

**Task Force to End Student Hunger**  
Resolve 2013, chapter 107  
December 8, 2014 - 9:30am to 3:30pm  
Room 209, Cross Office Building, Augusta, ME

---

**Agenda: Meeting #5**

- 9:30 – 9:45** Welcome, *Senate Chair, Senate President Justin Alfond and House Chair, Representative Victoria Kornfield*
- 9:45 – 12:00** Review of and decisions on task force draft report  
Review of draft text  
Review of draft Nutrition Action Plan  
Review of draft Strategies to Eliminate Student Hunger in Five Years  
Review of draft proposed legislation
- 12:00 – 1:00** Lunch break
- 1:00 – 3:30** Final decisions on task force report  
Discussion of review and approval process for final report

**Duties of the Task Force to End Student Hunger**  
**Resolve 2013, chapter 107**

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

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

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

**Draft Report - 1**

**Executive Summary**

(Reserved until after report content is final.)

DRAFT

## I. INTRODUCTION

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

The duties of the task force, as set forth in the resolve and outlined in Appendix C, include the following:

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

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

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

The task force met 5 times during the summer and fall of 2014. The agendas for the meetings and summaries of the meetings of the task force are included as Appendices D and E.

In accordance with Resolve 2013, chapter 107, the Task Force to End Student Hunger in Maine submits its final report, provides a Nutrition Action Plan and recommends three strategies to eliminate student hunger within five years. The Nutrition Action Plan and three strategies to eliminate student hunger within five years and recommended legislation are included in section IV.

## II. CHILD NUTRITION PROGRAMS - OVERVIEW

The United States Department of Agriculture's (USDA), Food and Nutrition Service core child nutrition programs include the School Breakfast Program, the National School Lunch Program, the Summer Food Service Program and the Child and Adult Care Food Program. These federal

programs provide reimbursements to schools through the Maine Department of Education, reimburse CACFP programs through the Maine Department of Health and Human Services, in some cases provide food items to programs that serve healthy meals to children and specify nutritional content for school meals and snacks. See Appendix F for tables showing family income eligibility guidelines, program eligibility and reimbursement amounts. While Resolve 2013, chapter 107 specifically directed the task force to look at the National School Lunch Program, Summer Food Service Program, and the Child and Adult Care Food Program, At-Risk Afterschool Meals, the task force also heard about and discussed the School Breakfast Program and the Community Eligibility Provision. While each of the programs has its unique implementation opportunities and challenges, all programs provide federal reimbursement for meals for students who are income eligible.

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

--Participation Rate  
--# of kids  
--Average # of meals served

**Comment [SD1]:** In box include these three stats (Include for all program, where possible)

3 eating/total eligible =%

What is the gap

How much \$ is being left on the table

**Maine Baseline**  
--Participation Rate  
--# of kids  
--Average # of meals

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

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

**Maine Baseline**

**Maine Baseline**

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

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

**Maine Baseline**

### III. CHILD NUTRITION PROGRAMS IN MAINE – BARRIERS TO SUCCESS

According to data provided by the Maine Department of Education, 86,473 ~~students~~ children are eligible for reduced-price and free meals (12,770 reduced-priced, 73,703 free). This number represents more than 46% [FOOTNOTE] of all Maine students. However, ~~although far too many children are not accessing meals they're~~ eligible schools participate in the National School Lunch Program, only 63 percent of those students enrolled participate daily.<sup>1</sup> In addition, there are significant gaps in the availability of many of the child nutrition programs, such as the School Breakfast Program, Summer Food Service Program and CACFP, which makes reaching all students who are food insecure difficult.

#### School Breakfast Program

Today in Maine, virtually all public schools [FOOTNOTE] offer school breakfast, while XX [FOOTNOTE] of eligible students are not receiving school breakfast. All meals served through the School Breakfast Program must be offered at free or reduced prices to eligible children. In addition to the reimbursement provided by the federal government (see Appendix F, Table 2), the State of Maine, through Title 20-A §6602(1)(B), provides an additional 30 cents reimbursement per reduced price meal, which results in all reduced-price and free eligible students being eligible to receive free breakfasts. While the School Breakfast Program has expanded over the years, student participation is approximately 64 percent less than participation in the National School Lunch Program.<sup>2</sup>

- **Barriers:** There are many obstacles that effect participation in the School Breakfast Program. The following are some of the most significant. Best practices to overcome these barriers are explored in Section XX.
  - **Stigma:** The stigma of poverty discourages students from participating, becoming more pronounced at the higher levels of school such as middle and high school. ~~Some~~ Many schools that have implemented procedures that successful breakfast programs make it nearly impossible to distinguish between a student who is eligible for a reduced-price or free meal and a student who pays; however, even with these alternatives, stigma appears to still play a role.
  - **Applications:** The required application form to determine eligibility information can discourage students and families from participating. Schools that have high participation rates undertake outreach activities to distribute and collect forms or offer universal meals to all students free of cost. Others have enrolled in the Community Eligibility Program.
  - **Timing:** The timing of school breakfast is a barrier to student participation. If a child must choose between socializing and eating, most children choose not to eat. Schools with high participation rates provide breakfast in the classroom, or as a “grab and go” meal, instead of before school starts.

**Comment [SD2]:** Note: Request to use uniform method of reporting participation: % eligible for free or reduced cost meals or % of participants in free or reduced cost lunch. References should use same method.

<sup>1</sup> Department of Education, Participation School Lunch Report 2014. Distributed at the September 9, 2014 Task Force Meeting

<sup>2</sup> Comparison of participating percentages from Department of Education’s School Breakfast Participation Report and Participation School Lunch Report 2014 distributed at the September 9, 2014 Task Force Meeting

## National School Lunch Program

Today in Maine, virtually all public schools [FOOTNOTE] offer school lunch, while XX [FOOTNOTE] of eligible students are not receiving school lunch. Under the National School Lunch Program, students are eligible for either free or reduced-price meals or pay full cost, depending on income eligibility as determined through the application process discussed above.

- **Barriers:** Barriers to participation in the National School Lunch Program include some of the same barriers as the School Breakfast Program, such as stigma and the application process.
  - **Food Options:** An additional barrier to participation may be that other food options provided by vending machines or off-campus are more appealing than the food that is served in the cafeteria.
  - **Timing:** The amount of time allotted for school lunch, and the timing of those lunches, are barriers to student participation. Schools with high participation rates offer recess before the meal, adequate time to go through the lunch line, adequate time to eat, and offer the meal at an appropriate time of day.

