in the SFSP (FRAC, 2010). Participation in these two summer nutrition programs combined still only accounts for a small percentage of school-year NSLP participation[24] across the Nation, ranging from a low of 4.9 percent in Oklahoma to a high of 34.3 percent in New Mexico (based on data from July 2009 and the 2008-2009 school year; FRAC, 2010).

[24] The ratio of children participating in the SFSP and free and reduced-price NSLP meals in the summer over the number of children participating in the free and reduced-price NSLP meals during the school year.

B. OVERVIEW OF ADMINISTRATION

FNS oversees the administration of the SFSP at the Federal level by setting regulations, providing funds to States[25] to operate the program, overseeing implementation, and collecting and analyzing performance data. FNS provides funding to States on a per-meal basis to cover two types of costs: 1) operational costs, including those for the purchase, preparation, and delivery of meals, and program and staff time for supervision; and 2) administrative costs, including those for program management, office expenses, administrative salaries, insurance, and some financial management costs. Reimbursement rates vary by type of site, with higher rates paid for meals served at rural sites and self-preparation sites. SFSP reimbursements are based on the number of reimbursable meals served multiplied by the combined operating and administrative rate for that meal. The maximum reimbursement rates per meal for summer 2010 are shown in Table II.1 (USDA, 2010c).

Table II.1
Reimbursement Rates

Meal	Reimbursed Amount
Self-Preparation - Rural Sites	
Breakfast	$1.8475
Lunch/Supper	$3.2475
Snacks	$0.7625
Other Types of Sites (Vended - Urban)	
Breakfast	$1.8125
Lunch/Supper	$3.1950
Snacks	$0.7450

Note: Payment rates are higher in Alaska and Hawaii to reflect the higher cost of providing meals in those States.

This section briefly describes how FNS works with State agencies and local sponsors to implement the SFSP.

1. State Implementation

In most States, the State Education Agency that administers the school meal programs administers the SFSP.[26] These agencies recruit new sponsors, process sponsors' applications, provide training and technical assistance to sponsors, monitor sponsor operations, and process sponsor claims. At the start of each year, States must submit a Program Management and Administration Plan to the appropriate FNS Regional Office to receive Federal funding for the SFSP.[27] The following are State responsibilities in administering the SFSP.

[25] The SFSP operates in all 50 States, Puerto Rico, the Virgin Islands, and the District of Columbia (all of which are referred to as "States" in this text).

[26] In 2009, nine States administered the program via a State agency other than the education agency (through the Departments of Agriculture, Health, or Social Services). Virginia did not operate the program; rather, it was administered through the FNS regional office for that State.

[27] These plans must include 1) the State's administrative budget for the fiscal year; 2) the State's plan for use of program funds and funds from within the State; 3) plans for providing technical assistance and training to eligible sponsors; 4) plans for monitoring and inspecting sponsors, feeding sites, and food service management companies; 5) the plan for timely and effective action against program violators; 6) the plan for ensuring the fiscal integrity of sponsors; 7) a plan for ensuring compliance with the food service management company procurement monitoring

a. *Request and Process Applications and Make Awards*. States must set the eligibility criteria and application deadlines and make this information available to interested sponsors. They also must determine which sponsors' applications are approved and notify those approved sponsors. States must identify geographic areas with greater need and make plans to target potential sponsors in those areas in their outreach efforts.

b. *Train and Monitor Sponsors and Sites.* States must train SFSP personnel from each approved sponsor in addition to food-service management companies, auditors, and health inspectors. States must develop, update, and distribute all program materials. States also must conduct preapproval visits (for new sponsors and sites); reviews of selected participating sites to ensure compliance with all program rules and regulations; and, when necessary, follow-up reviews. States are also required to develop and maintain monitoring and record-keeping systems with data on all participating sponsors.

c. *Submit Data to FNS.* States are required to keep full financial records on the SFSP, including authorized funds, obligations, balances, and assets. States must submit to FNS a report on program operations (using form FNS 418) for each month the program is in operation; the report must be submitted within 90 days of the last day of that month for the State to receive program funds (USDA, 2010g).[28] In addition, States must submit a final Financial Status Report (SF 269) within 120 days of the end of the fiscal year (USDA, 2010h).

d. *Distributing Funds to Sponsors.* States must provide reimbursement to SFSP sponsors for meals served on a monthly basis. At the beginning of the summer, States are issued a line of credit on which they draw to reimburse sponsors. The amount of the reimbursement is based on the type of sites operated and the number of each type of meal served (see Table II.1; 2010g). In addition, States have the option to provide start-up payments to sponsors that have been approved for program participation. States are required to maintain records of all payments issued to sponsors (USDA, 2010h).

2. Program Sponsors

Local program sponsors carry out the daily operations of the SFSP. The sponsors are extremely diverse in terms of the size of their programs and the activities they offer. Types of eligible organizations include:

- Public or private nonprofit schools, or School Food Authorities (SFAs);
- Local government agencies;

requirements; and 8) an estimate of the State's need, if any, for monies available to pay for the cost of conducting health inspections and meal quality tests.

[28] Specific information submitted on form FNS 418 includes the number of meals served (broken down by meal type) by site type; the number of sponsors (broken down by sponsor type); the number of sites (broken down according to sponsor types); the number of rural sites (broken down by sponsor types); and the ADA of sponsors (broken down by sponsor types).

- Public or private nonprofit residential camps;
- Public or private nonprofit universities or colleges participating in the National Youth Sports Program[29] (NYSP); and
- Private nonprofit organizations.

Sponsors are responsible for applying to sponsor the program, providing meals or contracting with vendors to provide meals, and monitoring meal service. When applying, new sponsors must, among other requirements, establish their eligibility (demonstrate that they are one of the eligible organization types listed above); demonstrate financial and administrative capability (operate a nonprofit food service, provide a year-round public service to the area in which they will operate, agree to serve low-income children, and exercise management control over all operating sites); describe how they will provide meals; and provide a budget for administrative and operating costs (USDA, 2010i). They must also provide detailed information on every site they intend to operate, including site location, estimated attendance, site supervisory needs, hours of meal service, and documentation of site eligibility. Sponsors must submit either school data or census data, or in some cases clarify how individual eligibility information will be collected, to the State to show eligibility. School data, generally obtained from the local school district, are usually based on the percentage of children in the area who are certified eligible for free or reduced-price school meals (USDA, 2010i). Census data, generally regarded as less accurate and less up-to-date than school data, can be used to depict localized pockets of poverty and other geographic details that cannot be captured by school data (USDA, 2010i).

Claims for reimbursement indicating the total number of program meals served during the claim period must be filed with the State within 60 days of the last day of the month during which the meals included in the claim were served.

3. Local Program Sites

Each sponsor operates one or more sites (the actual locations) where free meals are served to children. Sponsors may operate up to 200 sites with a maximum attendance of 50,000 per day. In 2003, 50 percent of sponsors that operated more than one site; these multiple site sponsors accounted for 89 percent of all meals served (MPR, 2003). Types of eligible program sites include:

- ***Open Sites.*** These sites operate in low-income neighborhoods where at least 50 percent of the children live in households with incomes at or below 185 percent of the Federal poverty level (making them eligible for free or reduced-price school meals). These sites are open to all children who wish to attend, and sponsors receive reimbursement for all meals served to children (regardless of their families' income level).

[29] Federally funded sports camps for low-income children.

- ***Enrolled (Closed) Sites.*** These sites provide free meals to children enrolled in an activity program at the site where at least 50 percent of the enrolled children are eligible for free and reduced-price school meals. Sponsors receive reimbursement for all meals served to children that are enrolled in the activity program (regardless of the family income level).

Other types of sites include residential or day camps, those for children of migrant workers, and colleges and universities participating in the National Youth Sports Program. The program can also operate in school districts with year-round school programs. These sites, which can be any of the above site types, serve children in school districts with year-round schools where the children may be on break, or "off-track," during times other than the summer months (USDA, 2010i).

Most sites can be reimbursed for only two meals or snacks served per day; however, camp sites and sites that serve primarily migrant children can be reimbursed for as many as three meals or snacks per day served to eligible children. The meal most commonly served is lunch; in 2003, almost all of the sites served lunch and about half of the sites served breakfast (MPR, 2003).

C. PAST RESEARCH, DEMONSTRATIONS, AND EVALUATIONS

Since the SFSP began, numerous research and evaluation projects have been undertaken at the Federal level to 1) document participation trends and the factors that contribute to these trends, 2) understand the participation gap between the NSLP and the SFSP, or 3) identify program improvements that could be made. The findings from these studies have led to various demonstration initiatives by FNS to increase SFSP participation and decrease food insecurity among children during the summer months. These research and evaluation efforts are described in greater detail below.

The U.S. Government Accountability Office (GAO) has conducted a variety of studies to evaluate the impact of various reforms on SFSP participation. In the late 1970s and 1980s, GAO conducted a number of studies looking into growing trends of waste, fraud, and abuse in the program. One major focus of these reports was to document widespread compliance issues, as well as fraud and abuse, among private nonprofit sponsors (GAO, 1980). These reports included recommendations on ways to improve program integrity, such as eliminating private nonprofit sponsorship and withholding Federal funding from nonparticipating schools to encourage more school districts to participate in the SFSP (GAO, 1980). As a result, the Omnibus Budget Reconciliation Act of 1981 eliminated eligibility for private nonprofit sponsors (other than schools and residential camps) to participate in SFSP (GAO, 1991a). Although new public sponsors entered the program after 1981, the number of sponsors participating in the SFSP and the number of children served was lower than it had been prior to the elimination of private nonprofits (GAO, 1991a). The Child Nutrition and WIC Reauthorization Act of 1989 included provisions allowing a limited number of these private nonprofits back into the program to provide children living in areas without a publicly operated SFSP access to meals during the summer. Two GAO studies conducted in 1991 evaluated the early effects of this change. The reports noted that even after being readmitted to the SFSP, nonprofit sponsors continued to experience compliance problems, and participation levels of children at these sponsors' sites

remained low (GAO, 1991a; GAO, 1991b). Nevertheless, restrictions on nonprofit participation were eased throughout the 1990s.

In 1986, USDA's Economic Research Service (ERS) contracted with MPR to describe the characteristics of SFSP sponsors and sites, and the costs incurred by sponsors participating in the program. The study found that the percentage of NSLP free or reduced-price meal participants who also participated in the SFSP varied widely between the States. In 1986, the percentage across the entire United States was 13 percent; however, this figure ranged from roughly 1 percent or less in Vermont, Arkansas, and Wyoming to as high as 52 percent in Delaware (MPR,1988).

In 2003, ERS again contracted with MPR to conduct the most comprehensive evaluation of the program since 1986 entitled "*Feeding Low-Income Children When School is Out*." This evaluation was also the first since both the major program expansions and the restrictions due to welfare reform were implemented in the 1990s. The study goals were to obtain detailed information on SFSP operations and administration and learn more about the factors that contribute to the gap in participation levels between the NSLP and the SFSP. The study found that SFSP sponsors perceived the detailed program rules and the complex reimbursement procedures as burdensome, and some believed that these rules and procedures could discourage program growth (MPR, 2003).

In 2001, FNS began experimenting with several approaches to simplifying the reimbursement process in order to reverse low participation rates. One particular program, the SFSP Simplified Summer Pilot program (also called the Lugar Pilot Project), implemented simplified accounting procedures for sponsors. This pilot program, which was authorized under the Consolidated Appropriations Act of 2001, operated from 2001 to 2004. State eligibility was based on the participation rate in the two programs; only States with a participation rate below 50 percent of the national average were eligible to apply. Thirteen States and Puerto Rico were eligible for, and participated in, the program (USDA, 2004). Implementation of the pilot consisted of two changes in program operations: 1) meals served were reimbursed at a fixed rate without regard to actual or budgeted costs, and 2) sponsors no longer needed to report administrative and operational costs to the State to receive reimbursement (USDA, 2008; USDA, 2010i). The evaluation of this pilot program demonstrated that sponsor participation, meals served, and ADA increased in States participating in the pilot as a result of these changes. For example, the pilot states experienced a 40-percent increase in total SFSP meals served, while the States operating under traditional SFSP rules experienced a 24-percent decline (USDA, 2007; USDA, 2004).[30]

Due to the success of the pilot, the Child Nutrition and WIC Reauthorization Act of 2004 expanded the program to include additional States. The expanded program became known as the Simplified Summer Food Service Program. Six additional States participated in the Simplified SFSP in 2005, and an additional 7 States were added in 2006, bringing the number of States implementing the program to 27 (USDA, 2007). Participation in all the Simplified SFSP States

[30] Sponsor participation and meals served increased in States participating in the pilot program, while States operating under the traditional SFSP reimbursement rules saw sponsorship and participation decline.

increased greatly among both sponsors and children. Because of these results, the FY 2008 Omnibus Appropriations Act made the Simplified SFSP available to all States (USDA, 2008).

A 2006 study by Felton & Harley Associates sought to determine why elementary school children in select areas who were eligible for free or reduced-price meals did not participate in the SFSP. The study found that more than half of families with SFSP eligible children surveyed were unaware of the SFSP sites in their areas. Of those who knew about the SFSP, almost half enrolled their children in another summer nutrition program. Other reasons cited for nonparticipation among families aware of the SFSP were that the child stayed somewhere else during the summer or that the child's parents or guardians wanted the child to remain at home. When asked about what program features would encourage families of nonparticipating eligible children to send their children to a SFSP site, one of the more frequently cited responses was that parents or guardians would be interested in programs with academic enrichment and physical activities (Felton & Harley Associates, 2006).

CHAPTER III: FINDINGS FROM THE 2010 EXTENDING LENGTH OF OPERATION INCENTIVE PROJECT IN ARKANSAS

Traditionally, it has been a challenge for SFSP sponsors to keep sites open throughout the entire summer. Limitations on the number of operating days include planned summer maintenance of school kitchens and other school facilities, availability of volunteers to staff the sites, limited number of days on which activities can be offered, staffing constraints, and/or financial constraints. In a study released in 2003, MPR found that, on average, the vast majority of SFSP sites were open for less than 2 months (approximately 7 weeks) during the summer. Only 6 percent of sites were open for longer than 2 ½ months (10 weeks; MPR, 2003).[31] A recent statewide survey (cited in Arkansas' 2010 progress report), however, showed that 85 percent of the SFSP sponsors were interested in extending the length of site operation to 40 or more days. This chapter provides information on both the activities and preliminary outcomes of the 2010 Extending Length of Operation Incentive Project conducted in Arkansas. Supporting tables for this section are illustrated in Appendix B: Tables B.1.a, B.2.a, B.3.a, and B.4.a.

A. DEMONSTRATION DESCRIPTION

The goal of this demonstration is to determine whether an additional 50-cent reimbursement for lunch meals served at sites that remain open for 40 days or more can encourage programs to stay open longer so they can feed children in their communities for a larger portion of the summer.[32] The 40-day timeframe represents a large part of the typical summer break from the school year. Arkansas requested and received a grant from FNS totaling $687,943 for each year of the demonstration.

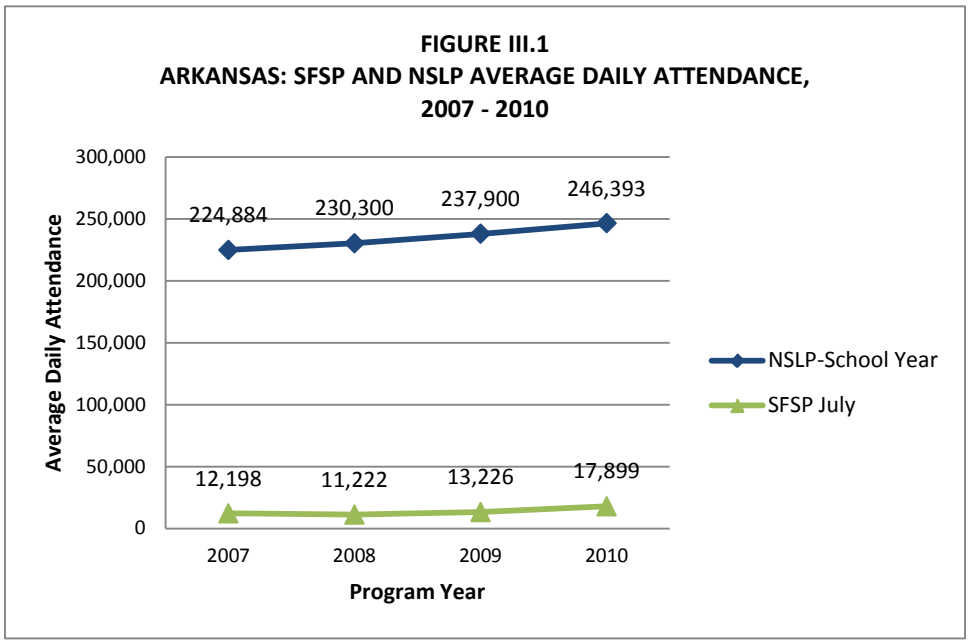
Among the States that were eligible for this demonstration, Arkansas has an especially great need. Arkansas consistently ranks high among the States in prevalence of food insecurity (USDA, 2009). From 2006 to 2008, Arkansas had the highest percentage nationwide of children who were food insecure (24.4 percent; Feeding America, 2010). In addition, Arkansas experienced the highest increase (6.1 percent) in the percentage of children who were food insecure compared with all other States during this time period (Feeding America, 2010). A separate study conducted by USDA's ERS found that between 2001 and 2007, children in Arkansas households experienced higher food insecurity than did children in all but three other States (with 11.2 percent of Arkansas children experiencing food insecurity; Nord, 2009).

Despite the high need for nutrition assistance, Arkansas consistently ranks in the bottom third of States for participation in the summer nutrition programs (FRAC, 2010). SFSP participation data from July 2009 ranked Arkansas 38th among the States (FRAC, 2010). Figure

[31] Sponsors typically keep sites open 5 days per week.

[32] In Arkansas, additional funding was provided to all sponsors that operate sites for a minimum of 40 days in the summer. Not all sites under a particular sponsor must operate for 40 or more days for the sponsor to receive the incentive. However, the incentive was provided only for lunches served at only those sites that operated for 40 or more days.

III.1 below illustrates the difference between SFSP and NSLP average daily participation in Arkansas.[33]



Source: SFSP data from the Arkansas 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 was 6,326 in 2007; 6,945 in 2008; 7,948 in 2009; and 14,819 in 2010.

Supporting data for the figures provided in Figure III.1 can be found in Appendix Tables B.3.a and B.4.a.

The demonstration was implemented by Arkansas' Department of Human Services, Division of Child Care and Early Childhood Education. Arkansas' goal for the demonstration was to decrease the prevalence of food insecurity among children by increasing participation in the SFSP. In its application to FNS, Arkansas noted that reaching children is particularly difficult in the State's rural Delta Region, which encompasses more than half of the State, since it is a challenge to locate sponsors and establish sites there. Thus, the State targeted its outreach and training efforts in that area to recruit new sponsors. The State agency undertook a number of outreach and promotional strategies, including the use of media, flyers, town hall meetings, and telephone calls. Arkansas also worked closely with existing sponsors that previously operated for fewer than 40 days to encourage them to expand their days of operation.