## Summer Food Service Program

Today in Maine, XX [FOOTNOTE] of eligible students are not receiving meals in the summer. There are generally two entities involved in running a Summer Food Service Program – sponsors and sites. Sponsors, which run the individual programs and communicate with the state agency, may include schools, local government agencies, camps, faith-based and other nonprofit community organizations. Sites can be varied and include schools, churches, community centers, and parks and are chosen as places where meals can be served in a safe environment. In most cases, the school district itself makes the best sponsor since it already has established relationships with families, and the staff and facilities to prepare meals.

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

few years of a program, there is not always a steady stream of participants, and during this time programs lose money. This loss of money can result in the closure of sites.

- **Awareness:** There is a lack of awareness about Summer Food Service Program statewide. When populations are dispersed over large or rural areas, effectively distributing summer program information can be difficult.

### **Child and Adult Care Food Program (CACFP)**

Insert same opening of "Today in Maine..."

Federal CACFP funding is provided to afterschool programs that serve snacks or meals in low-income, at-risk areas. A CACFP at-risk afterschool meals program must:

- Be organized primarily to provide care for children after school or on the weekends, holidays, or school vacations during the regular school year;
- Provide organized, regularly scheduled activities in a structured and supervised environment;
- Include education or enrichment activities; and
- Be located in an area where at least 50 percent of the students are eligible for free or reduced-price meals under the National School Lunch Program.
- **Barriers:** Similar to other child nutrition programs, challenges to the expansion and success of CACFP include sponsorship and transportation issues.
  - **Application:** The sponsor application for CACFP is lengthy, complex and only available on paper. The application becomes a deterrent to eligible and otherwise interested sponsors from applying for the program.
  - **Awareness:** This program only became available in Maine in 2010 and is still lacking widespread awareness. Best practices and innovative approaches for the utilization of this program are not yet fully developed, making starting a program in a qualifying community even more daunting.

### **Community Eligibility Program (CEP)**

Insert same opening of "Today in Maine..."

CEP eligibility for a school district or school is determined by using data from other programs, such as the Supplemental Nutrition Assistance Program (SNAP) and the Temporary Assistance Program for Needy Families (TANF). For schools that serve predominately low-income students, CEP can be used to provide healthy, nutritious meals that are free to all students without the need to collect individual applications for free and reduced meals.

- **Barriers:** Similar to the CACFP program, CEP is new to Maine, available first in 2014 after a 4-year pilot in select school districts nationwide. Lack of awareness of availability and lack of knowledge of how to implement CEP at the district level are barriers to the adoption of CEP. However, the barrier of stigma is negated with a program like CEP because it provides meals to all students at no cost.
  - **Funding Complications:** Perhaps the biggest barrier to the expansion of CEP in Maine is the fear of losing funding under Title I and Essential Programs & Services. Currently the level of state funding for schools is partially determined using the

information provided by the free and reduce-price meals applications. Under CEP, these forms are no longer necessary to determine eligibility. It became clear to the task force that schools were hesitant to switch to CEP out of fear that they would lose funding because these applications would no longer be required to receive free or reduce-price meals. Schools that have successfully implemented CEP collect this information using a new form and strategic outreach, to ensure the forms are completed and returned, with no decrease to Title I and Essential Programs & Services funding.

#### **IV. ADOPTION OF CHILD NUTRITION ACCESS PLAN AND ANTI-HUNGER STRATEGY RECOMMENDATIONS**

The Task Force to End Student Hunger in Maine concluded its work with the adoption of the Child Nutrition Access Plan and recommendations that include three anti-hunger strategies to eliminate student hunger within five years. The Child Nutrition Access Plan serves as an action plan for the citizens of Maine and the state's municipalities, school districts, numerous organizations, farms and businesses, the Legislature, the Governor and Executive Department and community leaders. The task force adopts the plan and recommends the three anti-hunger strategies in order to guide the State and eliminate student hunger within five years. The task force urges school districts and communities to examine the unused potential of child nutrition programs, build on their own strengths to benefit their communities and eliminate student hunger.

---

#### **THREE STRATEGIES TO ELIMINATE STUDENT HUNGER IN FIVE YEARS**

##### **Strategy 1:**

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

- **Tasks:**

1. **Establish an ongoing Commission to End Student Hunger** to provide leadership in the fight to eliminate student hunger, raise awareness of food insecurity and anti-hunger opportunities and best practices, assist schools and communities with federal nutrition program requirements and report to the Legislature on an annual basis.
2. **Develop a public awareness campaign** to increase awareness of student hunger and available nutrition programs, to decrease the stigma of participation and to call the public to action.
3. **Publicize the critical role of child nutrition programs** in the success of students and the importance of nutrition to the educational process.
4. **Establish Child Nutrition Summit** to meet on an annual or biennial basis to discuss progress, challenges and best practices.

##### **Strategy 2:**

**Increase participation in and support for child nutrition programs.**

- **Tasks:**

1. **Establish anti-hunger coordinator positions**, to undertake anti-hunger work with schools, state and community agencies, in accordance with the work parameters established by the Commission to End Student Hunger. Positions to be funded initially for years 1 and 2 by donation from non-governmental entities and then in year 3 and later years funded by the Legislature ~~by allocating funds from the Fund for a Healthy Maine.~~
2. **Adopt the Child Nutrition Access Plan**, see attached plan.
3. **Amend the formula for funding Essential Programs and Services (EPS) formula** to recognize the costs of the school nutrition director and the school nutrition program.
4. **Make available an evaluation and assessment of the comprehensive child nutrition programs** available to school districts to determine which may be appropriate for their district, and assist with implementation.
5. **Liaison between DOE and DHHS; state grant program for anti-hunger** (Either [1] Within existing resources by assignment of responsibility to existing staff or [2] using new state funding and creating a new position), the Department of Education and the Department of Health and Human Services shall increase communication and cooperation between the two departments and the monitoring of child anti-hunger programs in both departments. The departments shall convene quarterly meetings to collaborate on child nutrition programs. The departments shall provide quarterly reports to the joint standing committee of the Legislature having jurisdiction over education matters and to the Commission to End Student Hunger in Maine on their quarterly meetings and on cooperation between the departments regarding child anti-hunger programs.
6. ~~B. State grants~~ **Establish Child Nutrition Grant Program.** The Department of Education shall adopt rules to establish ~~an anti-hunger~~ a child nutrition grant program and to make the initial grants available by October 1, 2015. The program will make grants available to school districts, schools, and non-school sponsors to enable them to increase the rates at which students eligible for free and reduced-price meals participate in the meal programs, to meet equipment and operational costs and to address transportation and other needs.
7. **Expand access to child nutrition data in the Department of Health and Human Services and Department of Education** in order to measure and track access to and participation in child nutrition programs. The departments shall provide each school district, school unit or school with a sourced and independently audited analysis of their existing child nutrition programs and their funding, and federal funding not being utilized. Child nutrition data should be publicly available on the Department of Health and Human Services and Department of Education website.
8. **Establish a Community Eligibility Provision working group**, during the spring of 2015, which shall be convened by the Department of Education to review the opportunities and challenges of the Community Eligibility Provision, study best practices related to the Community Eligibility Provision for school districts, address barriers to use of the Community Eligibility Provision, make recommendations to the Department of Education and the Department of Health and Human Services. The Department of Education shall, on behalf of