In 2010, Arkansas' Department of Workforce Services supplied additional support through TANF Emergency Contingency Funds to SFSP sponsors to help break down barriers to participation. Funding for transportation (based on the number of sites operated) was made available to sponsors to help bring food and/or children to feeding sites. Funds were also provided to reimburse sponsors feeding adults at the SFSP, thus enabling families and communities to eat together. In addition to the $306,000 in incentive moneys distributed to

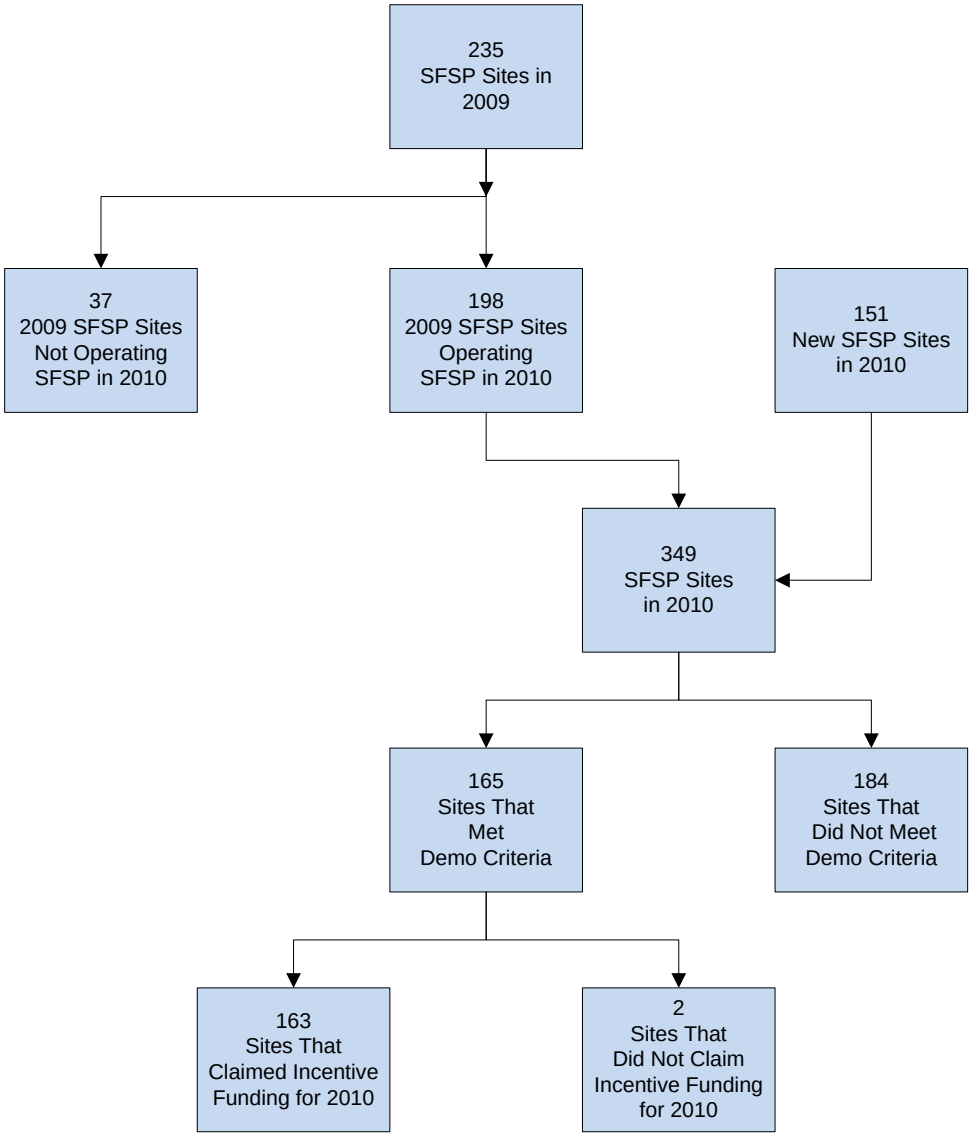
[33] For the SFSP, ADA is reported for July only, the peak month of national program activity. For the NSLP, participation data are 9-month averages; summer months (June-August) are excluded.

sponsors for this year of the demonstration, Arkansas supplied approximately $1,097,545 using TANF Emergency Contingency funds.[34] By comparison, seven of the eight "similar" States did not use TANF funds to support SFSP-related activities. The eighth State, Florida, used $46,237 in TANF funds for the transportation of children to SFSP sites in 2010.

Chart III.1 highlights the number of sites receiving demonstration funds in 2010. Initially, 165 sites were approved to receive demonstration funds for operating 40 or more days. However, two of these sites were open less than 40 days. The sponsors of these two sites (both of which were new SFSP sites) expressed an intention to operate for more than 40 days, but could not fulfill the commitment. As a consequence, they did not receive the extra $0.50 per lunch incentive. Overall, 163 SFSP feeding sites (out of 349; 46.7 percent) received incentive funds and participated in the demonstration: 58 of these were new sites and 105 were existing sites. Each participating site received an average incentive increase of approximately $1,940 over the summer, with the actual reimbursement amounts ranging from $80 to $7,300.

[34] Arkansas will not use any TANF funds to support SFSP-related activities (transportation and reimbursement of adult meals) in 2011.

Chart III.1
Arkansas Demonstration: Participating Sites



This chapter illustrates the results of the 2010 demonstration in Arkansas compared to data for the past 3 years. Sections B and C present the secondary outcome measures and the tertiary outcome measures, respectively. Conclusions are presented in Section D.

B. SECONDARY OUTCOME MEASURES

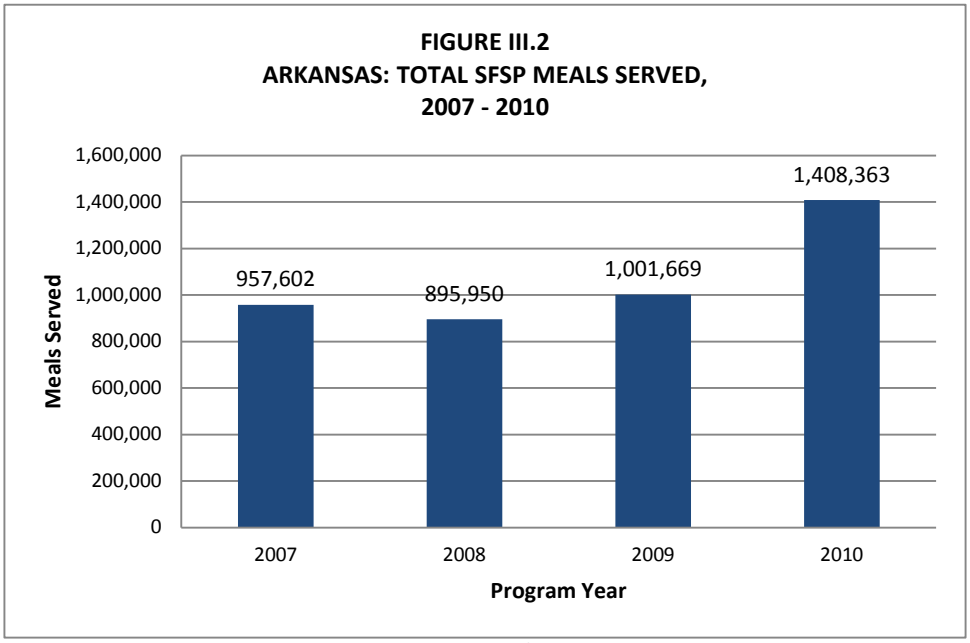
Since primary measures, such as food insecurity, are not being assessed in this report, this section first provides an illustration of the changes in the secondary outcome measures in Arkansas. Section B.1 illustrates changes in Arkansas from 2007 to 2010, as compared to a group of similar States and the balance of the Nation. Section B.2 illustrates changes from 2009

to 2010 on key outcome measures between participating sites and non-participating sites that were operating in both years.

1. Changes in Arkansas vs. Similar States and the Nation

a. Change in Total Number of SFSP Meals Served

The total numbers of meals served in Arkansas increased in 2010. More than 1.4 million SFSP meals were served in Arkansas in 2010, an increase of 40.6 percent (406,694 meals) over the previous year (Figure III.2).[35]

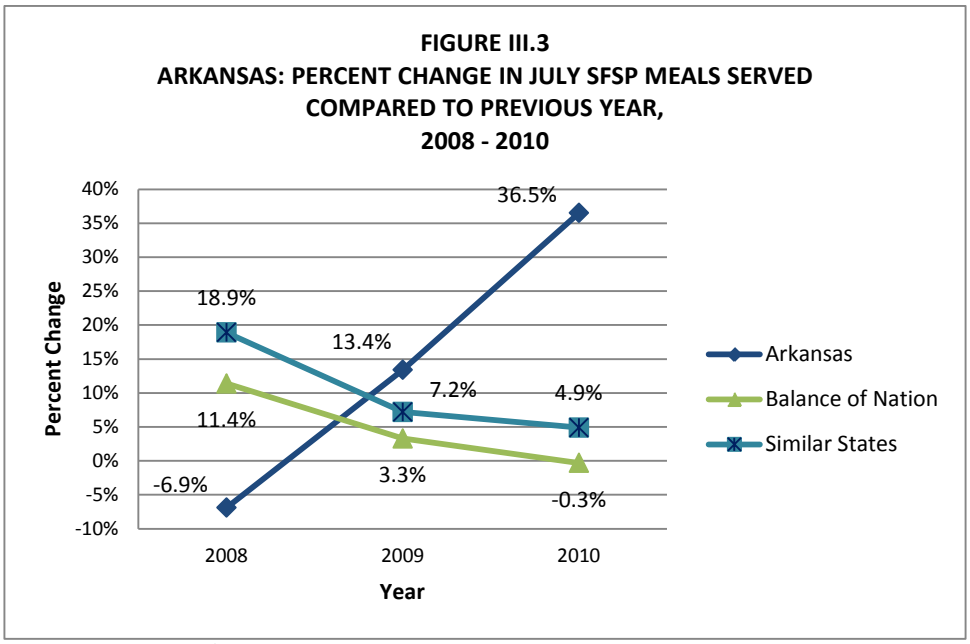


Note: The total meal counts in Figure III.2 include breakfasts, lunches, suppers, and snacks.

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

Using July as a comparison month, the total number of meals served in Arkansas increased by 36.5 percent between 2009 and 2010. In comparison, the total number of meals served in July in the remainder of the Nation dropped by 0.3 percent, while the total number of meals in similar States showed a modest increase of 4.9 percent between 2009 and 2010 (Figure III.3).

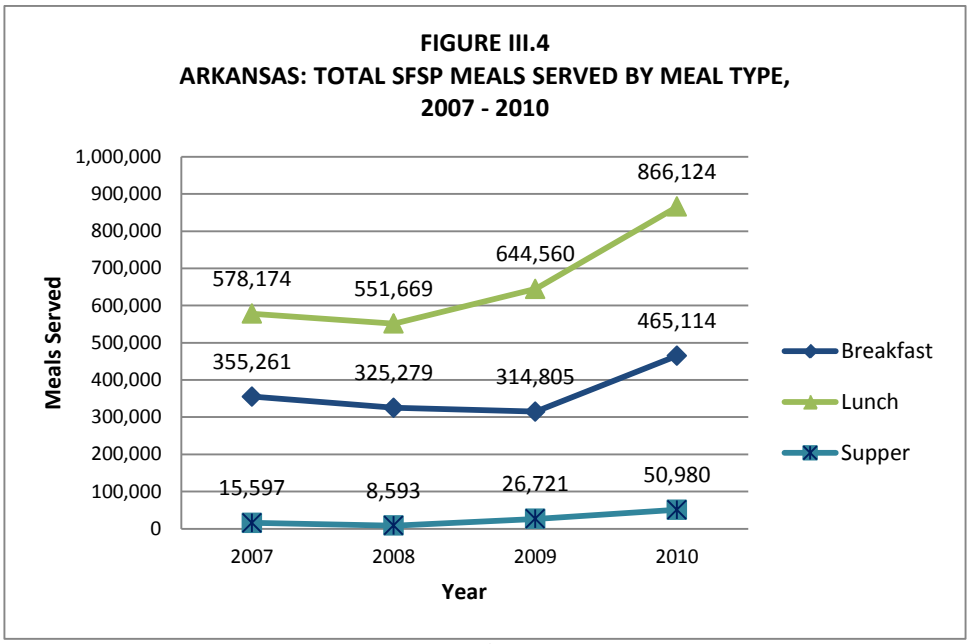
[35] The total number of SFSP meals served is defined as the sum of the number of breakfasts, lunches, suppers, and snacks served for May, June, July, August, and September.



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure III.3 can be found in Appendix Table B.2.a.

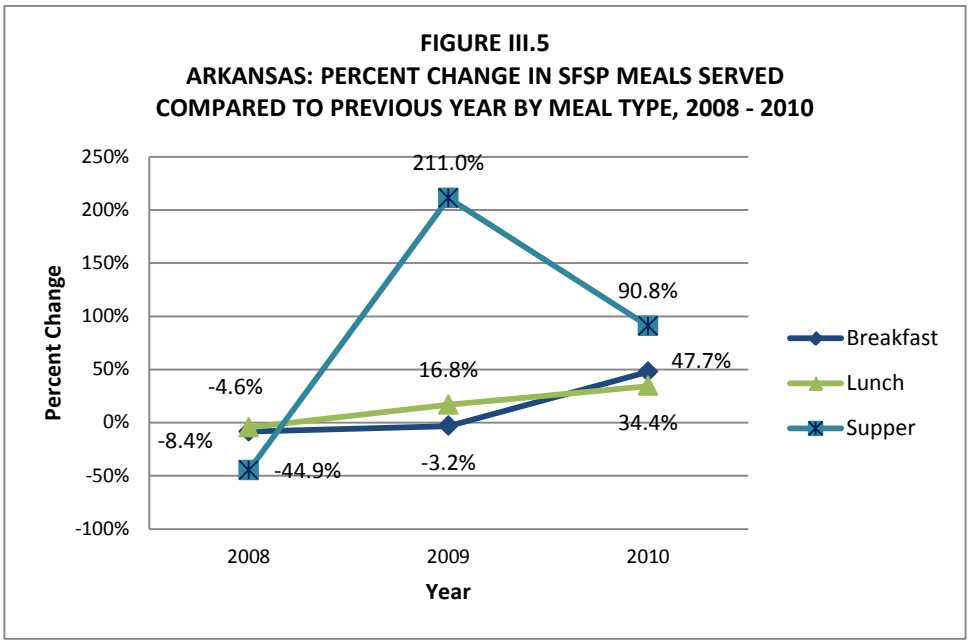
Change in Meals Served by Meal Type. Although the incentive was provided for the lunch meal, increases in meals served were seen across all meal types (Figure III.4). More than half of the increase from 2009 to 2010, however, was due to an increase in lunches served (a total of 221,564 out of 406,694 additional meals were lunches).



Note: Due to overlapping data series, the numbers of snacks served are not displayed in Figure III.4. The number of snacks served per year was 8,570 in 2007; 10,409 in 2008; 15,583 in 2009; and 26,145 in 2010.

Supporting data for Figure III.4 can be found in Appendix Table B.2.a.

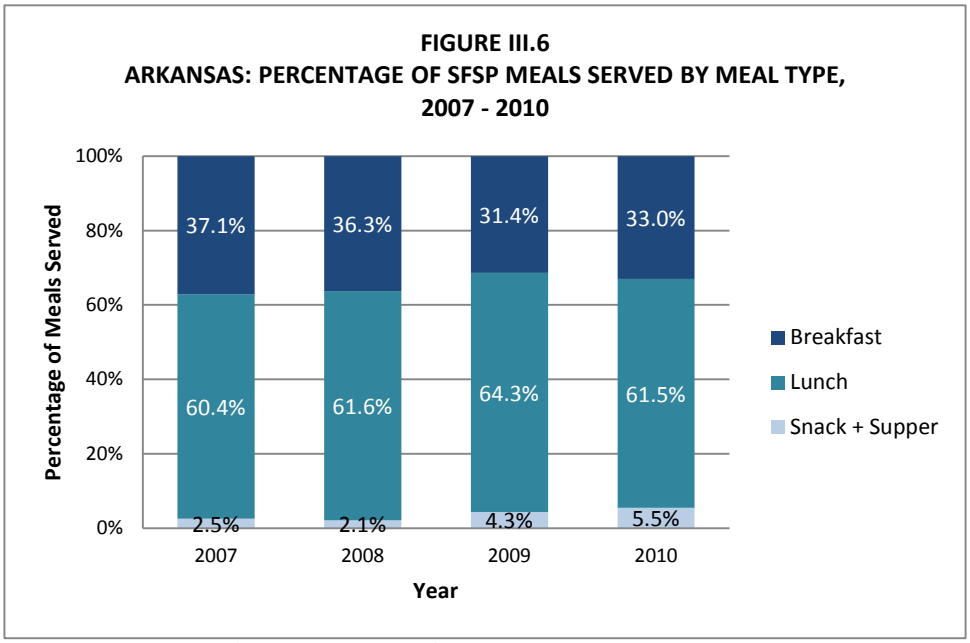
The number of supper meals served has been increasing more rapidly than other meal types (an increase of 90.8 percent between 2009 and 2010), despite the lack of incentives for suppers. Breakfasts and lunches served also increased in the past year (by 47.7 percent and 34.4 percent, respectively; Figure III.5). Over the longer term, from 2007 to 2010, the number of breakfasts served increased by 31 percent, lunches by 49 percent, and suppers by 227 percent.



Note: Due to overlapping data series, the percent change in snacks served is not displayed in Figure III.5. The percent change in snacks served per year was an increase of 21.5 percent in 2008; 49.7 percent in 2009; and 67.8 percent in 2010.

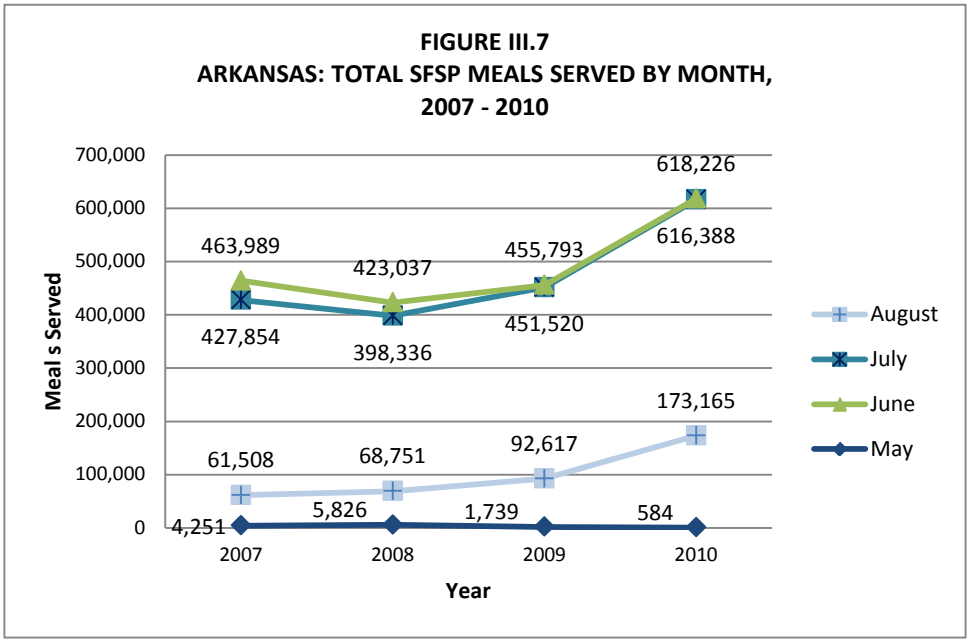
Supporting data for Figure III.5 can be found in Appendix Table B.2.a.

The proportion of meals served during lunch actually decreased slightly due to the increase in the number of breakfast and supper meals (Figure III.6). However, lunch remained the most commonly served meal (61.5 percent of all meals served), followed by breakfast (33 percent of all meals served).



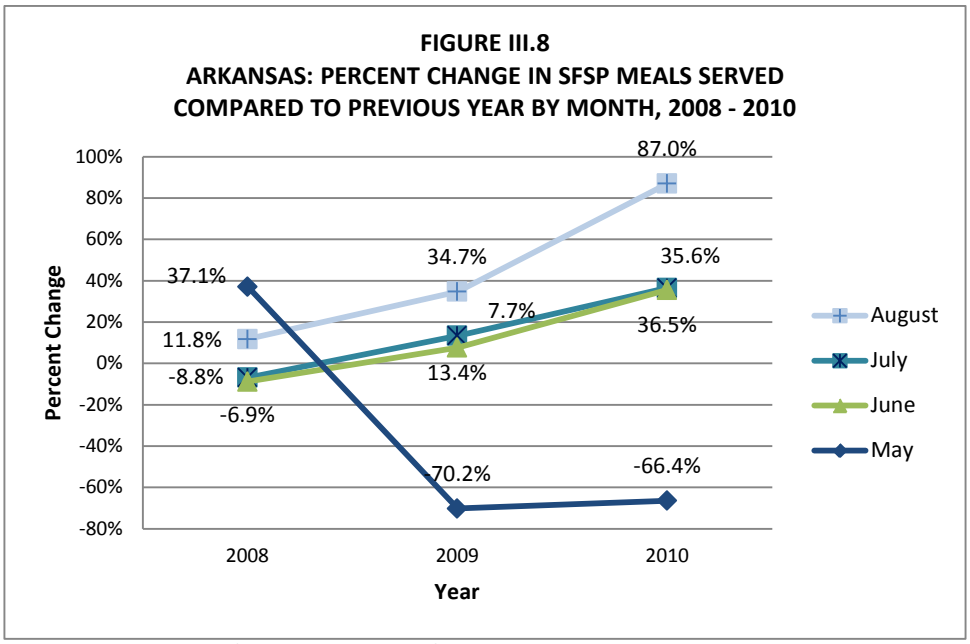
Note: Supporting data for Figure III.6 can be found in Appendix Table B.2.a.

Change in Meals Served by Month. The 2010 demonstration encouraged sites to stay open for a longer period of time each summer by providing an incentive to those that were open 40 or more days. This resulted in an increase in the number of meals served over the entire summer. Between 2009 and 2010, increases in meals served were seen across the board for all summer months except May (when relatively few sites are operating; Figure III.7).



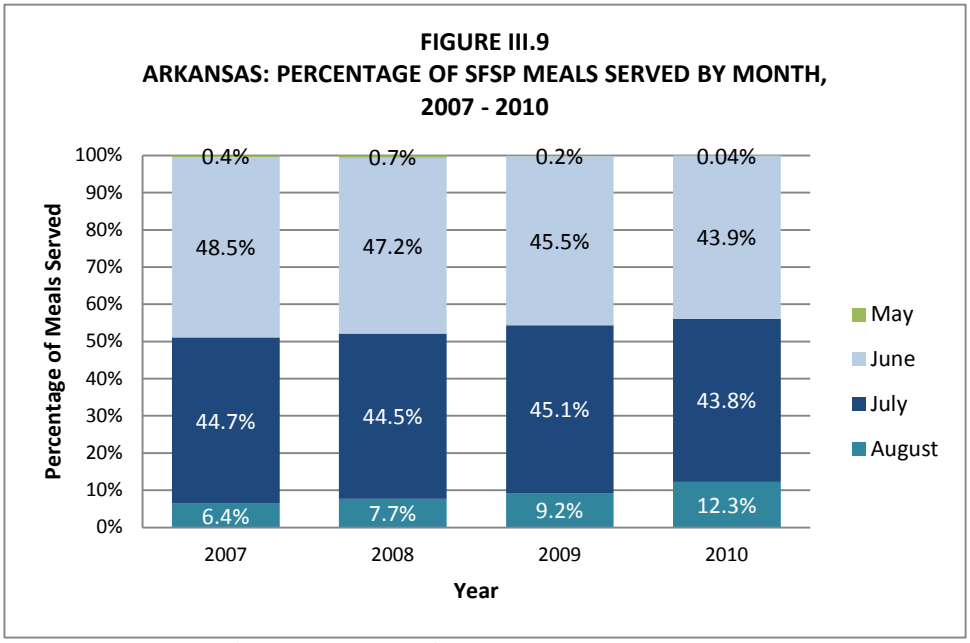
Note: Supporting data for Figure III.7 can be found in Appendix Table B.2.a.

In Arkansas, the SFSP summer feeding sites serve meals from May to August, but the vast majority of the meals continue to be served in June and July (87.7 percent of all meals in 2010). Under the demonstration, however, the largest percentage increase in meals served occurred in August (almost 87 percent in 2010, more than double the increase for 2009; Figure III.8).



Note: Supporting data for Figure III.8 can be found in Appendix Table B.2.a.

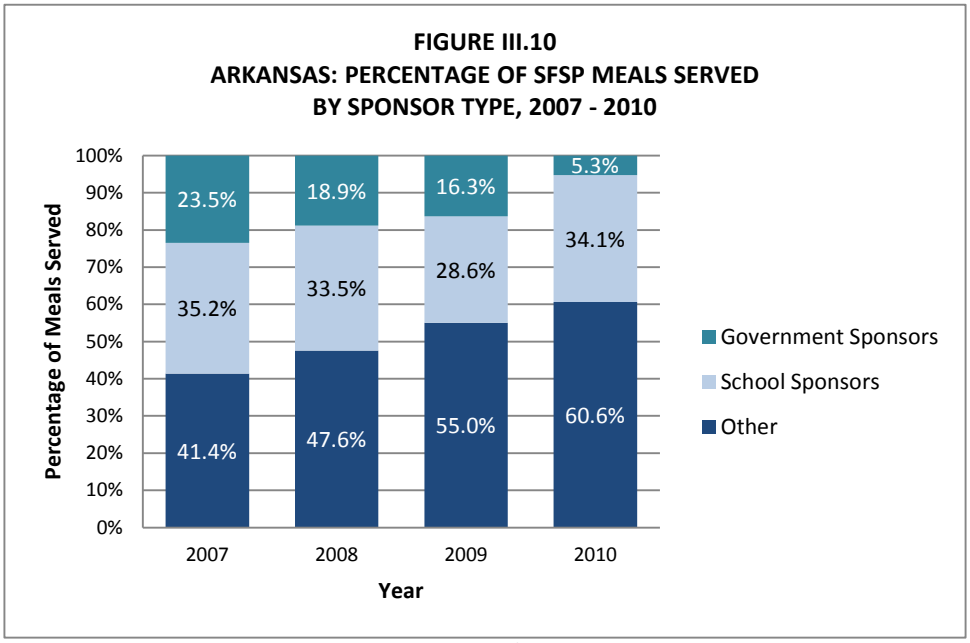
The percentage of total SFSP meals served in August increased from 9.2 to 12.3 percent (Figure III.9) of meals served from 2009 to 2010. This shift in the proportion of total meals served reflects the fact that more than half of the participating sites increased the number of days open in order to participate in the demonstration. Sites that operated for additional days in August were able to provide additional nutritious meals to children for a longer period of time prior to the start of the school year.



Note: Supporting data for Figure III.9 can be found in Appendix Table B.2.a.

Change in Meals Served by Sponsor Type. The number of meals served by government sponsors continued to decline, falling by 54.5 percent from 2009 to 2010. These sponsors served

only 5.3 percent of all meals in 2010, compared to 23.5 percent of meals in 2007 (see Figure III.10). Both school sponsors and "other" sponsor types increased the number and proportion of meals they served. Of meals served by other sponsor types, 95 percent were served by nonprofit organizations and 5 percent were served by nonprofit universities or colleges participating in the National Youth Sports Program.[36]



Note: School sponsors include public or private nonprofit schools and SFAs. Other sponsor types include nonprofit organizations, public/private universities/colleges, and residential camps.

Supporting data for Figure III.10 can be found in Appendix Table B.2.a.

b. Change in Number of Children Served (Average Daily Attendance)

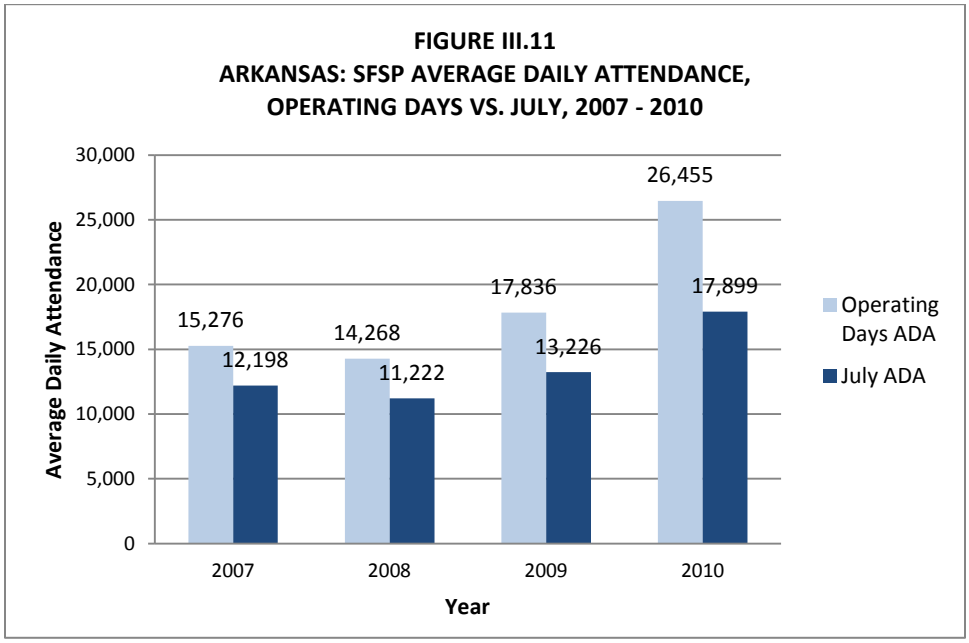
One expectation of this demonstration is that by increasing the length of operation, sponsors will be able to reach more children to provide subsidized nutritious meals during the summer. The estimated number of children served, or ADA, can be calculated in two ways: 1) for the number of **Operating Days** for the whole summer (the ADA for the summer as a whole); and 2) for the **month of July** (the ADA for the month of July only, which is typically the month in which the largest numbers of meals are served).[37] *Note: FNS uses July as a comparison month to compare summer nutrition programs across States and to the Nation.*

Figure III.11 illustrates the average number of children receiving SFSP meals in Arkansas as calculated using both ADA calculation methods outlined in Chapter I. On an average summer day in 2010, 26,455 children received meals through the SFSP, an increase of more than 48 percent over 2009 and 85 percent over 2008. On an average day in July, 17,899

[36] Schools (both public and private) are coded as "school sponsors." Government sponsors consist of both self-prep and contracted. Other categories consist of camps, NYSP, and private non-profit sponsors.

[37] The number of meals served in June is very similar to the number served in July in Arkansas, so the ADA for June is very similar to that calculated for July. This report only includes the calculated ADA for July because that is the standard month used by FNS to compare ADA across States.

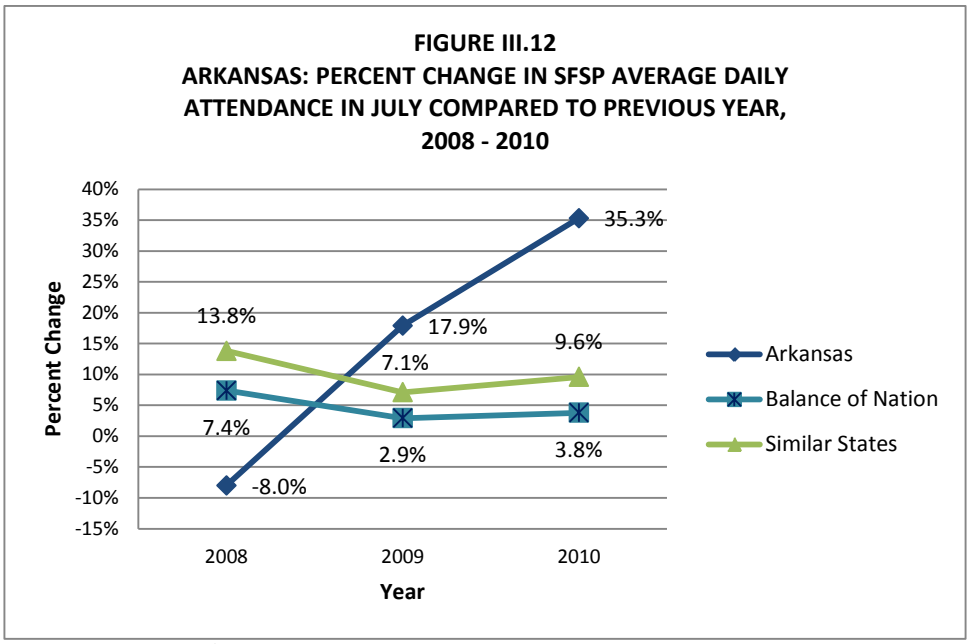
children received meals through the SFSP, an increase of 35 percent since 2009 and almost 60 percent since 2008 (Figure III.11).



Note: Supporting data for Figure III.11 can be found in Appendix Table B.3.a.

Note that, as shown in Chapter I, the ADA calculation methods are different: the operating days ADA is calculated using data from the meal served in the largest quantity and the July ADA is calculated using lunch meals only. In addition, the estimated number of operating days is calculated differently. In the July ADA calculation, the estimated number of operating days is either 21 or 22, based on the number of non-holiday weekdays in the month in a given year. For the Operating Days ADA calculation, operating days are obtained from each site, and are therefore not constant across sites. This latter method produces a lower number of operating days than does the general estimate derived by the former method. This difference in deriving operating days, coupled with the fact that lunches are often not the largest meal (thus possibly increasing the size of the numerator), contributes to the differences seen in the summer measure and the July measure.

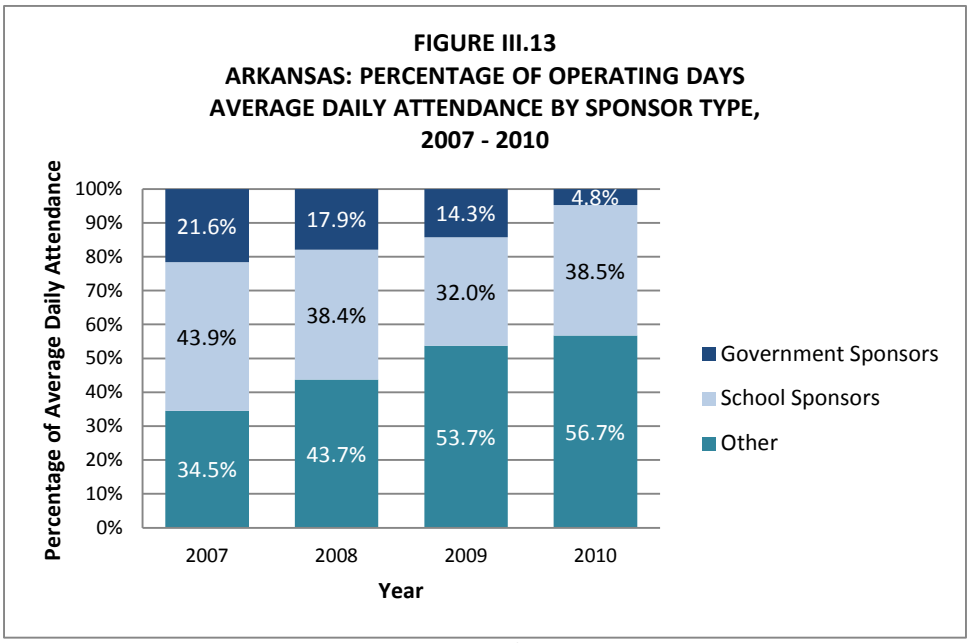
In comparison, similar States showed a modest increase of 9.6 percent in the average number of children served from 2009 to 2010, while the rest of the Nation experienced an increase of only 3.8 percent (Figure III.12).



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure III.12 can be found in Appendix Table B.3.a.

Change in Operating Days ADA by Sponsor Type. The average number of children served by local government agencies on a daily basis continued to decline, falling 50 percent from 2009 to 2010. These sponsors served only 4.8 percent of all children participating in the SFSP in 2010, compared to 21.6 percent in 2007 (Figure III.13). Both school sponsors and other sponsor types increased the number and proportion of meals served. An increasing percentage of the children receiving SFSP meals were served through private nonprofit organizations or nonprofit universities or colleges. Combined, these other sponsors accounted for a little more than a third (34.5 percent) of the children served meals in 2007, and more than one-half (56.7 percent) of the children served in 2010.



Note: School sponsors include public or private nonprofit schools and SFAs. Other sponsor types include nonprofit organizations, public/private universities/colleges, and residential camps.

Supporting data for Figure III.13 can be found in Appendix Table B.3.a.

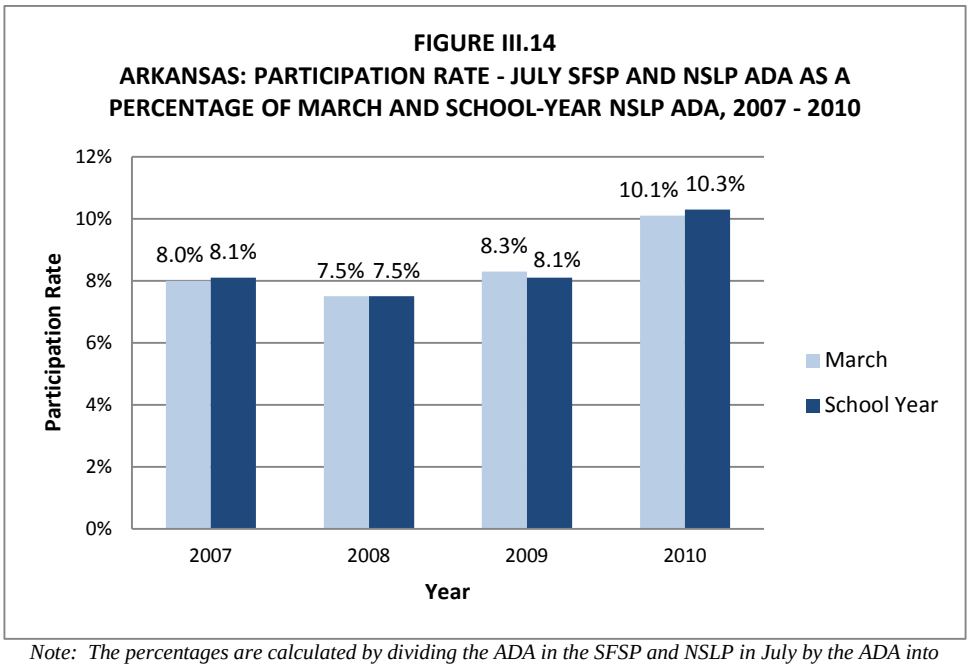
c. Change in Participation Rate (Summer Lunches as a Percent of School-Year Lunches)

A main goal of the eSFSP demonstrations was to increase the relative coverage of USDA's child nutrition programs throughout the summer by increasing participation in the SFSP. Coverage can be measured by the number of low-income children receiving SFSP and NSLP lunches in July as a proportion of children receiving free and reduced-price NSLP lunches during the school year. *Note: The NSLP lunches can be computed using either 1) the month of March (the month closest to summer that most children are still in school, and the month historically used by FNS for calculating the participation rate) or 2) an average of the 9-month school year (see Chapter I, page 7 for more detail).*

Figure III.14 illustrates the relative coverage of children receiving meals in Arkansas in July from 2007 through 2010 (through both the SFSP and NSLP summer combined) as compared to both free and reduced-price NSLP participation in March and during the previous school year. Approximately 10.1 percent of the number of low-income children who received lunch *in March* of the 2009-2010 school year received meals in summer 2010, representing an increase of 22.1 percent over the participation rate for July 2009, when 8.3 percent were served (see Figure III.14).[38] When looking at the average monthly number of low-income children who received free or reduced price lunch *across the entire 2009-2010 school year*, the percentage is higher (10.3 percent).[39, 40]

[38] This measure is calculated as the July SFSP ADA + July NSLP Average Daily F/RP Lunches Served divided by March NSLP Average Daily F/RP Lunches Served × 100.

[39] March NSLP denominator: March 2007: 226,842; March 2008: 228,595; March 2009: 240,420; March 2010: 250,968.

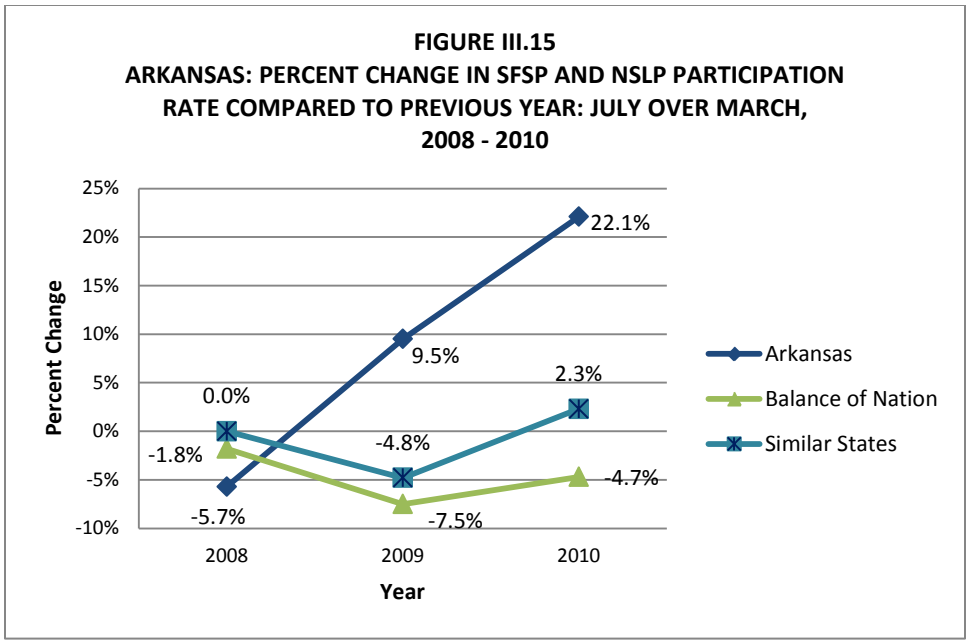


Note: The percentages are calculated by dividing the ADA in the SFSP and NSLP in July by the ADA into the NSLP in March or the School Year.