the working group, issue a report to the Legislature and the Governor by ~~June~~ April 30, 2015. The working group shall specifically review options for reconciling the differing requirements for use of the Community Eligibility Provision and for Title I reimbursement and for essential programs and services funding and shall recommend any needed legislation, rule changes or alternative solutions to address these issues.

**Strategy 3: [ADDRESS WHOLE SECTION]:**

**Increase children's access to healthy, nutritious food** through partnering with farms, food distributors, non-profits, and state, federal and private programs.

**Comment [SD3]:** What does this mean?

• **Tasks:**

1. **Take full advantage of existing, successful and innovative child nutrition programs** and of new programs, best practices and creative partnerships.
2. **Promote best practices** and leverage technical assistance and expertise.
3. **Establish new and expand existing partnerships** among state government, the public sector, school districts, nonprofits and community organizations and the private sector.
4. **Work with Maine's Congressional delegation**, the Department of Education and the Department of Health and Human Services shall work with the Congressional delegation of the State of Maine to make participation in federal meals and snacks programs for students easier for school districts and nonprofit organizations and to make administration of the programs easier for the Department of Education and the Department of Health and Human Services.

---

## CHILD NUTRITION ACCESS PLAN

### School Breakfast Program

#### **Task 1**

The Department of Education, after consultation with the Commission to End Student Hunger, will establish as a benchmark the state average student participation rate.

#### **Task 2**

The Commission to End Student Hunger will choose eight schools with a free and reduced eligibility rate near 50% and participation rates under 35% and focus on increasing participation through the use of identified best practices.

**Tools:** The Commission to End Student Hunger will provide information to school administrators through educational and supporting materials that show the connection between nutrition and learning, the need for adequate time for school breakfast and examples of breakfast delivery methods, best practices and successes.

**Task 3**

Each year for four more years the Commission to End Student Hunger will adjust the eligibility and participation rates to reach out to more schools in order to increase participation and end student hunger.

**School Lunch Program**

**Task 1**

The Department of Education, after consultation with the Commission to End Student Hunger, will establish as a benchmark the state average student participation rate.

**Task 2**

The Commission to End Student Hunger will choose eight schools with a free and reduced eligibility rate near 50% and participation rates under 35% and focus on increasing participation through the use of identified best practices.

**Tools:** The Commission to End Student Hunger will provide information showing the connection between nutrition and learning, examples of lunch delivery methods, ideas for improving the quality of meals, best practices and successes, including recess before lunch.

**Task 3**

Each year for four more years the Commission to End Student Hunger will adjust the eligibility and participation rates to reach out to more schools in order to increase participation and end student hunger.

**At-Risk After School Meals - CACFP**

**Task 1**

The Commission to End Student Hunger will choose eight school districts or nonprofit organizations with free and reduced eligibility rates at or above 50% that operate summer meals programs and can expand to at-risk after school meals and focus on increasing participation through the use of identified best practices.

**Tools:** The Commission to End Student Hunger will provide information and outreach to children's clubs and organizations to increase knowledge of child nutrition programs and participation in them.

**Tools:** The Department of Education and the Department of Health and Human Services will increase their outreach to school districts and nonprofit organizations, utilizing outcomes from the quarterly meetings between the two departments.

**Task 2**

Each year for four more years the Commission to End Student Hunger will adjust the eligibility rates to reach out to more schools and nonprofit organizations in order to increase participation rates and end student hunger.

## Summer Meals

### **Task 1**

The Commission to End Student Hunger will choose twelve schools that operate summer meals programs with participation rates below 20% and will focus on increasing participation through the use of identified best practices and on increasing program participation from year to year.

**Tools:** The Department of Education and the Commission to End Student Hunger will provide information to the public on summer meals sites, provide information on state requirements that certain school districts provide summer meals programs and encourage program participation from year to year.

### **Task 2**

Each year for four more years the Commission to End Student Hunger will adjust the participation rates to reach out to more schools and program sponsors, increase participation rates and end student hunger.

## Community Eligibility Provision

### **Task 1**

The Commission to End Student Hunger will choose eight school districts with direct certification rates above 40% and participation rates below 60% that are likely to be able to qualify for universal eligibility under the Community Eligibility Provision and will provide extra information and resources to those districts to assist them in enrolling through the Community Eligibility Provision.

### **Task 2**

Each year the Commission to End Student Hunger will reach out to more schools to assist them in enrolling through the Community Eligibility Provision and end student hunger.

## **V. PROPOSED LEGISLATION**

The Task Force to End Student Hunger in Maine is forwarding to the Legislature the following legislation to achieve the goals of the Action Plan and implement the three anti-hunger strategies recommended by the task force.

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

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

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

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

**Whereas,** Maine has failed to fully utilize up to \$30,000,000 per year of federal funding for

student meals; and

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

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

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

**PART A**

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

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

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

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

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

- A. Two members of the Senate appointed by the President of the Senate, including members from each of the 2 parties holding the largest number of seats in the Legislature;
- B. Three members of the House of Representatives appointed by the Speaker of the House, including members from each of the 2 parties holding the largest number of seats in the Legislature;
- C. Four public members appointed by the President of the Senate:
  - 1. One member from a statewide organization dedicated to food security;
  - 2. One member from a statewide or regional organization dedicated to child hunger;
  - 3. One member from a statewide or regional organization which runs a food pantry;  
and
  - 4. One member who is a food service director in a municipality or school district that utilizes the USDA Community Eligibility Provision;
- D. Four public members appointed by the Speaker of the House:
  - 1. One member from a statewide or regional farm or organization which represents farming;
  - 2. One member from a statewide or regional organization which runs an at risk school food program;
  - 3. One member who is a superintendent in a school unit; and
  - 4. One member who is an elected official in a town which participates in the USDA Community Eligibility Program;

- E. Two public members, appointed by the Governor, who are be parents whose children have utilized or are utilizing free or reduced lunch programs;
- F. The Commissioner of Education or the commissioner's designee; and
- G. The Commissioner of Health and Human Services or the commissioner's designee.