Supporting data for Figure III.14 can be found in Appendix Table B.4.a.

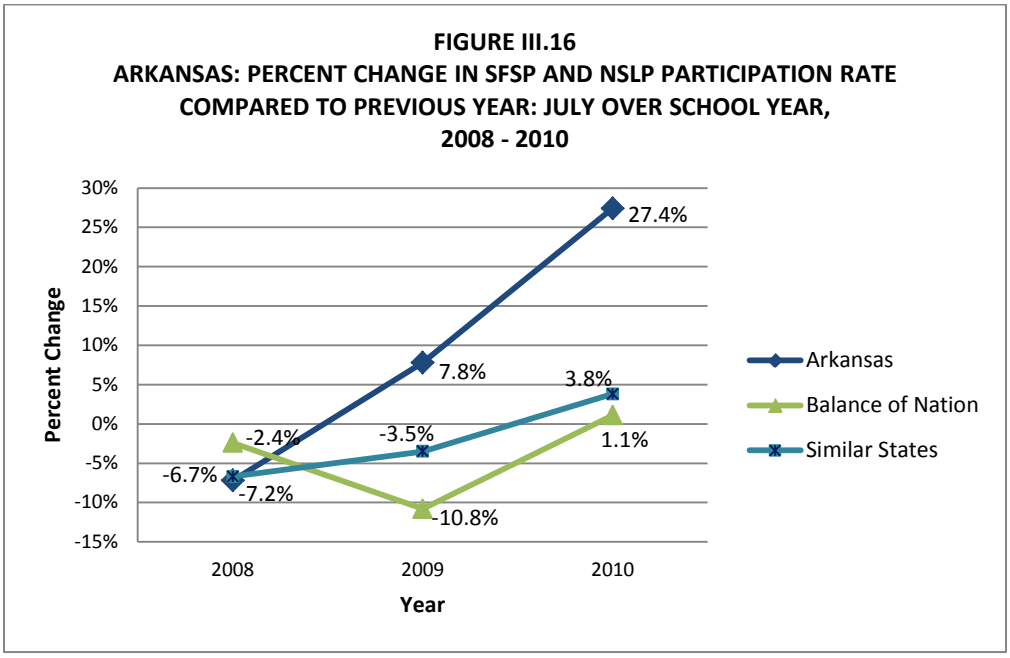
Both measures illustrate a similar increase in the SFSP and NSLP summer participation rate in 2010 as compared to the previous year (22.1 percent using March as a denominator versus 27.4 percent using the school year as the denominator; see Figures III.15 and III.16 below).

[40] School-year NSLP denominator. 2007: 224,884; 2008: 230,300; 2009: 246,129; 2010: 246,393.



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure III.15 can be found in Appendix Table B.4.a.



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure III.16 can be found in Appendix Table B.4.a.

2. Changes in Participating Sites vs. Non-Participating Sites from 2009 to 2010

To assess the impact of the 2010 demonstrations, a one-way analysis of variance (ANOVA) was conducted on the mean change from 2009 to 2010 on the key outcome measures between participating sites and non-participating sites.[41] The test was designed to determine whether the presence of the demonstration influenced the outcome being measured (e.g., number of days open, total meals served, and ADA). *Note: These tests compared only those sites open in both 2009 and 2010; thus, new sites for 2010 were excluded, as there was no basis on which to assess change.*

a. Change in Total Number of SFSP Meals Served

As shown in Table III.1, among existing sites, the distribution of the number of sites by meal-size category for non-participating sites did not change appreciably. However, there was an increase in the percentage of non-participating sites serving less than 2,500 meals (from 61 percent to 67 percent). In contrast, among participating sites, there was an opposite trend, with an increase in the number of sites serving more than 5,400 meals (from 41 percent to 48 percent). The median number of meals served confirms the difference between participating and non-participating sites. The median number of meals served at non-participating sites dropped appreciably (13.4 percent) from 2,008 to 1,738, while increasing by nearly as much (10.1 percent) at participating sites, from 4,705 to 5,182. This was supported by the ANOVA test, which showed a significant relationship between the number of meals served and participation in the demonstration *(p=.0367)*.[42]

[41] ANOVA was selected to account for the rankings intrinsic in the outcome measures. For example, among the four categories into which the outcomes were divided, the outcome measure increased in each category: less than 15 days, 15-21 days, 22-39 days, and greater than or equal to 40 days. Similar relationships existed for ADA and total meals served. While Chi Square is often used in categorical comparison, the ordinal rankings make an ANOVA test more appropriate in this context.

[42] The p-value represents the probability of obtaining a result greater than or equal to the one observed, if the null hypothesis (of no relationship between the demonstration and the outcome in the population) is true. For example, if the p-value is 0.03, that means that there is a 3-percent chance of observing a difference as large as was observed even if the two population means are identical.

Table III.1
Total Meals Served:
Arkansas Participating vs. Non-Participating Sites

Total Meals Served (ranges)	**Non-Participating Existing Sites** (open in 2010 and 2009)		**Participating Existing Sites** (open in 2010 and 2009)		**All Existing Sites** (open in 2010 and 2009)		**Change in # of Existing Sites** (2009-2010)	**New Sites in 2010**	**Total 2010 Sites**
	2009	***2010***	***2009***	***2010***	***2009***	***2010***		***2010***	***2010***
< 1,250	34	31	12	5	46	36	-10	24	60
1,250-2,500	23	31	19	21	42	52	10	24	76
2,501-5,400	26	22	31	29	57	51	-6	40	91
≥ 5,401	10	9	43	50	53	59	6	63	122
TOTAL	93	93	105	105	198	198		151	349
Median	2,008	1,738	4,705	5,182	2,858	3,024		2,087	2,499

F-value = 4.43; p = .0367

b. Change in July Average Daily Attendance

Table III.2 depicts the change in ADA from *sites operating in July of 2010 and at least one month of 2009* for four ADA categories. These 167 sites included 63 non-participating sites and 104 participating sites. Participating sites serving more than 120 low-income children increased from 40 in 2009 to 48 in 2010. In contrast, for non-participating sites, there was a 33-percent drop in those serving more than 120 children, from 6 sites to 4. Similarly, median ADA dropped among non-participating sites (from 40 per day in 2009 to 36 per day in 2010) while increasing at participating sites (from 95 in 2009 to 104 in 2010). Overall, there was a significant relationship between ADA and participation in the demonstration *(p=.0290)*.

Table III.2
July Average Daily Attendance:
Arkansas Participating vs. Non-Participating Sites

July ADA (ranges)	**Non-Participating Existing Sites** (open in 2010 and 2009)		**Participating Existing Sites** (open in 2010 and 2009)		**All Existing Sites** (open in 2010 and 2009)		**Change in # of Existing Sites** (2009-2010)
	2009	***2010***	***2009***	***2010***	***2009***	***2010***	
< 28	25	25	11	8	36	33	-3
28-60	18	22	23	19	41	41	0
61-120	14	12	30	29	44	41	-3
≥ 121	6	4	40	48	46	52	6
TOTAL	63	63	104	104	167	167	
Median ADA	40	36	95	104	63	70	

F-Value = 4.85; p > .0290

C. TERTIARY OUTCOME MEASURES

This section illustrates changes from 2009 to 2010 on key tertiary outcome measures between participating sites and non-participating sites that were operating in both years. Figures

for tertiary outcome measures were not available for the Nation and similar States; as such, this section contains comparisons from within the State only.

1. Changes in Participating Sites vs. Non-Participating Sites from 2009 to 2010

a. Change in Number of Sponsors and Food Service Sites

Arkansas publicized the demonstration widely across the State, particularly focusing on those sponsors located in the rural Delta Region. The number of SFSP sponsors throughout the State increased by 178.2 percent (from 110 in 2009 to 306 in 2010)—a sizeable jump compared to the increases seen in 2008 (4.4 percent) and 2009 (15.8 percent).[43] Summer feeding sites increased by 48.5 percent, from 235 in 2009 to 349 in 2010 (Table III.3). New sites comprised 43 percent of all sites, up from 39.5 percent in 2009.

Table III.3
Arkansas: Number of Sponsors and Sites by Year

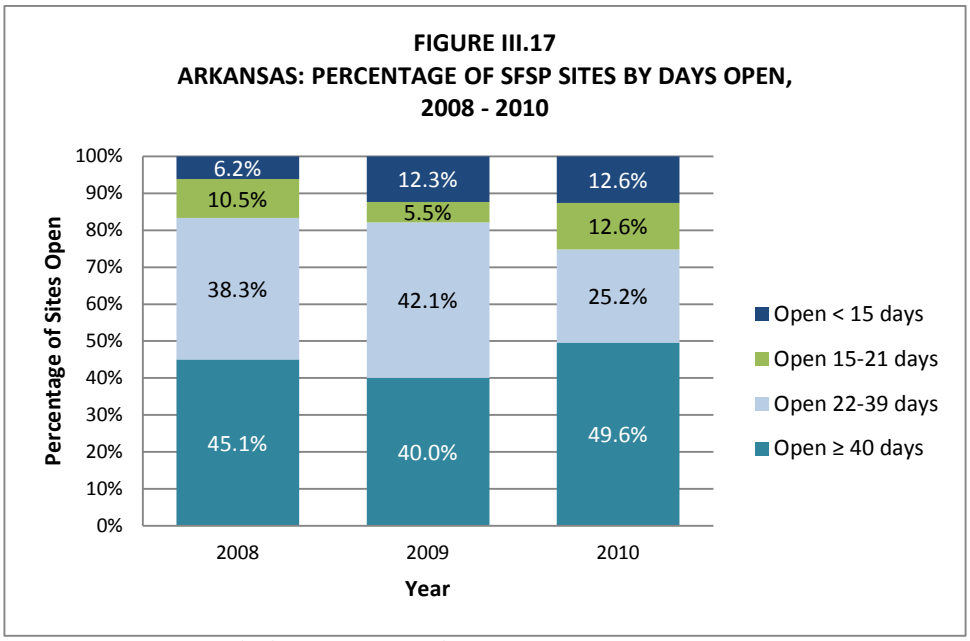
	2007	2008	2009	2010	2007-2008 % change	2008-2009 % change	2009-2010 % change
Sponsors	91	95	110	306	4.4%	15.8%	178.2%
Sites	n/a	162	235	349	n/a	45.1%	48.5%

Note: Information on the number of sites was not available for 2007.

b. Change in Days of Operation

All SFSP sites. All sites were required to operate a minimum of 40 days to receive demonstration funds. Among all SFSP feeding sites (both participating and non-participating), the median number of days open increased from 24.5 days in 2009 to 28 days in 2010. Figure III.17 shows the distribution of days open *for all SFSP sites*. Overall, the number of SFSP feeding sites that were open for more than 40 days increased by 84 percent in 2010, from 94 to 173. In 2010, almost half (49.6 percent) of all SFSP feeding sites in Arkansas were open for more than 40 days, compared to 40 percent in 2009. In addition, of the 151 new SFSP feeding sites in 2010, over 40 percent were open for 40 or more days.

[43] Arkansas was not able to provide the number of sponsors that participated in the Enhanced SFSP in summer 2010 that also operated sites under the Seamless Summer Option in summer 2009.



Note: Supporting data for figure III.17 can be found in Appendix Table B.1.a.

Existing SFSP Sites. Table III.4 shows the changes in days open from *existing sites (operating in 2010 that were also open in 2009)* in each of four categories of increasing length of operation. These 198 existing sites included 93 non-participating sites and 105 participating sites. Participating sites operating 40 or more days increased dramatically from 70 in 2009 to 105 in 2010. For non-participating sites, there was a 50-percent drop in the number of those operating at least 40 days, from 10 sites to 5. For participating sites, median days open increased from 44 days to 48 days; for non-participating sites, median days open decreased from 28 days to 24 days. As expected, given that sites wishing to participate in the demonstration were required to be open at least 40 days in order to obtain the increased reimbursement for lunches served, there was a significant relationship between increased days of operation and participation in the demonstration ($p < .0001$), based on a one-way ANOVA.

Table III.4
Days Open: Arkansas
Participating vs. Non-Participating Sites

Days Open	Non-Participating Existing Sites (open in 2010 and 2009)		Participating Existing Sites (open in 2010 and 2009)		All Existing Sites (open in 2010 and 2009)		Change in # of Existing Sites (2009-2010)	New Sites in 2010	Total 2010 Sites
	2009	***2010***	***2009***	***2010***	***2009***	***2010***		***2010***	***2010***
< 15 Days	22	20	2	0	24	20	-4	24	44
15-21 Days	12	20	1	0	13	20	7	24	44
22-39 Days	49	48	32	0	81	48	-33	40	88
≥ 40 Days	10	5[44]	70	105	80	110	30	63	173
TOTAL	93	93	105	105	198	198		151	349
Median days open	28	24	44	48	38	40		32	39

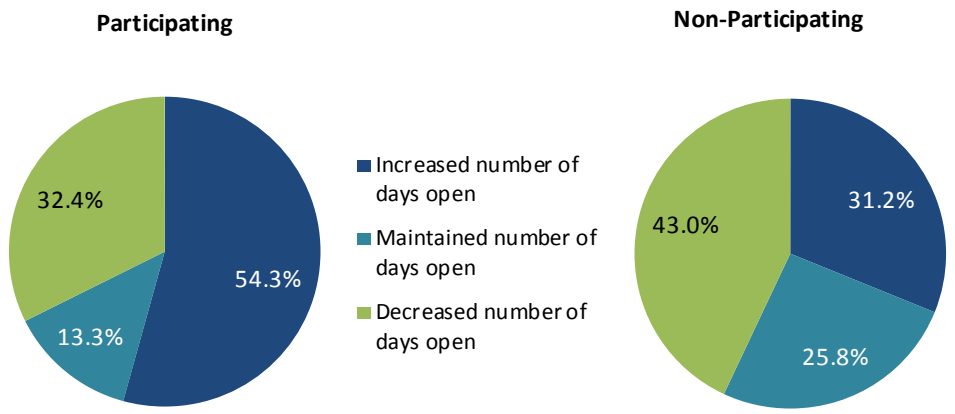
F-Value = 24.82; p < .0001

More than 1 in 5 participating sites (21.5 percent) were existing sites that increased the number of operating days from less than 40 days to 40 or more days in order to participate in the demonstration. The remaining sites were either already operating 40 or more days (42.9 percent) or were new sites that opened with a plan to operate 40 or more days (35.6 percent).

Figure III.18 illustrates the changes in operating days for *existing* participating and non-participating sites, respectively. More than half (54.3 percent) of existing participating sites increased their operating days from the previous year, as compared to just 31.2 percent of non-participating sites. In addition, a much lower percentage of existing participating sites decreased operating days than did existing non-participating sites (32.4 percent versus 43 percent, respectively).

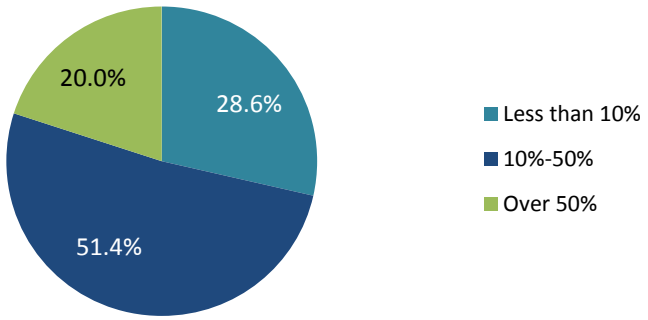
[44] Although these five sites operated for more than 40 days, they did not serve lunches (only suppers).

FIGURE III.18
ARKANSAS: PERCENT OF EXISTING SFSP PARTICIPATING AND NON-PARTICIPATING SITES BY CHANGE IN OPERATING DAYS, 2010



Of the 35 participating sites that increased their operating days to 40 or more, more than half (51.4 percent) increased their number of operating days by between 10 and 50 percent, and another 20 percent increased the number of operating days by more than 50 percent. The remainder, 28.6 percent, increased the number of days by less than 10 percent (Figure III.19).

FIGURE III.19
ARKANSAS: MAGNITUDE OF INCREASE IN NUMBER OF OPERATING DAYS AMONG SFSP DEMONSTRATION SITES THAT INCREASE DAYS TO 40 OR MORE FROM 2009 - 2010



D. CONCLUSIONS FOR ARKANSAS

A total of 163 feeding sites (out of a total of 349; 46.7 percent) received demonstration funds in Arkansas; 60 of these were new sites and 105 were existing sites. Each participating site received an average increase of $1,940 over the summer, for a total of approximately $306,000.

The Arkansas demonstration clearly was associated with some large gains in SFSP service levels. Based on March NSLP enrollment, the change in the participation rate increased by 22.1 percent—from 8.3 percent to 10.1 percent. In contrast, similar States showed increased participation rates of 2.3 percent using the school-year benchmark. An unknown portion of this increase, however, is likely attributable to the $1,097,545 in TANF emergency contingency funds that were used to help transport children to SFSP sites and to feed adults at the sites so families could eat together. What can be concluded from this 2010 effort is that, when SFSP and TANF funds are provided simultaneously, this combination can result in large gains in SFSP service levels.

CHAPTER IV: FINDINGS FROM THE 2010 ACTIVITY INCENTIVE PROJECT IN MISSISSIPPI

Activities and special events help draw children to meal sites and keep site participation high. According to a study released in 2003 by MPR, nearly all sites in the Nation offer some form of activities, including educational activities, supervised unstructured play, organized games or sports, and arts and crafts; additionally, nearly two-thirds of sites offered field trips (MPR, 2003). Offering more of these activities along with a wider variety of activity types may motivate parents to provide transportation to the sites, addressing another participation barrier. This chapter provides information on both the activities and preliminary outcomes of the 2010 Activity Incentive Project conducted in Mississippi. Supporting tables for this section are illustrated in Appendix B: Tables B.1.a, B.2.b, B.3.b, and B.4.b.

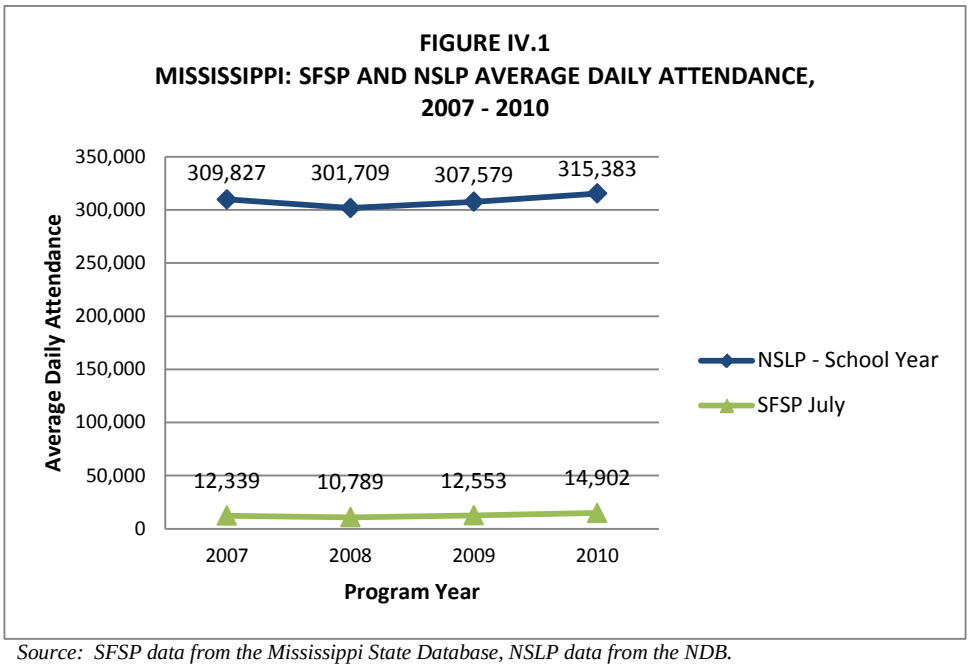
A. DEMONSTRATION DESCRIPTION

The goal of this demonstration is to determine whether grants for sponsors to offer new enrichment or recreational activities designed to draw children to their meal sites could increase SFSP participation. Sponsors were expected to provide activities for children at these sites on most, if not all, days of operation. Only activities provided for the purpose of attracting children to that site were funded. Some examples of eligible activities included sports; arts and crafts; mentoring; tutoring; games; lessons; teaching life skills; community gardening; playing music; and nutrition, educational, and physical activities.