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

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

4. Duties; funding. The commission shall meet 2, 3 or 4 times per year. The commission shall work to implement the five year plan to end student hunger, shall monitor the plan and shall update it if necessary. The commission is authorized to conduct meetings throughout the State to highlight issues of student hunger. Every two years the commission may conduct a state wide symposium on student hunger to bring together statewide leaders to discuss issues of student hunger. The commission shall direct the responsibilities of and supervise anti-hunger coordinators, who will work across the state and perform the following functions within school districts and communities:

- A. Compile and analyze data to identify opportunities to increase food security and progress made in decreasing student hunger;
- B. Raise awareness of food insecurity and opportunities and best practices to decrease food insecurity;
- C. Assist school board and school food service directors and community leaders to understand, apply for and comply with the requirements of the child nutrition programs offered by the United States Department of Agriculture and the impact of the programs on students, schools and communities; and
- D. Report by January 15 each year to the commission on food insecurity in communities and school districts and progress made in decreasing student hunger. The commission is authorized to submit to the Legislature legislation as the commission may determine to be appropriate.

5. Staff assistance. The Legislative Council shall provide necessary staffing services to the commission.

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

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

**LEGISLATURE**

**Commission to End Student Hunger**

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

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

**Sec. A-4. Budget submission.** For state fiscal years 2017 and 2018 the Department of Education shall submit and advocate for a budget request that will establish within the department four full-time permanent positions to function as anti-hunger coordinators to be funded from Fund for a Healthy Maine revenues.

**PART B**

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

**6. School nutrition costs.** Beginning in fiscal year 2014-15, the costs of school nutrition, including the costs of the school nutrition director and the full costs, not otherwise reimbursable, of the school nutrition program.

**PART C**

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

- A. The Department of Education shall adopt rules to establish an anti-hunger grant program and to make the initial grants under the program by October 1, 2015. The program will make grants available to school districts and schools to enable them to increase the rates at which students eligible for free and reduced-cost meals participate in the meal programs, to meet equipment and operational costs and to address transportation and other needs.
- B. *(Either [1] Within existing resources by assignment of responsibility to existing staff or [2] using new state funding and creating a new position) (Task Force decision needed.)*, the Department of Education and the Department of Health and Human Services shall increase communication and cooperation between the two departments and the monitoring child anti-hunger programs in both departments. The departments shall convene quarterly meetings to collaborate on child nutrition programs. The departments shall provide quarterly reports to the joint standing committee of the Legislature having jurisdiction over education matters and to the Commission to End Student Hunger

on their quarterly meetings and on cooperation between the departments regarding child anti-hunger programs.

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

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

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

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

#### Summary

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

- A. The bill establishes the Commission to End Student Hunger, an ongoing commission of 17 appointed members, that will work to implement the five year plan to end student hunger, conduct a state wide symposium on student hunger every 2 years to bring together statewide leaders to discuss issues of student hunger and direct the use of funding for four anti-hunger coordinators who will assist in implementing the five year plan.
- B. The bill adds school nutrition costs to the services funded as essential programs and services in the State education funding formula.

- C. The bill directs the Department of Education and the Department of Health and Human Services to work together cooperatively to reduce student hunger. The bill requires the 2 departments to convene quarterly meetings to collaborate on child nutrition programs. The bill requires the two departments to provide quarterly reports to the joint standing committee of the Legislature having jurisdiction over education matters and to the Commission to End Student Hunger. The bill requires the 2 departments to expand access to data and to provide each school district, school unit or school with a sourced and independently audited analysis of their existing child nutrition programs and their funding, and federal funding not being utilized. The bill requires child nutrition data to be publicly available on the websites of the Department of Education and the Department of Health and Human Services.
- D. The bill requires the Department of Education to convene a working group during the spring of 2015 to review the opportunities and challenges of the community eligibility provision, study best practices and barriers related to the community eligibility provision and make recommendations to the Department of Education and the Department of Health and Human Services. The bill requires the Department of Education to issue a report to the Legislature and the Governor by ~~June~~ April 30, 2015.
- E. The bill requires the Department of Education and the Department of Health and Human Services to work with the Congressional delegation of the State of Maine to make participation in federal meals and snacks programs for students easier for school districts and nonprofit organizations and to make administration of the programs easier for the Department of Education and the Department of Health and Human Services.

## VI. STUDY PROCESS

The Task Force to End Student Hunger in Maine met five times during the summer and fall of 2014. Copies of the agendas for all meetings are included as Appendix D. Summaries of all meetings are included as Appendix E. Written information, data and submissions from the public via email are included as Appendix G.

### July 7<sup>th</sup> meeting

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

- **Gail Lombardi**, representing the Department of Education, provided information on nutrition programs for students.
  - **School Breakfast Program.** 680 schools offer school breakfast programs, with 52% of the students eligible for free or reduced-price breakfast eating school breakfasts. Barriers to higher participation include stigma, scheduling, schools placing a low priority on breakfast, operational costs, and difficulty in getting completed application forms returned to school.
  - **School Lunch Program.** Maine schools serve 11 million free lunches, 1.6 million reduced-price lunches and 7.6 million full price lunches, serving approximately 63%

of the students eligible for free and reduced-price lunches. Barriers to higher participation include stigma, scheduling, students choosing to socialize rather than eat lunch and difficulty in getting completed application forms returned to school. Elementary school programs have the highest participation rates while high school programs offer the most menu options.

- **Summer Meals Program.** During the summer of 2014, schools, colleges, summer camps, municipalities and non-profits operated 337 summer meals programs, reaching an estimated 18% of eligible students. Partnering among schools, municipalities and local businesses and organizations is critical to success. Barriers to more programs and higher participation include stigma, costs, acceptance of responsibility for summer meals and transportation.
- **Therese Cahill-Low**, representing the Department of Health and Human Services, provided information to the task force on CACFP nutrition programs.
  - **CACFP (Child and Adult Care Feeding Program).** The Department of Health and Human Services administers 400 after school programs that provide snacks or meals and 31 programs for youth in at-risk areas through age 12, and disabled youth through age 18. The task force heard that less than 1% of eligible students are served by CACFP programs.

#### August 4<sup>th</sup> Meeting

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

- **Farmers Panel.** Ralph Turner from Laughing Stock Farm in Freeport and Alice Percy from Treble Ridge Farm in Whitefield discussed the opportunities and challenges in providing more locally produced and sourced foods in Maine schools. Also joining the discussion were Don Todd, Executive Director of the USDA, Maine Farm Service Agency and Tim Hobbins, representing the Maine Potato Board. The task force heard the following:
  - **Challenges:**
    - Infrastructure and equipment needs;
    - Connecting farms with schools;
    - Price;
    - Level of product processing and preparation;
    - Food service employees' ability to utilize the product; and
    - Regulatory requirements for food safety.
  - **Opportunities:**
    - Utilizing existing established resources and local, state, and federal organizations and agencies;
    - Using farms and farmers to educate students about food;
    - Fresh Fruit and Vegetable Program; and
    - Nontraditional partnerships (i.e. Good Shepherd Food Bank and Portland Schools)
- **School Food Services Directors Panel.** Barbara Nichols from Westbrook School District, Betty Hayes from RSU 16 (Minot, Mechanic Falls and Poland), and Alisa Roman from the

Lewiston School District spoke about the opportunities and challenges in expanding access for students to nutritious foods throughout the year.

▪ **Challenges:**

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

▪ **Opportunities:**

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

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

**September 9<sup>th</sup> Meeting**

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

- **Bangor Schools Panel Discussion.** Benjamin Sprague, Chair of the Bangor City Council, welcomed the task force to Bangor, spoke of Bangor's commitment to all of its residents, young and old, and stressed that nutrition programs for students and families are an

investment in the future. Representatives of the Bangor School Department provided information to the task force as follows:

- **Superintendent Betsy Webb** presented information on the commitment of the Bangor School Department to every student, mentioning the adoption of common goals and a strategic plan and values, stressing Bangor's dedication to academic excellence for all, professional excellence and quality instructional programs, and the importance of its partnerships with families and community partners.
  - **Noelle Scott, School Food Service Director**, provided information on Bangor's school meal programs, after school programs, the summer meals program, the backpack program and the Fresh Fruit and Vegetable Grant, stressing the value of the partnerships with farms to provide fresh fruits and vegetables and consideration of the Community Eligibility Provision in 2014-2015.
  - **Richard Fournier, Principal of the Fruit Street School**, presented information on Bangor's elementary schools, the importance of providing transportation and of reaching broadly through the community to form partnerships.
  - **Robert MacDonald, Assistant Superintendent**, presented information on Bangor's commitment to common values and on building understanding and fidelity to those values.
  - **Lynn Silk, Principal of the Vine Street School**, provided information on the commitment of the schools to each student and the importance of a champion in the life of each child.
  - **Paul Butler, Principal of Bangor High School**, returned the task force to the importance of curriculum, instruction and assessment and spoke of the common message that the Bangor schools stress: the sense of purpose, pride in achievement and commitment to seeking out challenges.
- **Public Comments.** During the public comment period task force members heard from the following persons:
- **Melissa Houston, Good Shepherd Food Bank**, spoke of the backpack program that is funded with private donations and distributes food to 90 families from the Bangor schools on Fridays during the school year, for a cost of \$225 per student per year;
  - **John Moore, Bangor Savings Bank Community Reinvestment Activity officer**, urged the task force to set goals that eliminate hunger for students during the school year, providing food to families in a manner that is convenient, affordable and via a normal channel for obtaining food. He stressed partnerships with the private sector;
  - **Jen, representing the Preble Street-Maine Hunger Initiative**, spoke of her experience working during the summer with the SAD15 summer meals program which was funded with a grant from the Good Shepherd Food Bank and of the challenges and successes of summer meals programs;
  - **David Sturdevant spoke for the Bank of America**, encouraging the task force to reach out to businesses, to take advantage of the willingness of volunteers and to spread the word on student hunger and on the availability of assistance for families; and
  - **Lois Kilby-Chesley** spoke for the Maine Education Association of the impact that a food insecure child has on the whole classroom and of the opportunities presented

by pre-school and after school programs, offering the assistance of the Maine Education Association in tackling the problem of student hunger.

- **Community Leaders Panel Discussion.** Laura Pineo, Food Service Director for RSU54 in Skowhegan, Michael Myatt, Executive Director of the Bangor Housing Authority, and Shawn Yardley, a community leader, and formerly the director of health and community services for the City of Bangor, provided information to task force members from their perspectives.
  - **Ms. Pineo, Food Service Director for RSU54,** explained the recent decision of RSU54 to utilize the Community Eligibility Provision (CEP) to provide to all students school breakfast and school lunch free of cost. Ms. Pineo stated that the school meals program is fully self-supporting and that the district is using a form to collect family income eligibility data for the purposes of the Title I program, other federal grant programs and the State of Maine essential programs and services funding formula. Ms. Pineo stated that on the first day of school, participation in school lunch increased from 59% in 2013 to 81% in 2014, while participation in school breakfast increased to 27%. She stated that ala carte meal revenues and donations assist in meeting the costs of the program and that the school food service has not increased its staff or other costs.
  - **Michael Myatt, Executive Director of the Bangor Housing Authority,** explained the after school meal programs and summer meal programs that the housing authority operates in areas of high food insecurity in Bangor, stressing the importance of transportation, the need for dedicated volunteers and strong community partnerships. Mr. Myatt explained the critical nature of the backpack program in providing nutritious foods to the whole family.
  - **Shawn Yardley,** a community leader, provided information from his perspective working with families. Mr. Yardley spoke of the lessons he learned from his own children and from the families with whom he worked and how hunger is just one challenge in the student's life.