Among the States that were eligible for this demonstration, Mississippi has an especially great need. Mississippi consistently ranks higher than average among the States in prevalence of food insecurity (USDA, 2009). From 2006 to 2008, Mississippi had the sixth-highest percentage nationwide of children who were food insecure (22.7 percent; Feeding America, 2010). Like Arkansas, Mississippi also saw a sharp increase in the percentage of children who were food insecure as compared with all other States during this time period (Feeding America, 2010). A separate report by USDA's ERS found that between 2001 and 2007, children in Mississippi households experienced higher food insecurity than did children in all but two other States (at 11.3 percent, behind only Texas and New Mexico; Nord, 2009).

Despite the high need for nutrition assistance, there is a vast disparity between the number of children in Mississippi who participate in the NSLP during the school year as compared to those who participate in the SFSP. SFSP participation data from July 2009 ranked Mississippi 50th among the States (FRAC, 2010). Figure IV.1 below illustrates the difference between average daily participation for the NSLP and the SFSP in Mississippi.[45]

[45] For the SFSP, average daily attendance is reported for July only, the peak month of national program activity. For the NSLP, participation data are 9-month averages; summer months (June-August) are excluded.



Source: SFSP data from the Mississippi 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 IV.1 was 1,505 in 2007; 1,609 in 2008; 1,682 in 2009; and 765 in 2010.

Supporting data for the figures provided in Figure IV.1 can be found in Appendix Tables B.3.b and B.4.b.

The demonstration was implemented by Mississippi's Department of Education, Office of Healthy Schools' Office of Child Nutrition. In addition to FNS's overall goal of testing whether new activities would improve SFSP participation, Mississippi added two additional objectives for the demonstration. Their first objective was to help *alleviate hunger* during the summer as well as its negative impact on school performance, as it can leave children vulnerable to illness and other health problems. The second objective established by Mississippi was to *curb obesity*; Mississippi has the highest rate of childhood obesity in the Nation. Contributing factors include a lack of physical activity and excessive consumption of sugar-sweetened beverages. The demonstration allowed the State to provide nutritious meals to more children who otherwise would be at risk for food insecurity during the summer months, as well as to provide opportunities for greater engagement in physical and other activities during the summer.

Mississippi solicited applications and provided mini-grant awards to incentivize SFSP sponsors proposing to provide activities with a purpose of 1) drawing children to sites where meals are provided, and 2) teaching and establishing patterns for children on the importance of physical exercise and proper nutrition. The State anticipated being able to award at least 96 sites mini-grants of up to $5,000 each year. Mississippi budgeted a total of $500,550 for each year of the demonstration.

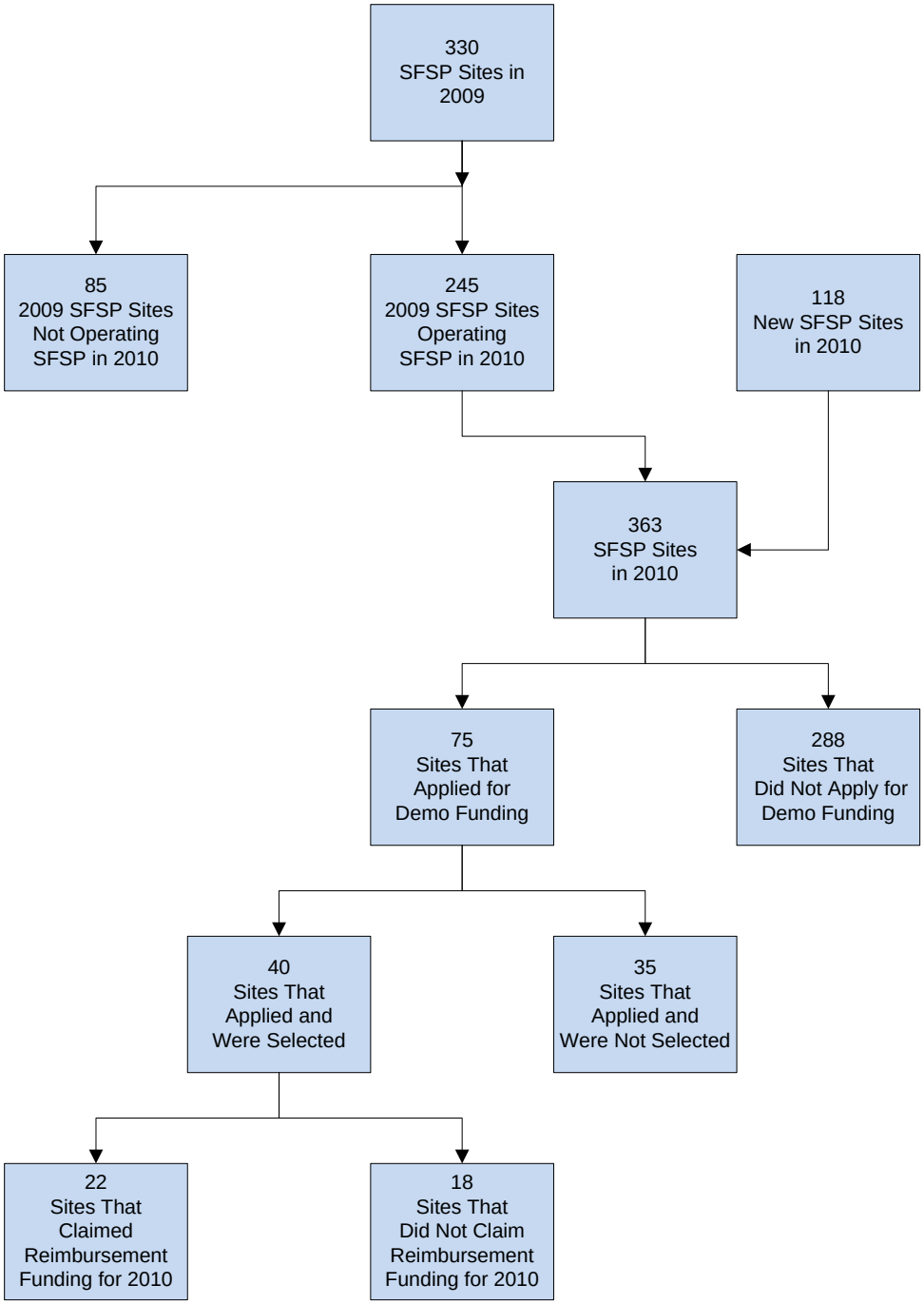
In 2010, Mississippi conducted outreach and training to sponsors throughout the State to encourage them to apply for the mini-grants. For example, the State contacted all SFAs administering the NSLP to make them aware of the demonstration and obtain estimates of activity costs. The State gave preference to sponsors that operated the SFSP for a minimum of

30 days to encourage longer periods of operation. In their applications, sponsors were asked to outline new activities and submit a budget for these activities, including how the activities would promote sound health and nutrition, reduce obesity, or promote physical activity. For each site, sponsors were asked to describe how the activities would increase participation, how they would publicize the activities within the community, and provide an estimate of the number of new children that may be drawn to the site by these activities. Some examples of eligible activities included sports, arts and crafts, tutoring, games, lessons, playing music, teaching life skills, outdoorsman activities, community gardening, and nutrition, educational, and physical activities. Sponsors were expected to provide activities for children at these sites on most, if not all, days of operation.

In the first year of the demonstration, Mississippi listed several challenges in its implementation, including the need for a longer-than-expected timeframe for advertising; giving sponsors time to submit applications; convening a panel; scoring the applications; and making the awards. Although sponsors were given verbal approval by phone, several sponsors were reluctant to begin the activities until the contracts were signed. Thus, most of the Mississippi sites were unable to implement the new activities in 2010.

Chart IV.1 highlights the number of sites receiving demonstration funds in 2010. Overall, there were 363 feeding sites in Mississippi in 2010. A total of 40 sites were awarded demonstration funds: 21 of these were new sites and 19 were existing sites. Although each of the participating sites was awarded from $2,500 to $5,000, 18 sites did not spend any funds at all, resulting in only 22 sites actively participating in the demonstration. These remaining sites utilized an average of approximately $2,781 (in the range of $1,370 to $4,500) over the summer to implement their activities. In summary, only 41.6 percent of the funds awarded were spent (approximately $61,180 out of $147,000 awarded).

Chart IV.1
Mississippi Demonstration: Participating Sites



This chapter contains results of the 2010 demonstration compared to data for the past 3 years. Sections B and C present the secondary outcome measures and the tertiary outcome measures, respectively. Conclusions are presented in Section D.

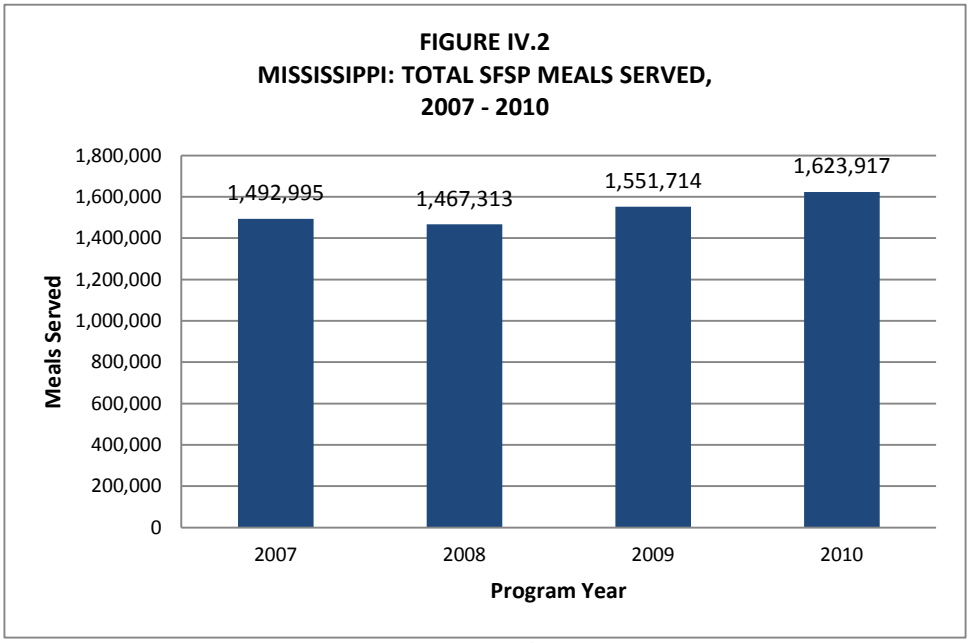
B. SECONDARY OUTCOME MEASURES

Since primary measures, such as food insecurity, are not being assessed in this report, this section first provides an illustration of the changes in the secondary outcome measures in Mississippi. Section B.1 illustrates changes in Mississippi from 2007 to 2010 as compared to a group of similar States and the balance of the Nation. Section B.2 illustrates changes from 2009 to 2010 on key outcome measures between participating sites and non-participating sites that were operating in both years.

1. Changes in Mississippi vs. Similar States and the Nation

a. Change in Total Number of SFSP Meals Served

More than 1.6 million SFSP meals were served in Mississippi in 2010, an increase of 4.7 percent (72,203 meals) over the previous year (Figure IV.2).[46]

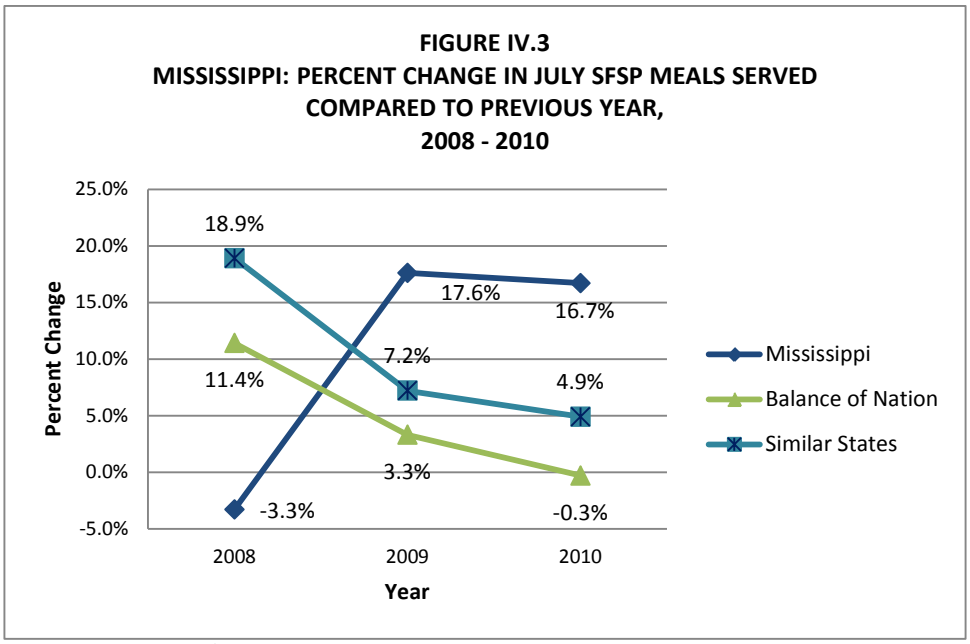


Note: The total meal counts in Figure IV.2 include breakfasts, lunches, suppers, and snacks.

Supporting data for Figure IV.2 can be found in Appendix Table B.2.b.

Using July as a comparison month, the percent change in meals served from July 2009 to July 2010 was an increase of 16.7 percent. In comparison, the number of meals served in the remainder of the Nation dropped by 0.3 percent from 2009 to 2010 and similar States showed a modest increase of 4.9 percent over the same period (Figure IV.3).

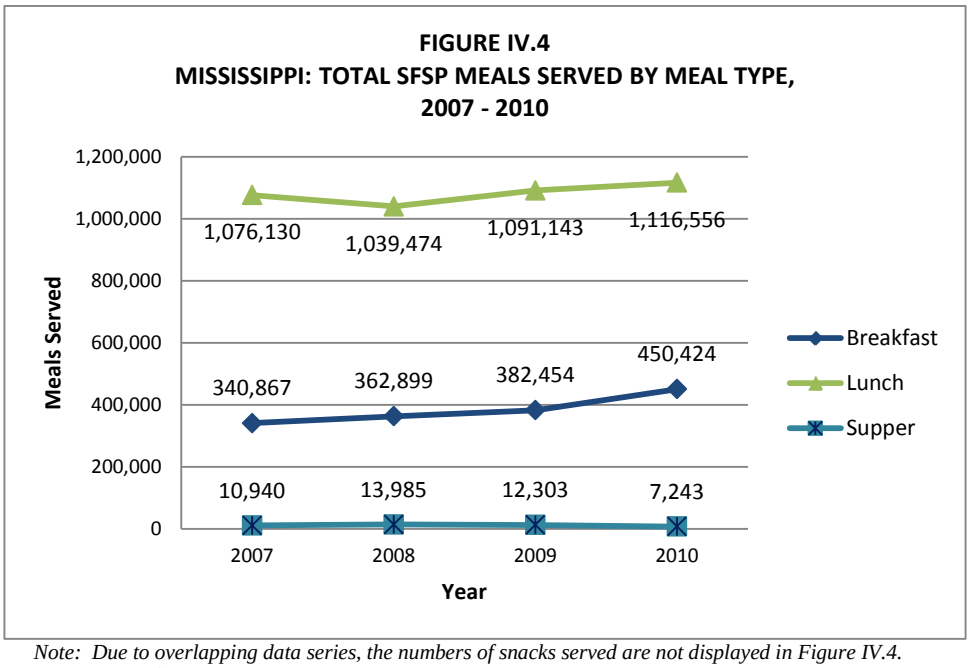
[46] The total number of SFSP meals served is defined as the sum of the number of breakfasts, lunches, suppers, and snacks served for May, June, July, August, and September.



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure IV.3 can be found in Appendix Table B.2.b.

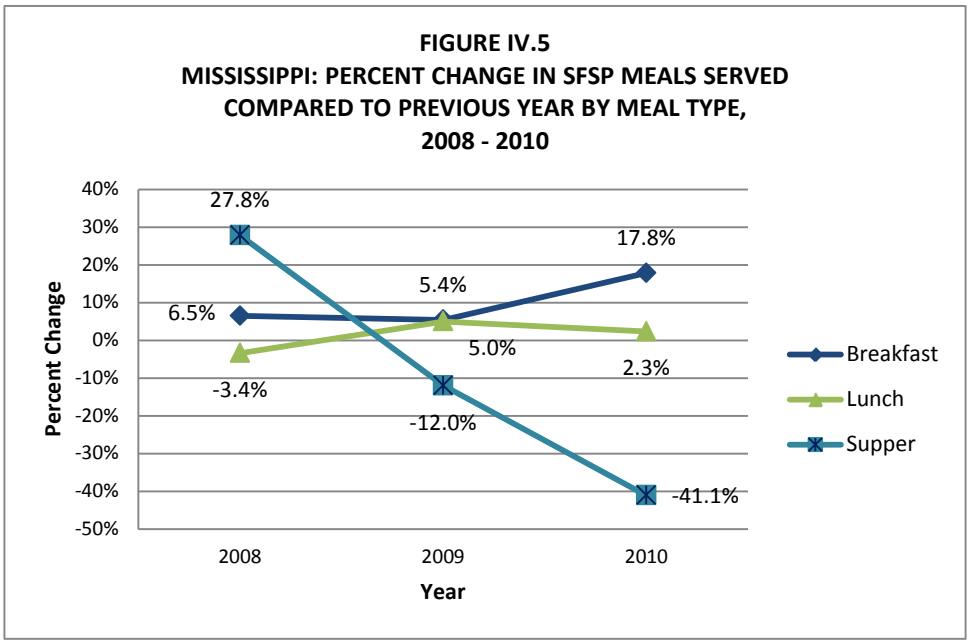
Change in Meals Served by Meal Type. The 2010 demonstration encouraged sponsors to increase the activities provided at the site so that more children would participate and receive meals. Both the number of breakfasts and lunches served increased during the demonstration (Figure IV.4). The vast majority of the increase in total meals, however, was due to an increase in breakfasts served in 2010 (a total of 66,970 out of 72,203 meals additional meals). Lunch remained the most commonly served meal (68.8 percent of all meals served) followed by breakfast (27.7 percent of all meals served).



Note: Due to overlapping data series, the numbers of snacks served are not displayed in Figure IV.4. The number of snacks served per year was 65,058 in 2007; 50,955 in 2008; 65,814 in 2009; and 49,694 in 2010.

Supporting data for Figure IV.4 can be found in Appendix Table B.2.b.

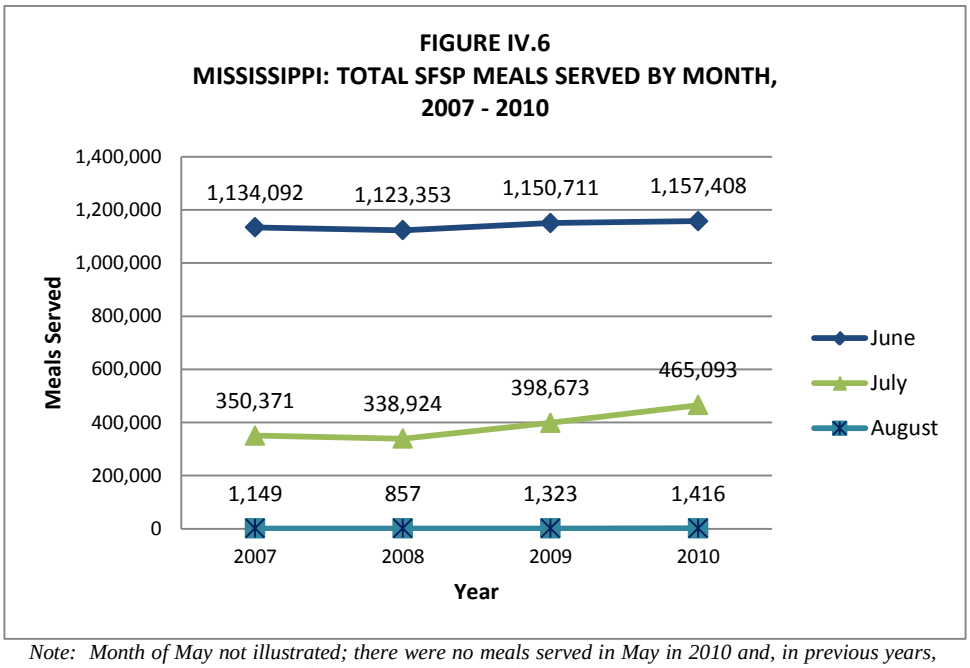
Breakfast was the only meal that showed an appreciable increase in the number of meals served for 3 years in a row, with the number of breakfasts served increasing 5.4 percent from 2008 to 2009 and 17.8 percent from 2009 to 2010. Although the number of lunches served increased from 2009 to 2010, the percent change between these 2 years (2.3 percent) was lower than that between 2008 and 2009 (5 percent). Suppers served declined by 41.1 percent, continuing the negative trend from the previous year (Figure IV.5). The average percent change across total meals served was an increase of 5.8 percent between 2008 and 2009 and an increase of 4.7 percent between 2009 and 2010.



Note: Due to overlapping data series, the percent change in snacks served is not displayed in Figure IV.5. The percent change in snacks served per year was a decrease of 21.7 percent in 2008; an increase of 29.2 percent in 2009; and a decrease of 24.5 percent in 2010.

Supporting data for Figure IV.5 can be found in Appendix Table B.2.b.

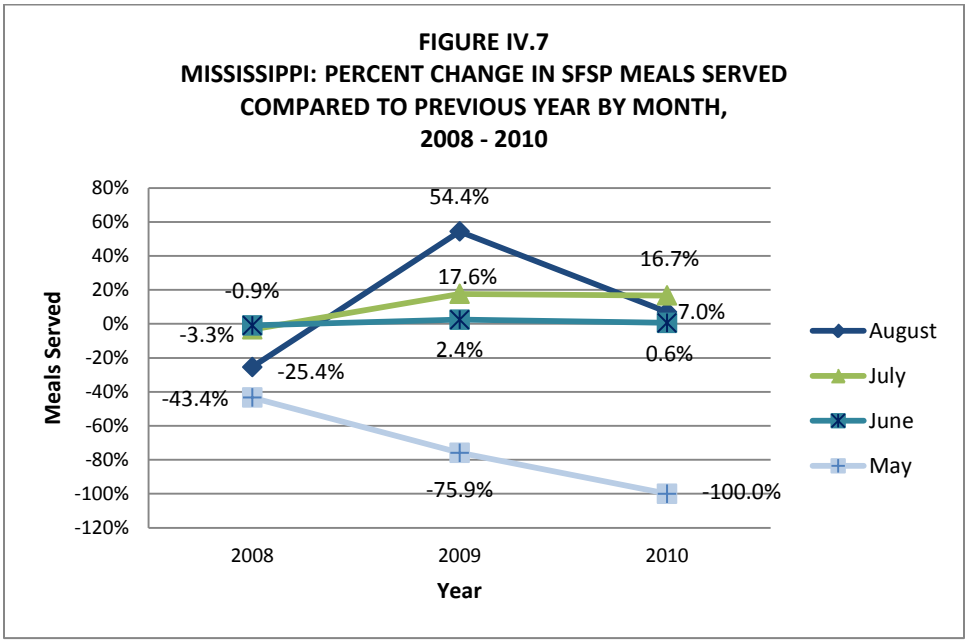
Change in Meals Served by Month. In Mississippi, the SFSP summer feeding sites traditionally serve meals between May and August, with almost all (99.9 percent) of the meals served in June and July. In 2010, there was an increase in the total number of meals served for all summer months except May, during which no meals were served (Figure IV.6).



Note: Month of May not illustrated; there were no meals served in May in 2010 and, in previous years, meals served in May consisted of less than 0.5 percent of all meals.

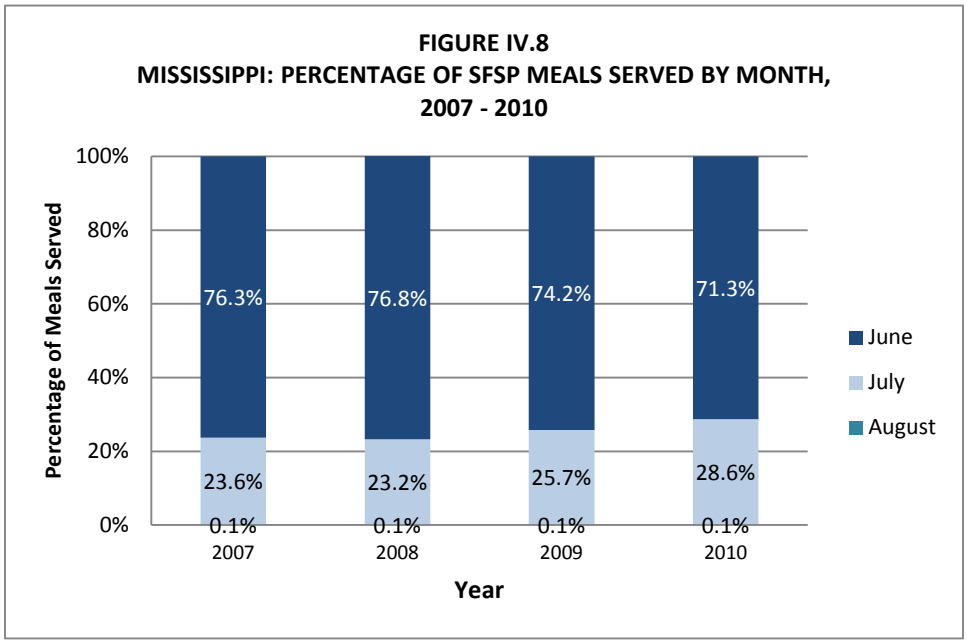
Supporting data for Figure IV.6 can be found in Appendix Table B.2.b.

The month of July saw the largest percentage increase in the number of meals served (16.7 percent in 2010; Figure IV.7) in 2010 compared to 2009. The percentage increases in meals served in June and August were of a lesser magnitude, at just under 0.6 percent and 7 percent respectively over 2009 levels. The magnitude of the percentage increases between 2009 and 2010 were lower, however, than the previous year for all months except July.



Note: Supporting data for Figure IV.7 can be found in Appendix Table B.2.b.

The results also showed that, when looking at the total number of SFSP meals served by month, June always accounted for the largest proportion of meals served. Between 2007 and 2010, close to three-quarters of the meals served during the summer months were served in June, and this percentage remained relatively stable over the 4 years examined. Approximately one-quarter of the meals served during the summer months were served in July and less than 1 percent were served in August (Figure IV.8).

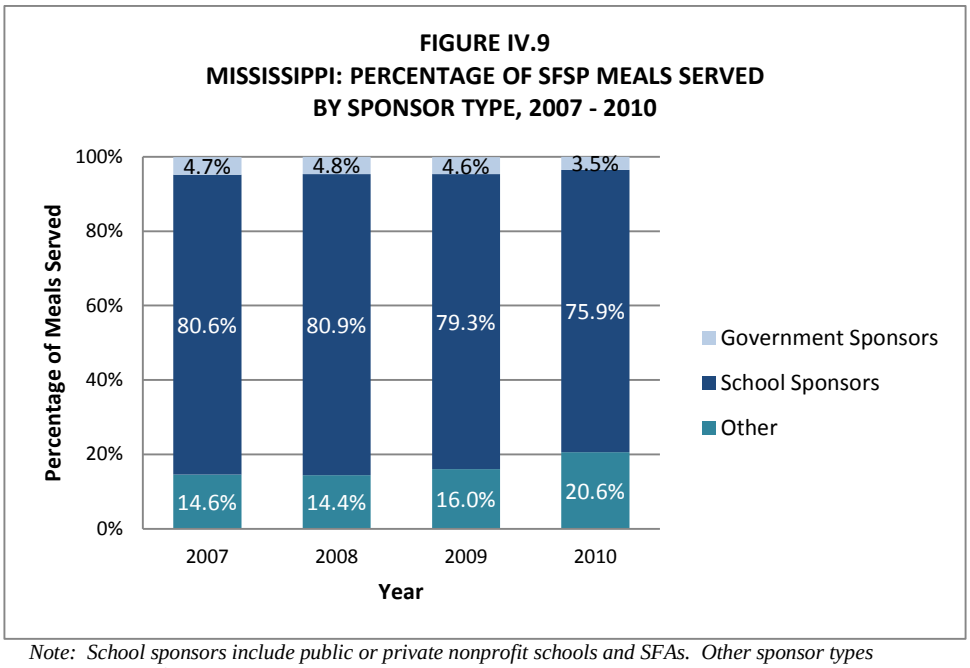


Note: Month of May not illustrated; meals served in May consisted of less than 0.5 percent of all meals served each year.

Supporting data for Figure IV.8 can be found in Appendix Table B.2.b.

Change in Meals Served by Sponsor Type. The number of meals served by government sponsors declined by 21.7 percent from 2009 to 2010. Government sponsors served only 3.5 percent of all meals in 2010, compared to 4.6 percent of all meals in 2009 (see Figure IV.9). An increase was seen in the number and proportion of meals served by "other" sponsor types. Of these, 95 percent of meals were served by nonprofit organizations and 5 percent were served by nonprofit universities or colleges participating in the National Youth Sports Program.[47]

[47] Schools (both public and private) are coded as "school sponsors." Government sponsors consist of both SUMR and other. Other categories consist of public and private universities and colleges, non-public and private non-profit sponsors.



Note: School sponsors include public or private nonprofit schools and SFAs. Other sponsor types include nonprofit organizations, public/private universities/colleges, and residential camps.

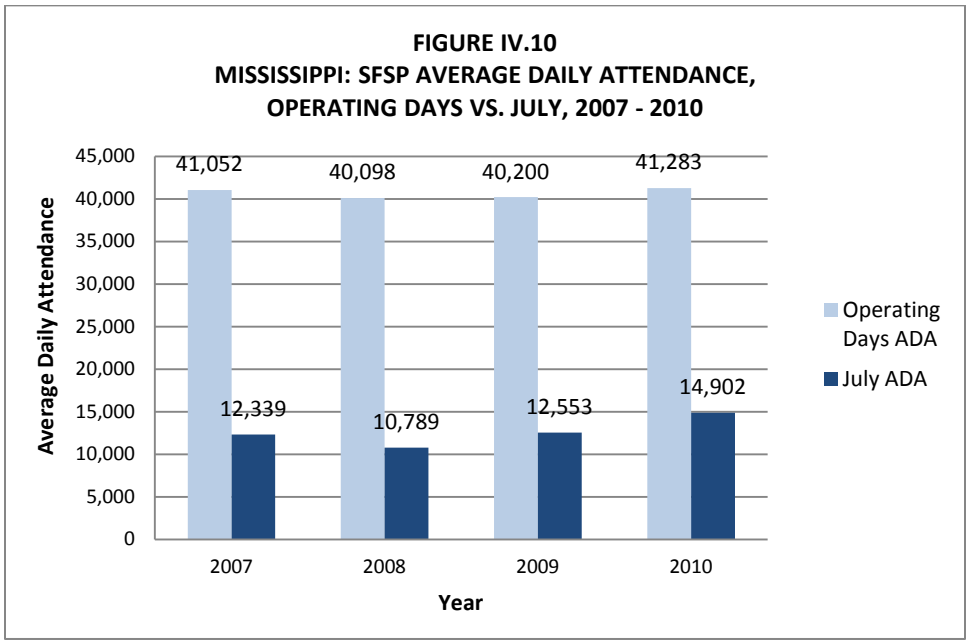
Supporting data for Figure IV.9 can be found in Appendix Table B.2.b.

b. Change in Number of Children Served (Average Daily Attendance)

One expectation of this demonstration is that by increasing activities, sponsors will be able to reach more low-income children to provide subsidized nutritious meals during the summer. The estimated number of children served, or ADA, can be calculated using two methods: 1) for the number of **Operating Days** for the whole summer (the ADA for the summer as a whole); and 2) for the **month of July** (the ADA for the month of July only, which is typically the month in which the largest numbers of meals are served).[48] *Note: FNS uses July as a comparison month to compare summer nutrition programs across States and to the Nation.*

[48] In Mississippi, June is traditionally the month in which the most SFSP meals are served (more than 70 percent in all years since 2007). Thus, the July method calculates a less accurate estimate of the ADA in Mississippi than in Arkansas.

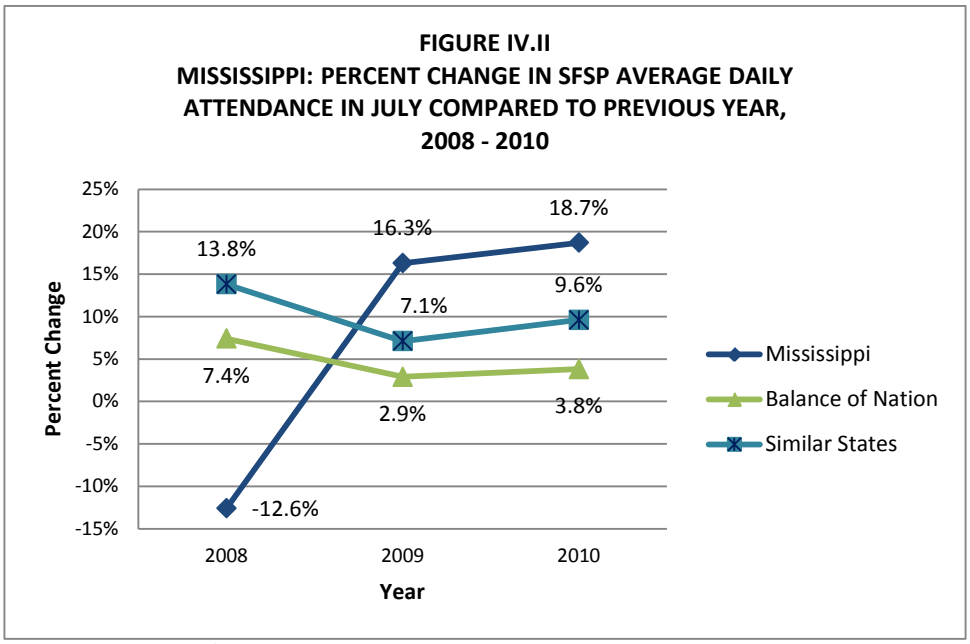
Figure IV.10 below illustrates the average number of children receiving SFSP meals in Mississippi as calculated using both ADA calculation methods outlined in Chapter 1. In 2010, 41,283 low-income children in Mississippi were receiving meals on an average summer day through the SFSP, an increase of 2.7 percent over 2009. In Mississippi, less than half (40.2 percent) of the number of meals served in June were served in July (465,093 compared to 1,157,408; see Figure IV.6 above). On an average day in July, 14,902 children received meals through the SFSP, an increase of 18.7 percent over 2009.



Note: In Mississippi, June is the month in which SFSP sites experience the highest participation, so fewer meals are served in July than in June. This explains the large discrepancy between the two ADA calculation measures.

Supporting data for Figure IV.10 can be found in Appendix Table B.3.b.

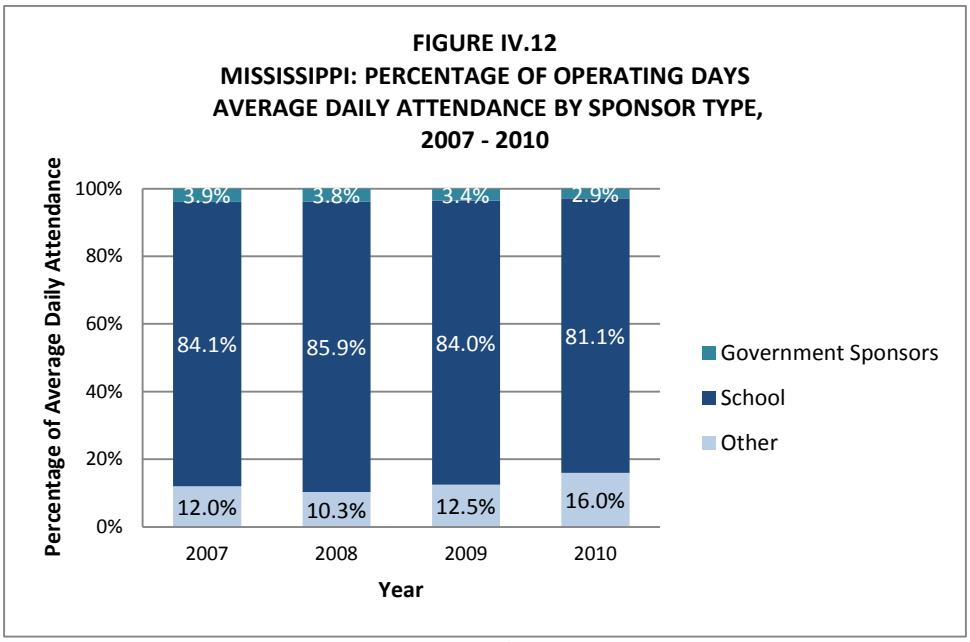
The increase of 18.7 percent in July represents a modest gain compared to the 9.6-percent rise in the average number of children served in similar States. The balance of the Nation exhibited a 3.8-percent increase during this same time period (Figure IV.11).



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure IV.II can be found in Appendix Table B.3.b.

Change in Operating Days ADA by Sponsor Type. The average number of children served by local government agencies on a daily basis declined by 50 percent in 2010. Local government agency sponsors served only 2.9 percent of all children participating in the SFSP in 2010, compared to 3.4 percent in 2009 (see Figure IV.12). The vast majority of children (81.1 percent) participating in the SFSP were served by public or private schools and SFAs. The remainder (16 percent) were served through other sponsors, including private nonprofit organizations or nonprofit universities or colleges.



Note: School sponsors include public or private nonprofit schools and SFAs. Other sponsor types include nonprofit organizations, public/private universities/colleges, and residential camps.