#### **October 6<sup>th</sup> Meeting**

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

- **Representatives of Maine's Congressional delegation.** Representatives of Maine's Congressional delegation participated in a panel discussion on issues related to student hunger and federal programs to address student hunger.
  - **Rosemary Winslow, representing the office of Congressman Michael Michaud,** spoke about hunger and poverty issues in her hometown of Waterville, mentioning school and community initiatives to address student hunger.
  - **Olivia Kurtz, representing the office of Senator Susan Collins,** spoke of the Agricultural Act (the Farm Bill), reauthorization of SNAP, the community food program, the emergency food programs, and the school breakfast and lunch programs, Senator Collins work on school equipment grant and loan programs, and

- the need for flexibility in school breakfast and lunch programs and the summer food program.
- **Bethany Beausang, representing the office of Congresswoman Chellie Pingree,** spoke of the use of locally sourced foods in school meals programs, of SNAP benefits, of the reauthorization of the school breakfast, lunch and summer meals programs in 2015, and of challenges of food insecurity.
  - **Marge Kilkelly, representing the office of Senator Angus King,** spoke to the task force of four proposals that Senator King has made: (1) A School Nutrition Advisory Committee; (2) Delaying implementation of the Competitive A La Carte options; (3) Allowing schools to serve “no thank you” servings of some foods in order to reduce costs and waste; and (4) A geographic isolation bonus to recognize the challenges faced by rural and small schools that are unable to purchase in volume.
- **Public comments.** Jim Hanna, of the Cumberland County Food Security Council, spoke of the importance of raising public awareness of the prevalence of hunger in our communities and of the importance of providing infrastructure to utilize assistance that is offered. Bowen Depke, a Portland Rotarian, spoke of the Portland Rotary chapter’s adopting as a goal reduction in childhood hunger. Amy Gallant, representing the Preble Street-Maine Hunger Initiative, spoke in favor of an initiative to boost SNAP benefits in the summer for families with school-aged children for whom summer break means an end to the nutrition provided by their school programs. Finally, task force members reviewed a proposal received from Tony Fairhead of Childhood Food Solutions that asked for endorsement of a backpack program to provide 10 lunches to each eligible school student at the beginning of the December break in 2014.
  - **A school superintendent and representatives of 3 after school programs serving in at-risk areas under CACFP** spoke with the task force.
    - **Brent Colbry, Superintendent of MSAD 54 in Skowhegan,** spoke of the SAD’s 1-month of experience with the Community Eligibility Provision, during which participation has risen 32% in the school lunch program (from 60% to 81% participation) and 45% in the school breakfast program. He mentioned the outreach the SAD did to get the financial disclosure forms returned to the school for the establishment of the school district’s Title I eligibility.
    - **Leonard LeGrand, representing the Boys and Girls Clubs, the YMCA of Waterville and the Alford Youth Center,** spoke of providing programming at 3 sites and 35,000 meals per year, including a hot supper starting at 2:30pm, of families coming for family meals and of educational and gardening programs. He spoke of cumbersome administrative requirements for after-school programs.
    - **Paula Burke representing the Boys and Girls Club of Greater Gardiner** which uses the CACFP at-risk program to provide dinner and programming and after-school meals funding and of the use of funding from the Office of Juvenile Justice.

- **Raymond Estabrook and Patricia Estabrook**, of the Game Loft in Belfast presented information on their prevention program that uses non-electronic games and provides a place to find friends, food and safety.

#### **December 8<sup>th</sup> meeting**

The fifth meeting of the task force was held on December 8, 2014.

TEXT TO BE ADDED

### **VII. BEST PRACTICES, BUYING LOCALLY AND PAST REPORTS**

#### **Best Practices for Breakfast, Lunch, At-Risk Afterschool and Summer Meals Programs**

Schools and community organizations that have been successful serving meals and snacks to students have fashioned their programs to suit the needs of the students, teachers, facilities and budgets. Based on these successes, resource materials have been developed that provide best practice information and resource materials for child nutrition programs, guidance for working with volunteers, and standards for nutrition, safe food preparation and storage. The task force reviewed a range of information on these topics and recommends materials developed within Maine by the Preble Street-Maine Hunger Initiative and by national organizations such as Share Our Strength, the Food Research and Action Center, the National School Nutrition Association and the United States Department of Agriculture, Food and Nutrition Service. See Appendix H for a sampling of best practice materials reviewed by the task force.

#### **Cooking with Fresh Foods and Buying Food Locally**

The task force was fortunate to be able to discuss the use of fresh and locally purchased foods with farmers, representatives of the USDA Maine Farm Service Agency and the Maine Potato Board, school nutrition directors, school superintendents and at-risk after school programs. Child nutrition programs in Maine have benefited from the USDA Fresh Fruit and Vegetable Program and the Good Shepherd Food Bank Mainer's Feeding Mainer's Program. Innovative partnerships with farms, the Department of Education, food producers, food processors, and food transporters offer new opportunities for educating and feeding students during the school year and summer. The task force recommends the continuation of efforts to cook with fresh foods and to buy food locally, where feasible. A loan and grant program could assist schools and meal preparation and eating sites to purchase equipment and meet expenses so that they could make more use of locally grown and produced foods.

#### **Maine Millennium Reports on Hunger and Other Reports**

The task force reviewed a number of reports on hunger and food insecurity, including two reports of the Maine Millennium Commission on Hunger and Food Insecurity, the interim report and the final report, "Ending Hunger in Maine." As related to student hunger these reports recommended the following:

- Maine must adopt a policy to end hunger and establish an Office of Food Security;
- Maine must make structural changes to enable the consumption of locally produced foods;

- Maine must move toward a universal school nutrition program that is an integral part of the educational process, for all students, without cost, with a “free cart” program for breakfast and snacks; and
- Maine must provide for seamless transition from one program to another.

The task force reviewed the 2012 report of the Commission to End Hunger undertaken in Illinois and the later 2013 report. As related to student hunger these reports note the following achievements in increasing awareness of and ending student hunger:

- The initiation of the Illinois No Kid Hungry Campaign in partnership with Share Our Strength and other local, state and national partners;
- Increases in participation from 2011 to 2012 in school breakfast by 15.9% and in summer meals programs of 172,800 meals;
- The establishment of school breakfast coordinators to implement best practice models to increase breakfast participation;
- In partnership with Share Our Strength, grant awards to assist schools to expand school breakfast and to support expansion of summer meals programs; and
- Statewide anti-hunger summits, outreach materials, and grass roots family to family food ambassadors to provide information on summer meals programs.