Supporting data for Figure IV.12 can be found in Appendix Table B.3.b.

c. Change in Participation Rate (Summer Lunches as a Percent of School-Year Lunches)

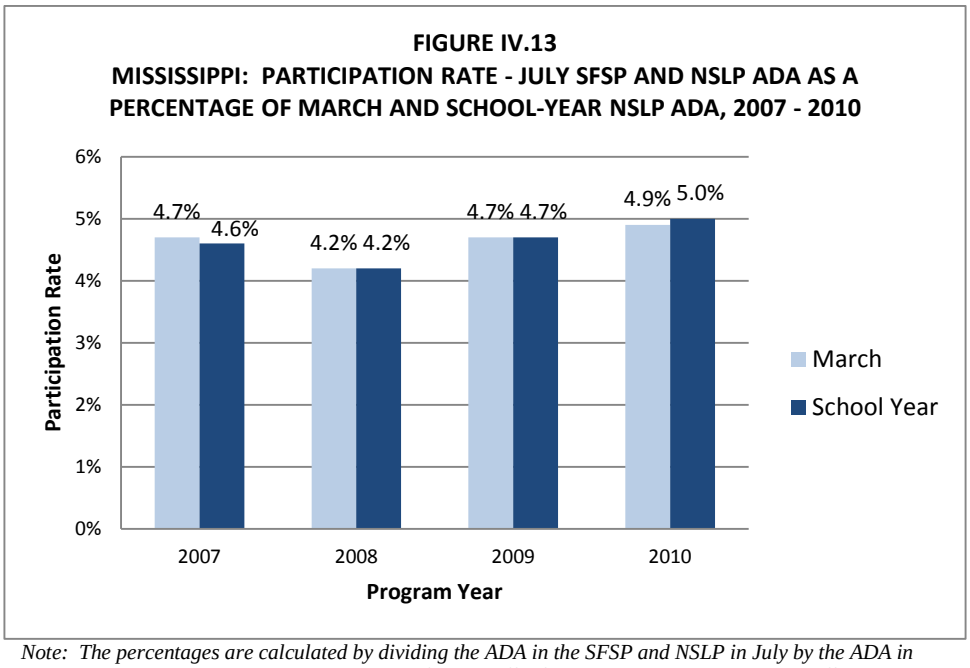
A main goal of the eSFSP demonstrations was to increase the relative coverage of USDA's food programs throughout the summer by increasing participation in the SFSP. Coverage can be measured by the number of low-income children receiving SFSP and NSLP lunches in the summer as a proportion of children receiving free and reduced-price NSLP lunches during the school year. *Note: The NSLP lunches can be computed using either 1) the month of March (the month closest to summer that most children are still in school, and the month historically used by FNS for calculating the participation rate) or 2) an average of the 9-month school year (see Chapter I, page 7 for more detail).*

Figure IV.13 illustrates the relative coverage of children receiving meals in Mississippi in July from 2007 through 2010, as compared to both free and reduced-price NSLP participation in March and during the previous school year. Approximately 4.9 percent of the number of low-income children who received lunch *in March* of the 2009-2010 school year received meals in the summer—a slight increase from the previous year (4.7 percent; see Figure IV.13).[49] When looking at the average monthly number of low-income children who received lunch *across the entire 2009-2010 school year*, the percentage is 5.0 percent, an increase over the previous school year (4.7 percent).[50, 51]

[49] This measure is calculated as the July SFSP ADA + July NSLP Average Daily F/RP Lunches Served divided by March NSLP Average Daily F/RP Lunches Served × 100.

[50] March: Estimated denominator: March 2007: 302,799; March 2008: 302,234; March 2009: 311,247; March 2010: 321,521.

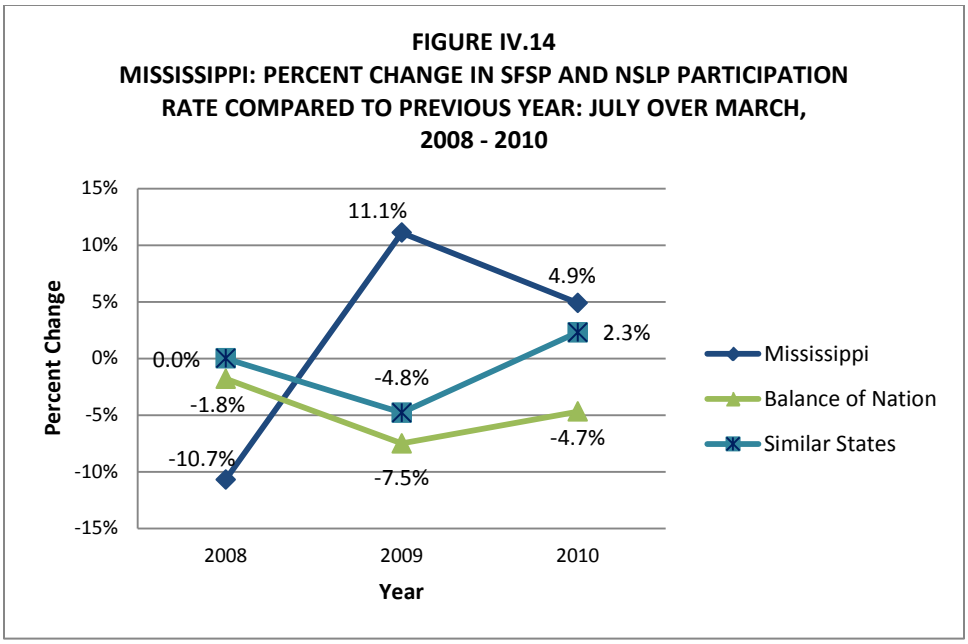
[51] School Year: Estimated denominator: 2007: 309,827; 2008: 301,709; 2009: 307,579; 2010: 315,383.



Note: The percentages are calculated by dividing the ADA in the SFSP and NSLP in July by the ADA in the NSLP in March or the School Year. These figures differ from those in Figure I.1 due to differences in the calculation method.

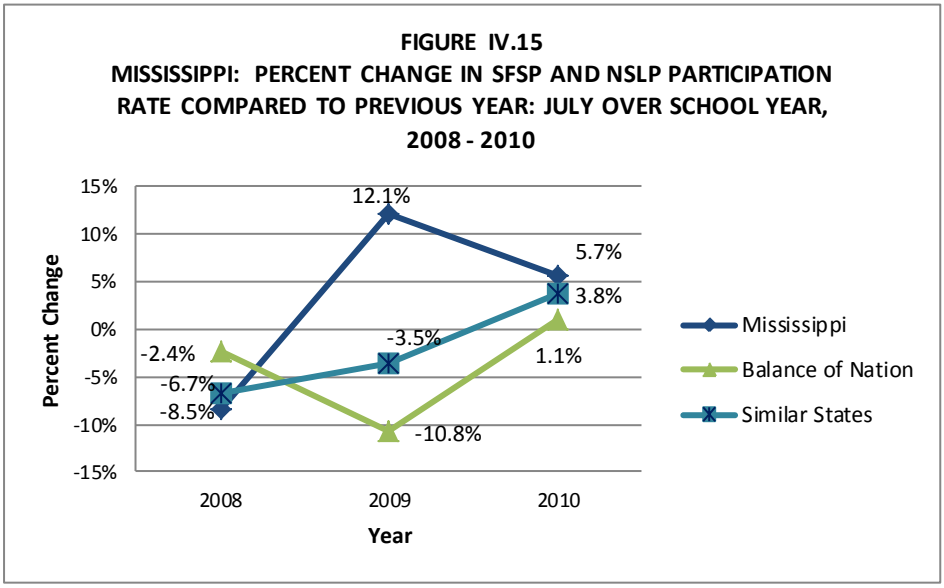
Supporting data for Figure IV.13 can be found in Appendix Table B.4.b.

Both measures for 2010 show an increase over the previous year; however, the percent change is slightly greater when using the school-year participation figure (5.7 percent using the school year as the denominator versus 4.9 percent using March as a denominator; see Figures IV.14 and IV.15 below).



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure IV.14 can be found in Appendix Table B.4.b.



Note: The balance of the Nation includes all States except Arkansas and Mississippi. Similar States are defined as all States eligible for, but not awarded, demonstration funds (Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming).

Supporting data for Figure IV.15 can be found in Appendix Table B.4.b.

2. Changes in Participating Sites vs. Non-Participating Sites from 2009 to 2010

Due to the small cell sizes, testing the significance of the difference between participating and non-participating sites was not possible using ANOVA. Instead, a bivariate logit model on demonstration status, with a dummy variable to indicate increase in the outcome measure, was conducted. The model was designed to determine whether the presence of the demonstration influences the outcome being measured (e.g., number of days open, total meals served and ADA). There were no significant differences on any of the outcome measures between participating and non-participating sites.

a. Change in Total Number of SFSP Meals Served

Table IV.1 shows the distribution of the number of sites served by meal size categories determined by the number of meals. The median number of meals served declined by 18.2 percent for non-participating sites (from 3,868 meals to 3,797 meals) and fell somewhat less, by 10.0 percent, for participating sites (from 4,473 meals to 4,026 meals). Differences by demonstration status are not significant.

Table IV.1
Total Meals Served:
Mississippi Participating vs. Non-Participating Sites

Total Meals Served (ranges)	**Non-Participating Existing Sites** (open in 2010 and 2009)		**Participating Existing Sites** (open in 2010 and 2009)		**All Existing Sites** (open in 2010 and 2009)		**Change in # of Existing Sites** (2009-2010)	**New Sites in 2010**	**Total 2010 Sites**
	2009	***2010***	***2009***	***2010***	***2009***	***2010***		***2010***	***2010***
< 1,250	29	28	0	1	29	29	0	18	47
1,250-2,500	38	41	7	5	45	46	1	19	65
2,501-5,400	86	83	4	5	90	88	-2	58	146
≥ 5,401	73	74	8	8	81	82	1	23	105
TOTAL	226	226	19	19	245	245		118	363
Median	3,868	3,797	4,473	4,026	3,942	3,865		2,675	3,299

β = -0.6667; p = 0.1922

b. Change in July Average Daily Attendance

Not all of the sites served meals in July; only 134 of the 226 non-participating sites and 17 of the 19 participating sites did so. Table IV.2 shows the changes from 2009 to 2010; the median ADA provides the best overview, with a modest increase of 5.7 percent among non-participating sites (from 53 in 2009 to 56 in 2010) and a somewhat larger increase of 12.0 percent among participating sites. These differences, however, are not statistically significant.

Table IV.2
July Average Daily Attendance:
Mississippi Participating vs. Non-Participating Sites

July ADA (ranges)	**Non-Participating Existing Sites** (open in 2010 and 2009)		**Participating Existing Sites** (open in 2010 and 2009)		**All Existing Sites** (open in 2010 and 2009)		**Change in # of Existing Sites** (2009-2010)
	2009	***2010***	***2009***	***2010***	***2009***	***2010***	
< 28	42	27	3	2	45	29	-16
28-60	32	45	3	4	35	49	14
61-120	35	31	6	4	41	35	-6
≥ 121	25	31	5	7	30	38	8
TOTAL	134	134	17	17	151	151	
Median ADA	53	56	83	93	55	58	

β = -0.1830; p = 0.7231

C. TERTIARY OUTCOME MEASURES

This section illustrates changes from 2009 to 2010 on key tertiary outcome measures between participating sites and non-participating sites that were operating in both years. Figures for tertiary outcome measures were not available for the Nation and similar States; as such, this section contains comparisons from within the State only.

1. Changes in Participating Sites vs. Non-Participating Sites from 2009 to 2010

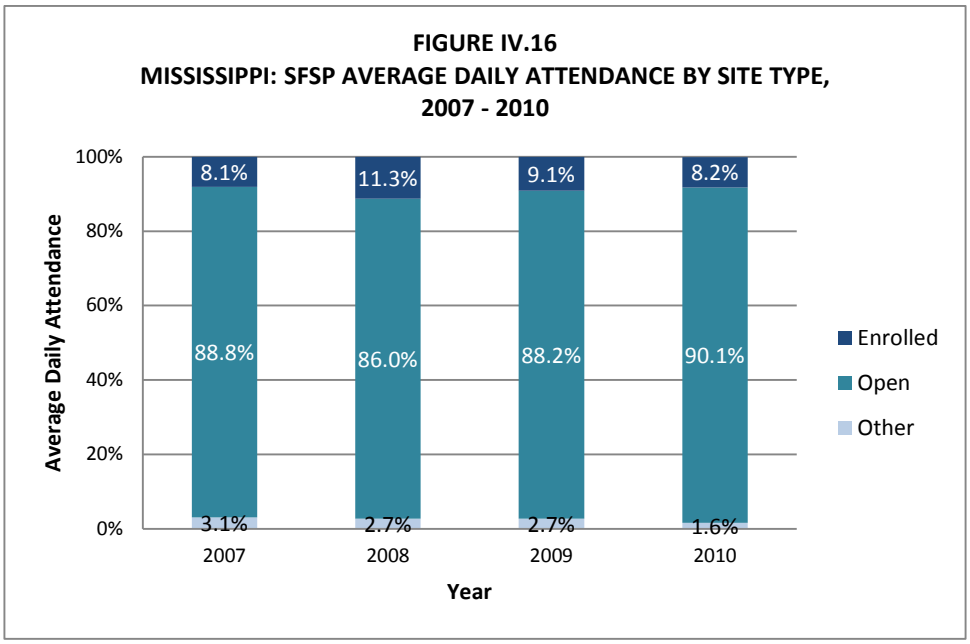
a. Change in Number of Sponsors and Food Service Sites

The number of SFSP sponsors throughout the State increased by a modest 5.1 percent between 2009 and 2010 (from 117 in 2009 to 123 in 2010), compared to a 13.6 percent increase between 2008 and 2009. The number of SFSP feeding sites increased by 10 percent in 2010 (Table IV.3), with a net increase of 33 sites.

Table IV.3
Mississippi: Number of Sponsors and Sites by Year

	2007	**2008**	**2009**	**2010**	**2007-2008 % change**	**2008-2009 % change**	**2009-2010 % change**
Sponsors	107	103	117	123	-3.7%	13.6%	5.1%
Sites	321	301	330	363	-6.2%	9.6%	10.0%

In 2010, more than 90 percent of sites were open (or restricted open) sites. Only 8.2 percent were closed (enrolled) sites, while 1.6 percent were other site types, including summer camps, National Youth Sports Program (NYSP) and Upward Bound Program sites combined (Figure IV.16).



b. Change in Days of Operation

As shown in Table IV.4, participating sites experienced no change in the median number of days of operation from 2009 to 2010. Non-participating sites showed a slight increase in median number of operating days, from 26 to 28. Differences by demonstration status were not significantly different.

Table IV.4
Days Open: Mississippi
Participating vs. Non-Participating Sites

Days Open	Non-Participating Existing Sites (open in 2010 and 2009)		Participating Existing Sites (open in 2010 and 2009)		All Existing Sites (open in 2010 and 2009)		Change in # of Existing Sites (2009-2010)	New Sites in 2010	Total 2010 Sites
	2009	*2010*	*2009*	*2010*	*2009*	*2010*		*2010*	*2010*
< 15 Days	14	8	0	1	14	9	-5	18	27
15-21 Days	54	51	0	0	54	51	-3	19	70
22-39 Days	142	151	13	10	155	161	6	58	219
≥ 40 Days	16	16	6	8	22	24	2	23	47
TOTAL	226	226	19	19	245	245		118	363
Median days open	26	28	38	38	28	28		29	28

$\beta = 0.4577$; $p = 0.3401$

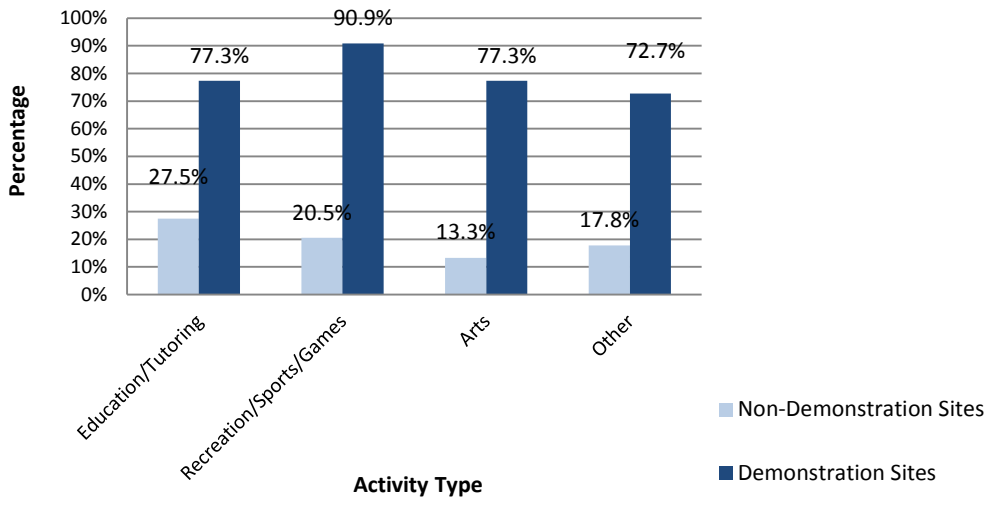
c. Change in Activities at Participating Sites

Of the 40 sites that were approved to participate in the Activity Incentive Demonstration in Mississippi, only 22 (56.4 percent) sites actually spent any of the grant funds they were awarded. These 22 sites all implemented multiple activities using these funds. The most

commonly implemented activity type was recreational activities, including sports and games. More than 90 percent of the participating sites that spent grant funds offered these activities. Both education/tutoring activities and arts activities (which include any of the arts, including arts and crafts, music, and dance) were implemented by three-quarters of the participating sites that spent grant funds. Seventy-two percent of these sites implemented other activities as well.

For all activity types, a higher percentage of participating sites offered the activities than non-participating sites. For example, the percentage of participating sites that offered recreational activities was more than four times that of non-participating sites (90.9 percent versus 20.5 percent, respectively (Figure IV.17). These differences suggest that participating sites may be offering more activities than non-participating sites that used their funding as a way to attract more children. However baseline (prior year) data on activities are not available, so the differences in the percentage of sites offering activities cannot be attributed with confidence to the demonstration funding. For example, it cannot be determined what percentage of the sites that were already offering activities in the prior year applied and were funded for 2010.

FIGURE IV.17
MISSISSIPPI: PERCENTAGE OF ACTIVITIES OFFERED BY TYPE, PARTICIPATING SITES VS. NON-PARTICIPATING SITES, 2010



Note: These categories are not mutually exclusive, as most of the sites offer more than one type of activity, thus percentages do not sum to 100 percent. "Other" includes both activities that did not fit into the other four categories as well as generic descriptions for activities such as "summer camp" and "enrichment activities."

Data in the activities offered at SFSP sites are not available for any years prior to 2010.

Overall, sites that were awarded mini-grants operated more activities than did other sites in 2010. For example, 45 percent (18 of 40) of sites that were awarded mini-grants operated more than two activities compared to 29 percent of non-awarded sites.

D. CONCLUSIONS FOR MISSISSIPPI

A total of 40 feeding sites, 11 percent of the total sites in operation in the State, received mini-grants of up to $5,000 per site per summer to implement enrichment and recreational

activities at sites. Approximately half (21) of the sites were new and almost half (19) were existing. Because the Mississippi demonstration received a late start, 22 out of the 40 sites that were awarded mini-grants used the grant funds to implement new activities, while 18 of the sites did not spend any of the funds. Sites that implemented new activities spent an average of $2,781 in grant funds; expenditures ranged from $1,370 to $4,500. All told, approximately $61,180 out of $147,000 in approved funding was spent.

As a percentage of children served by NSLP, July SFSP And NSLP lunches served increased from 4.7 percent in 2009 to 4.9 percent in 2010, when using March NSLP lunch data as the base; this was an increase of 4.9 percent compared to an increase of 2.3 percent in similar States. Given this, it is difficult to suggest that any of the changes in meals served, ADA, or participation might be attributable to the demonstration. Furthermore, the criteria for describing and documenting the activities conducted at each site were loosely applied and often lacked specificity. As a result, it was not possible to effectively categorize these activities to determine if some might have shown more promise than did others. Lastly, data on activities offered at sites were not available for 2009, thus not allowing baseline comparisons to be made with 2010.

CHAPTER V: OVERALL CONCLUSIONS FROM THE 2010 DEMONSTRATIONS

In this first year of the eSFSP demonstrations, both States planned and successfully implemented separate demonstrations. Although changes could not be discerned for Mississippi, the Arkansas demonstration clearly was associated with some large gains in SFSP service levels. What can be concluded from this 2010 effort is that, when SFSP and TANF funds are provided simultaneously, this combination can result in large gains in SFSP service levels. Future reports in this series will present results from the second year of these initiatives.

While each demonstration project showed improvements, it is important to note that there are many extraneous factors that could influence the estimates shown 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. The results of this demonstration for the year 2010 need to be carefully viewed in that context. Nonetheless, the changes observed are consistent with a generally positive impact of measures of SFSP service levels.

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APPENDICES

APPENDIX A

SFSP HISTORY

APPENDIX A: SFSP HISTORY

A brief history/timeline of the SFSP is shown below.

- 1965: SFSP began as a pilot program.

- 1975: SFSP authorized as a permanent program and participation (defined by average daily attendance in July) increased dramatically.

- Late 1970s: Reports of fraud and abuse (particularly among nonprofit sponsors) led to greater oversight of sponsors and restrictions on nonprofit sponsors, leading to a decline in participation (GAO, 1991a, 1991b).

- 1981: The Omnibus Budget Reconciliation Act of 1981 prohibited private nonprofit groups (except private schools and residential camps) from serving as sponsors and set a more restrictive income threshold for site eligibility.

- Mid-to-late 1980s through 1990s: Participation increased as a result of USDA and advocates working to publicize the program. Expanding participation became a major policy goal through improving administrative procedures and reducing program operating costs.

- 1996: Personal Responsibility and Work Opportunity Reconciliation Act lowered reimbursement rates and the number of reimbursable meals per day, and eliminated start-up and expansion grants to sponsors. As a result, GAO (1998a, 1998b) showed sponsors substituted less expensive foods, reduced staff wages and reduced the number of sites, but had little impact on number of sponsors or on number of children served.

- 1998: The Child Nutrition Reauthorization Act relaxed restrictions on nonprofit sponsors and streamlined paperwork requirements for experienced sponsors.

- 2001: The Consolidated Appropriations Act of 2001 (P.L. 106-554) authorized SFSP pilot projects to increase the number of participating children in low-participation States. It also enabled some sponsors in several States to be reimbursed at the maximum rate based on the number of meals served, without regard to actual costs and relaxed restrictions on using program funds to pay for operational expenses.

- 2004: The Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265) reduced paperwork for sponsors and families, excluded the military privatized housing allowance as income, and removed transportation barriers in rural areas.

- 2007: The Consolidated Appropriations Act of 2008 (P.L. 110-161) expanded USDA's Simplified Summer Food Program accounting procedures to all SFSP sponsors. This allowed sponsors to be reimbursed on a per-meal basis, to all sponsors in all States nationwide.

APPENDIX B

DETAILED TABLES

APPENDIX B: DETAILED TABLES

Table B.1.a
Number of SFSP Sites: Arkansas and Mississippi

	ARKANSAS							MISSISSIPPI						
	Number				Percent Change			Number				Percent Change		
	2007	2008	2009	2010	2007 - 2008	2008 - 2009	2009-2010	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010
TOTAL SITES	n/a	162	235	349	n/a	45.1%	48.5%	321	301	330	363	-6.2%	9.6%	10.0%
New	n/a	–	93	151	n/a	–	62.4%	–	55	99	118	–	80.0%	19.2%
Existing	n/a	–	142	198	n/a	–	39.4%	–	246	231	245	–	-6.1%	6.1%
Avg. Award per Site	n/a	–	–	$1,941.00	n/a	–	–	–	–	–	$3,673.60	–	–	–
PARTICIPATING SITES														
Total Sites Participating	n/a	–	–	163	n/a	–	–	–	–	–	40	–	–	–
New	n/a	–	–	58	n/a	–	–	–	–	–	21	–	–	–
Existing	n/a	–	–	105	n/a	–	–	–	–	–	19	–	–	–
DAYS OPEN														
Avg. Days Open (all sites)	n/a	36.9	35.3	33.6	n/a	-4.3%	-4.8%	25.3	25.7	27.0	27.7	1.7%	4.8%	2.6%
Median Days Open	n/a	24	25	28	n/a	2.1%	14.3%	23	24	24.5	28	4.3%	2.1%	14.3%
Avg. Increase in Days Open	n/a	–	6.48	6.57	n/a	–	1.4%	–	5.8	5.3	6.1	–	-8.6%	15.1%
Median Increase in Days Open	n/a	–	3	4	n/a	–	33.3%	–	3	3	5	–	0.0%	66.7%
SITES BY DAYS OPEN														
Open ≥ 40 Days	n/a	73	94	173	n/a	28.8%	84.0%	18	20	29	47	11.1%	45.0%	62.1%
Open 30-39 Days	n/a	42	67	40	n/a	59.5%	-40.3%	73	75	94	103	2.7%	25.3%	9.6%
Open 22-29 Days	n/a	20	32	48	n/a	60.0%	50.0%	90	85	102	116	-5.6%	20.0%	13.7%
Open 15-21 Days	n/a	17	13	44	n/a	-23.5%	238.5%	122	92	80	70	-24.6%	-13.0%	-12.5%
Open < 15 Days	n/a	10	29	44	n/a	190.0%	51.7%	18	29	25	27	61.1%	-13.8%	8.0%

Table B.1.a
Number of SFSP Sites: Arkansas and Mississippi (continued)

	ARKANSAS							MISSISSIPPI						
	Number				Percent Change			Number				Percent Change		
	2007	2008	2009	2010	2007 - 2008	2008 - 2009	2009-2010	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010
SITES THAT:														
Increased # of Days Open	n/a	–	69	86	n/a	–	24.6%	–	76	99	91	–	30.3%	-8.1%
Maintained # of Days Open	n/a	–	20	38	n/a	–	90.0%	–	99	85	59	–	-14.1%	-30.6%
Decreased # of Days Open	n/a	–	53	74	n/a	–	39.6%	–	62	47	95	–	-24.2%	102.1%
New Site Open ≥ 40 Days	n/a	–	28	63	n/a	–	125.0%	–	7	12	23	–	71.4%	91.7%
New Site Open < 40 Days	n/a	–	65	88	n/a	–	35.4%	–	57	87	95	–	52.6%	9.2%
SITE TYPE														
Camps	n/a	14	14	15	n/a	0.0%	7.1%	5	5	6	4	0.0%	20.0%	-33.3%
Government	n/a	24	36	19	n/a	50.0%	-47.2%	–	–	–	–	–	–	–
Public Schools	n/a	46	57	100	n/a	23.9%	75.4%	–	–	–	–	–	–	–
Private Nonprofit	n/a	78	128	215	n/a	64.1%	68.0%	–	–	–	–	–	–	–
Open	n/a	–	–	–	n/a	–	–	285	259	291	323	-9.1%	12.4%	11.0%
Closed Enrolled	n/a	–	–	–	n/a	–	–	26	34	30	32	30.8%	-11.8%	6.7%
UBP	n/a	–	–	–	n/a	–	–	3	3	3	1	0.0%	0.0%	-66.7%
NYSP	n/a	–	–	–	n/a	–	–	2	0	0	1	-100.0%	0.0%	–
FOOD PREPARATION TYPE														
Self-Prep	n/a	–	–	–	n/a	–	–	215	203	223	244	-5.6%	9.9%	9.4%
Vended	n/a	–	–	–	n/a	–	–	26	21	29	21	-19.2%	38.1%	27.6%
Satellite	n/a	–	–	–	n/a	–	–	80	77	78	98	-3.8%	1.3%	25.6%

Note: Arkansas and Mississippi have different classifications for type of site.

Arkansas does not maintain information on food preparation type.

n/a = Arkansas did not maintain data at the site level in 2007.

Table B.2.a

SFSP Meals Served by Meal Type, Month, and Sponsor Type: Arkansas, Balance of Nation, and Similar States

	ARKANSAS							BALANCE OF NATION			SIMILAR STATES*		
	Number				Percent Change			Percent Change			Percent Change		
	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010
TOTAL MEALS	957,602	895,950	1,001,669	1,408,363	-6.4%	11.8%	40.6%	11.4%	3.3%	-0.3%	18.9%	7.2%	4.9%
MEALS BY TYPE													
Breakfast	355,261	325,279	314,805	465,114	-8.4%	-3.2%	47.7%	15.8%	3.9%	1.2%	46.9%	10.0%	6.7%
Lunch	578,174	551,669	644,560	866,124	-4.6%	16.8%	34.4%	12.6%	2.8%	-1.1%	19.2%	7.1%	4.6%
Snack	8,570	10,409	15,583	26,145	21.5%	49.7%	67.8%	-0.8%	6.3%	0.9%	-7.2%	4.6%	2.8%
Supper	15,597	8,593	26,721	50,980	-44.9%	211.0%	90.8%	-0.3%	0.9%	0.1%	15.7%	-7.7%	13.5%
MEALS BY MONTH													
May	4,251	5,826	1,739	584	37.1%	-70.2%	-66.4%	–	–	–	–	–	–
June	463,989	423,037	455,793	618,226	-8.8%	7.7%	35.6%	–	–	–	–	–	–
July	427,854	398,336	451,520	616,388	-6.9%	13.4%	36.5%	11.4%	3.3%	-0.3%	18.9%	7.2%	4.9%
August	61,508	68,751	92,617	173,165	11.8%	34.7%	87.0%	–	–	–	–	–	–
MEALS BY SPONSOR TYPE													
Government Sponsors	224,710	169,051	163,690	74,425	-24.8%	-3.2%	-54.5%	-0.2%	-1.8%	-9.0%	-13.0%	-9.9%	-3.0%
School Sponsors	336,765	300,577	286,725	479,872	-10.7%	-4.6%	67.4%	21.3%	3.0%	-1.2%	66.4%	9.2%	-4.6%
Other	396,127	426,322	551,254	854,066	7.6%	29.3%	54.9%	7.9%	9.4%	9.9%	19.7%	22.4%	22.0%

Note: Tabulations for the balance of the Nation and similar States are available for July only.

** The "Similar States" included in these calculations are Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming.*

Table B.2.b

Meals Served by Meal Type, Month, and Sponsor Type: Mississippi, Balance of the Nation, and Similar States

	MISSISSIPPI							BALANCE OF NATION			SIMILAR STATES*		
	Number				Percent Change			Percent Change			Percent Change		
	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010
TOTAL MEALS	1,492,995	1,467,313	1,551,714	1,623,917	-1.7%	5.8%	4.7%	11.4%	3.3%	-0.3%	18.9%	7.2%	4.9%
MEALS BY TYPE													
Breakfast	340,867	362,899	382,454	450,424	6.5%	5.4%	17.8%	15.8%	3.9%	1.2%	46.9%	10.0%	6.7%
Lunch	1,076,130	1,039,474	1,091,143	1,116,556	-3.4%	5.0%	2.3%	12.6%	2.8%	-1.1%	19.2%	7.1%	4.6%
Snack	65,058	50,955	65,814	49,694	-21.7%	29.2%	-24.5%	-0.8%	6.3%	0.9%	-7.2%	4.6%	2.8%
Supper	10,940	13,985	12,303	7,243	27.8%	-12.0%	-41.1%	-0.3%	0.9%	0.1%	15.7%	-7.7%	13.5%
MEALS BY MONTH													
May	7,383	4,179	1,007	0	-43.4%	-75.9%	-100.0%	–	–	–	–	–	–
June	1,134,092	1,123,353	1,150,711	1,157,408	-0.9%	2.4%	0.6%	–	–	–	–	–	–
July	350,371	338,924	398,673	465,093	-3.3%	17.6%	16.7%	11.4%	3.3%	-0.3%	18.9%	7.2%	4.9%
August	1,149	857	1,323	1,416	-25.4%	54.4%	7.0%	–	–	–	–	–	–
MEALS BY SPONSOR TYPE													
Government Sponsors	70,860	70,078	72,000	56,410	-1.1%	2.7%	-21.7%	-0.2%	-1.8%	-9.0%	-13.0%	-9.9%	-3.0%
School Sponsors	1,203,637	1,186,561	1,230,722	1,232,843	-1.4%	3.7%	0.2%	21.3%	3.0%	-1.2%	66.4%	9.2%	-4.6%
Other	218,498	210,674	248,992	334,664	-3.6%	18.2%	34.4%	7.9%	9.4%	9.9%	19.7%	22.4%	22.0%

Note: Tabulations for the balance of the Nation and similar States are available for July only.

** The "Similar States" included in these calculations are Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming.*

Table B.3.a
Average Daily Attendance by Sponsor Type: Arkansas, Balance of the Nation, and Similar States

	ARKANSAS							BALANCE OF NATION			SIMILAR STATES*		
	Number				Percent Change			Percent Change			Percent Change		
	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010
Operating Days ADA	**15,276**	**14,268**	**17,836**	**26,455**	**-6.6%**	**25.0%**	**48.3%**	–	–	–	–	–	–
July ADA	**12,198**	**11,222**	**13,226**	**17,899**	**-8.0%**	**17.9%**	**35.3%**	**7.4%**	**2.9%**	**3.8%**	**13.8%**	**7.1%**	**9.6%**
OPERATING DAYS ADA BY SPONSOR TYPE													
Government Sponsors	3,295	2,559	2,553	1,272	-22.3%	-0.2%	-50.2%	–	–	–	–	–	–
School Sponsors	6,709	5,474	5,704	10,190	-18.4%	4.2%	78.6%	–	–	–	–	–	–
Other	5,272	6,235	9,579	14,993	18.3%	53.6%	56.5%	–	–	–	–	–	–
JULY ADA BY SPONSOR TYPE													
Government Sponsors	3,443	2,347	2,166	1,189	-31.8%	-7.7%	-45.1%	-4.2%	-2.2%	-6.4%	-15.7%	-9.9%	1.3%
School Sponsors	3,837	3,574	3,594	5,746	-6.9%	0.6%	59.9%	16.2%	2.6%	3.2%	53.3%	8.7%	-0.9%
Other	4,919	5,301	7,465	10,964	7.8%	40.8%	46.9%	5.2%	9.1%	15.4%	13.0%	22.7%	29.6%

Note: Tabulations for the balance of the Nation and similar States are available for July only.

** The "Similar States" included in these calculations are Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming.*

Table B.3.b
Average Daily Attendance by Sponsor Type: Mississippi, Balance of the Nation, and Similar States

	MISSISSIPPI							BALANCE OF NATION			SIMILAR STATES*		
	Number				Percent Change			Percent Change			Percent Change		
	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010
Operating Days ADA	**41,052**	**40,098**	**40,200**	**41,283**	**-2.3%**	**0.3%**	**2.7%**	–	–	–	–	–	–
July ADA	**12,339**	**10,789**	**12,553**	**14,902**	**-12.6%**	**16.3%**	**18.7%**	**7.4%**	**2.9%**	**3.8%**	**13.8%**	**7.1%**	**9.6%**
OPERATING DAYS ADA BY SPONSOR TYPE													
Government Sponsors	1,590	1,527	1,385	1,203	-4.0%	-9.3%	-13.1%	–	–	–	–	–	–
School Sponsors	34,518	34,433	33,787	33,468	-0.2%	-1.9%	-0.9%	–	–	–	–	–	–
Other	4,945	4,138	5,028	6,612	-16.3%	21.5%	31.5%	–	–	–	–	–	–
JULY ADA BY SPONSOR TYPE													
Government Sponsors	791	871	809	822	10.1%	-7.1%	1.6%	-4.2%	-2.2%	-6.4%	-15.7%	-9.9%	1.3%
School Sponsors	8,876	7,416	9,076	10,001	-16.4%	22.4%	10.2%	16.2%	2.6%	3.2%	53.3%	8.7%	-0.9%
Other	2,672	2,501	2,668	4,079	-6.4%	6.7%	52.9%	5.2%	9.1%	15.4%	13.0%	22.7%	29.6%

Note: Tabulations for the balance of the Nation and similar States are available for July only.

** The "Similar States" included in these calculations are Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming.*

Table B.4.a
Participation Rate: Arkansas, Balance of the Nation, and Similar States

	ARKANSAS							BALANCE OF NATION			SIMILAR STATES*		
	Participation Rate				Percent Change**			Percent Change			Percent Change		
	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010
July/March Participation Rate	8.0%	7.5%	8.3%	10.1%	-5.7%	9.5%	22.1%	-1.8%	-7.5%	-4.7%	0.0%	-4.8%	2.3%
July/School Year Participation Rate	8.1%	7.5%	8.1%	10.3%	-7.2%	7.8%	27.4%	-2.4%	-10.8%	1.1%	-6.7%	-3.5%	3.8%
March NSLP F/RP meals	226,842	228,595	240,420	250,968	0.8%	5.2%	4.4%	–	–	–	–	–	–
School Year NSLP F/RP price meals	224,884	230,300	237,900	246,393	2.4%	3.3%	3.6%	–	–	–	–	–	–

** The "Similar States" included in these calculations are Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming.*

***Percent change figures may not be computed directly due to rounding.*

Table B.4.b
Participation Rate: Mississippi, Balance of the Nation, and Similar States

	MISSISSIPPI							BALANCE OF NATION			SIMILAR STATES*		
	Participation Rate				Percent Change**			Percent Change			Percent Change		
	2007	2008	2009	2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010	2007-2008	2008-2009	2009-2010
July/March Participation Rate	4.7%	4.2%	4.7%	4.9%	-10.7%	11.1%	4.9%	-1.8%	-7.5%	-4.7%	0.0%	-4.8%	2.3%
July/School Year Participation Rate	4.6%	4.2%	4.7%	5.0%	-8.5%	12.1%	5.7%	-2.4%	-10.8%	1.1%	-6.7%	-3.5%	3.8%
March NSLP F/RP meals	302,799	302,234	311,247	321,521	0.0%	3.0%	3.3%	–	–	–	–	–	–
School Year NSLP F/RP price meals	309,827	301,709	307,579	315,383	-2.6%	1.9%	2.5%	–	–	–	–	–	–

** The "Similar States" included in these calculations are Arizona, Florida, Georgia, Louisiana, North Carolina, Oklahoma, Texas, and Wyoming.*

***Percent change figures may not be computed directly due to rounding.*

APPENDIX C

EXAMPLE CALCULATION OF NSLP FREE AND REDUCED-PRICE AVERAGE DAILY PARTICIPATION DURING THE SCHOOL YEAR

APPENDIX C: EXAMPLE CALCULATION OF NSLP FREE AND REDUCED-PRICE AVERAGE DAILY PARTICIPATION DURING THE SCHOOL YEAR

Below, we provide an example of the methodology used by FNS for calculating the denominator of the participation ratio shown in Chapter I, Section B of this report (i.e., the average daily number of children receiving NSLP free and reduced-price meals during the school year). The data for this calculation is obtained from monthly data reported to FNS by States on OMB Form 0584-002 entitled "*Report of School Operations*." This form contains data including the total number of NSLP lunches served (broken down by paid, reduced-price, and free) along with the average daily number of lunches served.[52] However, the data does not contain the NSLP average daily number of *free and reduced-price* lunches served. As such, FNS calculates this information for each month and averages it over the entire school year.[53] The method for calculating this information is illustrated below.

First, the number of operating days each month is estimated. Since the number of operating days varies across schools and SFAs within a State, FNS does not require the States to compile and submit this information on OMB Form 0584-002. Instead, FNS calculates the number of operating days for each month using the average daily number of NSLP lunches served given to FNS by the States (Column C, Table C.1). For each State, the number of operating days in a school year (across all schools) is calculated separately for each of the 9 school year months. The formula is based on total NSLP lunches served, including free, reduced-price, and paid, as:

$$\textit{Operating days (month A)} = \frac{Total\ number\ of\ NSLP\ lunches\ served\ (month\ A)}{Average\ number\ of\ NSLP\ lunches\ served\ per\ day\ (month\ A)}$$

Second, the average daily number of NSLP free and reduced-price lunches served is calculated as:

$$\textit{Average number of NSLP free and reduced-price lunches served per day (month A)} = \frac{Total\ number\ of\ NSLP\ free\ and\ reduced-price\ lunches\ served\ (month\ A)}{Number\ of\ operating\ days\ (month\ A)}$$

This yields an average daily lunch count for NSLP free and reduced-price meals each month (which is not available in the FNS data).

Third, a 9-month average is obtained by summing the average daily number of free and reduced-price lunches served per month (between October and Mary and during September of the following year) and dividing by 9. Last, this school-year average is divided by an attendance

[52] Note that the individual components of this average are not submitted on this form. States report all lunches served in the NSLP, including all lunches served in SFAs that qualify the State for additional payment.

[53] This method has long been used by FNS to calculate NSLP free and reduced-price participation from the NDB. Additionally, the method has 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."

factor of 0.927 to adjust for attendance to achieve the average daily number of children receiving NSLP free and reduced-price meals during the school year.

An example of this calculation is shown in Table C.1 below.

Table C.1
Example Calculation of Denominator of Participation Ratio

	Column A NSLP total lunches served	Column B NSLP average daily number of lunches served	Column C Estimated operating days (Column A/ Column B)	Column D NSLP total free and reduced-price lunches served (excludes paid)	Column E NSLP average daily number of free and reduced-price lunches served (Column D/Column C)
October	629,075	29,232	21.5	369,476	17,169
November	530,713	29,223	18.2	313,826	17,280
December	405,227	28,608	14.2	239,382	16,900
January	535,955	28,693	18.7	316,116	16,924
February	533,401	28,696	18.6	321,181	17,279
March	485,451	28,576	17.0	290,359	17.092
April	585,810	28,917	20.3	353,035	17,427
May	555,525	27,734	20.0	335,146	16,732
September (following year)	598,904	29,082	20.6	364,191	17,685
9-month average					17,165
Average Daily Participation (9-month average divided by 0.927)					18,517

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