## VIII. CONCLUSION

Providing a child with healthy, nutritious meals is paramount to a child’s success. Studies have shown that children who have nutritional deficiencies are more likely to miss school, struggle more with materials, suffer from summer slide<sup>3</sup>, and have more visits to the nurse’s office. The task force recognizes that if Maine does not do more to ensure that our food insecure children are provided with regular healthy, nutritious meals then the state is maintaining a pattern of poverty, because hunger severely impacts a child’s success in school. While the programs are there and the USDA has been authorized to provide reimbursements, Maine currently has major gaps in the availability of the at-risk afterschool component of CACFP, the Summer Food Service Program, and in some areas of the state the School Breakfast Program. The task force hopes the adoption of anti-hunger strategies, the child nutrition access plan, and proposed legislation (see Sections IV and V) will lead to a more organized and directed approach to address the shortfalls in providing nutritious meals to Maine’s children. Fewer Maine children will be hungry, more Maine children will do better in school and Maine will utilize existing available resources more efficiently and effectively.

<sup>3</sup> Summer slide/learning loss/gap is defined as the loss of knowledge/competence in the summer months, experienced most notably by low-income youth.  
[http://c.ymcdn.com/sites/www.summerlearning.org/resource/collection/CB94AEC5-9C97-496F-B230-1BECDFC2DF8B/Research\\_Brief\\_02\\_-\\_Alexander.pdf](http://c.ymcdn.com/sites/www.summerlearning.org/resource/collection/CB94AEC5-9C97-496F-B230-1BECDFC2DF8B/Research_Brief_02_-_Alexander.pdf)



## Recommended changes to “Did You Know” for Task Force Report

#1

Pg 6  
Success in Skowhegan

### Original

Regional School Unit 54 based in Skowhegan received authorization under the Community Eligibility Provision (CEP) and began offering school meals free of charge to all students. On the first day of school participation in the school breakfast program increased 45% and participation in the school lunch program increased 32%.

RSU54 needed to address concerns that switching to CEP would negatively impact other funding under Title I and Essential Programs & Services. The district took a very proactive approach by creating a new form to receive the necessary information to secure over \$1 million in funding. Superintendent Colbry explained that the district enlisted all staff to conduct outreach to ensure forms were returned and stressed the importance of these forms. As of October 2014, the school had 95% of all forms returned, proving that CEP is possible without jeopardizing other funding sources. (Source, Brent Colbry, Superintendent Regional School Unit 54, testimony before the task force, October 6, 2014).

### Suggested Edits

Skowhegan Schools in RSU 54 are some of the first in the state to implement Community Eligibility Provision (CEP). On the first day of school this year, breakfast participation increased 45% and lunch participation increased 32%.

To address potential CEP impact on Title 1 and Essential Programs & Services, the district took a proactive approach and created a new form to collect necessary information to secure over \$1 million in funding. All district staff outreached to families to ensure completed forms were returned to school. As of October, 95% of all forms had been returned, ensuring that CEP is possible without jeopardizing other funding sources.

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

#2

### Original

Pg 17 (maybe move this earlier in the report?)

As defined by the U.S. Department of Agriculture, food insecurity means that access to adequate food is limited by a lack of money or other resources. (Source, USDA, Economic Research Service, *Household Food Security in the United States in 2013, September 2014.*)

### Suggested Edits

Maine ranks 1<sup>st</sup> in New England in terms of food insecurity and very low food security, or hunger.

**Comment [SD1]:** What is the source. Use this twice and do not have the same source?

Food insecurity is defined as inadequate access to food due to lack of money or other resources. Very low food security, or hunger, is defined as prolonged, involuntary lack of food, resulting in discomfort, illness, weakness or pain.

Source: US Department of Agriculture Economic Research Service.

Pg 19  
Success in Portland

#3

### Original

After Lincoln Middle School in Portland adopted universal free breakfast and provided breakfast in the classroom, participation in breakfast increased from 30% to 80%, a 38% decrease in teacher behavioral referrals, elimination of visits to the school nurse for feeling ill due to hunger, improvements in students' grades, a decrease in classroom disruptions and an increase in students' ability to focus and stay on task. (Source, *Best Practices for Serving Breakfast to More*, page 6, Preble Street Resource Center-Maine Hunger Initiative, February 11, 2014.)

### Suggested Edits

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

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

Pg 20  
Success in Bangor

#4

### Original

The Bangor School Department has adopted a culture of excellence. As part of this commitment to high achievement, Bangor public schools expect academic excellence from all students and excellence from their professional staff. They provide a quality instructional program in an environment for success.

To address student hunger the Bangor schools partner with the Good Shepherd Food Bank and a broad variety of neighborhood, business, community and municipal partners.

The Bangor School Department has been rated a Standard and Poor's Outperformer, given a top 5% rating by Newsweek in 2010, and listed in the Sports Illustrated top 50 high schools in 2013.

(Source, testimony of Superintendent Betsy Webb, Bangor School, to the Task Force to End Student Hunger in Maine, September 9, 2014.)

#### **Suggested Edits**

The Bangor School Department has adopted a culture of excellence from all students and professional staff. Realizing that being well-nourished is a critical part of excellence and success, the Bangor schools partner with Good Shepherd Food Bank, as well as a number of neighborhood, business, community and municipal partners to make sure students have access to adequate food.

Source: Superintendent Betsy Webb, Testimony to the Task Force to End Student Hunger, September 9, 2014.

Pg 24 (move closer to "Food insecurity" or combine with)

#5

#### **Original**

A 2014 publication on food insecurity that uses 2012 data states that Maine ranks 18<sup>th</sup> highest among the 50 states and the District of Columbia in food insecurity. The overall rate of food insecurity is 15.5%. But, the publication says, children are disproportionately food insecure. This means that of Maine's 265,987 children, 64,200, or 24.1%, are food insecure. (Source, *Feeding America, Map The Meal Gap 2014, Child Food Insecurity: Results and Discussion*, page 30.)

#### **Suggested Edits**

Maine ranks 1<sup>st</sup> in New England in terms of child food insecurity. Maine children are disproportionately food insecure when compared to other population groups. 24%, or 1 in 4 children in Maine are food insecure, totaling 64,200 children.

Source: *Map the Meal Gap: Child Food Insecurity*, Feeding America, April 2014.

Comment [SD2]: Source...See #2

#6

Pg 25

Portland Schools Buy Local

**Original**

School districts in Maine are working successfully to increase the percentage of their food dollars that is spent locally. The Portland Public Schools purchase nearly 36% of their food from Maine food producers. In 2013 the Portland Public Schools purchased locally 50,000 pounds of produce and 14,000 pounds of protein. The schools feature locally grown and produced foods in Local Lunch every Thursday.

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

**Suggested Edits**

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

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

**Add – New #1**

Success in Lakes Region

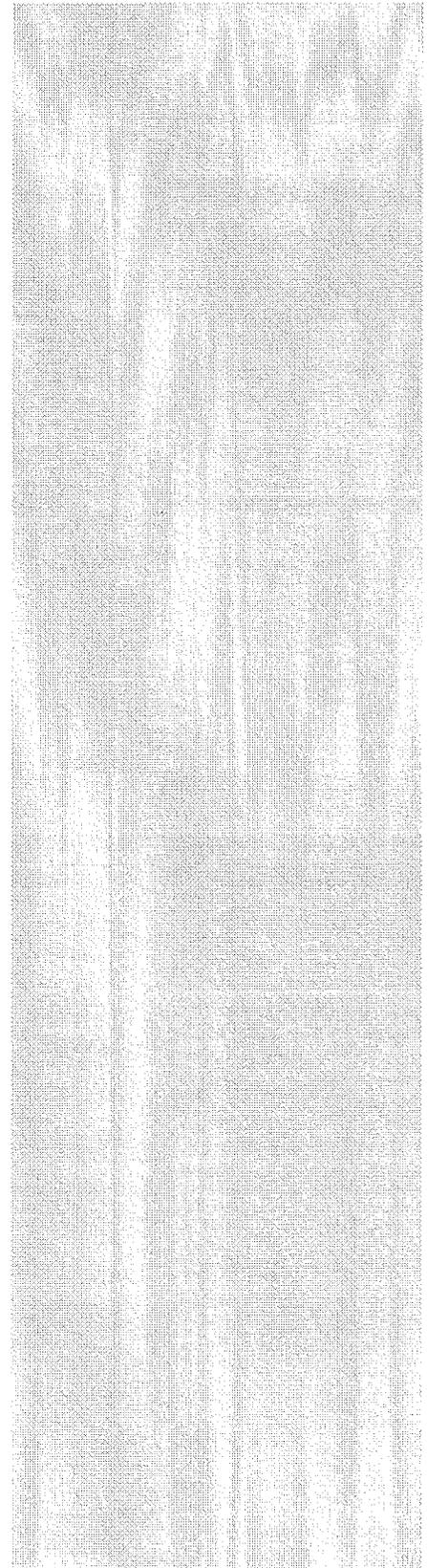
In January 2014, Lakes Region Middle School implemented a Second Chance Breakfast from 8:50-9:10am in the cafeteria. As a result, breakfast participation increased by 75%. Compare this to just the previous month, December 2013, when participation rates indicate that up to 600 Lakes Region students were going without breakfast every day.

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

**Add? – New #2**

According to research by Feeding America, the nation’s largest hunger relief charity, there were 36 million meals missing from Maine tables in 2012. By working to make sure children receive the meals they are eligible for through federally-funded child nutrition programs, Maine has the opportunity to dramatically reduce this meal gap.

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



**Table 1: Federal Income Eligibility Guidelines<sup>1</sup>**

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

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

<sup>1</sup> 79 Federal Register No. 43, 12,467

**Table 2: Program Eligibility and Reimbursement Amounts**

Program Eligibility and Reimbursement Amounts					
Child Nutrition Program	Income Eligibility as a Percentage of FPL		Reimbursement Amount		
	Free	Reduced		Non-Severe Need	Severe Need <sup>3</sup>
School Breakfast Program	At or below 130% FPL <sup>1</sup>	Between 130% and 185% FPL <sup>2</sup>			
			Paid	.28	.28
			Reduced	1.32	1.63
			Free	1.62	1.93
National School Lunch Program	At or below 130% FPL	Between 130% and 185% FPL	Paid <sup>4</sup>	.28	
			Reduced	2.58	
			Free	2.98	
National School Lunch Program – Afterschool Snacks	At or below 130% FPL	Between 130% and 185% FPL	Paid	0.07	
			Reduced	0.41	
			Free	0.82	
Summer Food Service Program	<b>Open sites</b> – at least 50% of the children are eligible for free or reduced-price meals. <b>Enrolled sites</b> – at least 50% of the children are eligible for free or reduced-price meals and the child is enrolled in an activity program <b>Camp</b> –may participate, but can only serve children who are eligible for free and reduced-price meals.			<b>Rural or Self-Prep Site</b>	<b>All Other Types of Sites</b>
		Breakfast	2.0225	1.9850	
		Lunch/Supper	3.5450	3.4875	
		Snack	0.8400	0.8225	
CACFP, At-Risk Afterschool Program	At least 50 % of the students are eligible for free or reduced-price meals under the NSLP		<b>Breakfast</b>	<b>Lunch/Supper</b>	<b>Snack</b>
		Paid	.28	.28	.07
		Reduced	1.32	2.58	.41
		Free	1.62	2.98	.82
Community Eligibility Provision	Meet a minimum level of 40% of identified students <sup>5</sup> for free meals in the year prior to implementing the CEP (per school or per district)	For both breakfast and lunch the identified student percentage (ISP) is used to determine reimbursements. The ISP is multiplied by 1.6 to calculate the free claiming percentage. The free claiming percentage is applied to the total number of breakfasts and the total number of lunches served to determine how many breakfasts and lunches are claimed at the free rate. The remaining meals are reimbursed at the paid rate. <sup>6</sup>			
Fresh Fruit and Vegetable Program	Elementary schools can apply when at least 50% of the students qualify for free or reduced-price meals.	Participating schools receive between \$50 - \$75 per student/year. The Maine DOE decides the per-student funding amount for the selected schools based on total funds allocated to the State and the enrollment of applicant schools.			

1 See Table 2 for more detailed information.

2 See Table 2 for more detailed information.

3 Severe need is defined as 40% or more of lunches in a school are served free or at a reduced price in the second preceding year.

4 For schools where 60% or more of the second preceding school year lunches were served free or at a reduced-price, an additional two cent reimbursement is given for each paid, reduced-price, or free meal served.

5 Identified Students are students certified for free meals through means other than individual household applications, such as participation in SNAP, TANF, and the Food Distribution Program on Indian Reservations (FDPIR). This also includes homeless, runaway, Head Start, Even Start, and migrant youth.

6 For the purpose of reimbursements, CEP institutions can also receive the 2 cent lunch differential and severe needs breakfast rates if applicable.