



**DEPARTMENT OF PARKS
AND COMMUNITY SERVICES**

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May 28, 1991

Budget and Finance Committee
Sacramento, California

Honorable Members in Session:

SUBJECT: SUMMER FOOD SERVICE PROGRAM

SUMMARY

This report provides information on the 1990 Summer Food Service Program and various planning strategies relative to the 1991 Program. In addition, this report recommends that the City Council authorize the City Manager to submit an application to the United States Department of Agriculture for the 1991 Summer Food Service Program and to execute various agreements and contracts relative to the program.

BACKGROUND INFORMATION

The Summer Food Service Program has been administered by the Office of Human Services, Parks and Recreation City-wide, for a number of years for both the City and County of Sacramento. The purpose of the Summer Food Service Program is to provide nutritious lunches and snacks to youths, 18 years and under, who receive them during the school year through the free and reduced cost school meal program.

A total of 77,276 lunches and 15,429 snacks were served at 49 locations throughout the City and County in 1990. A detailed statistical review is attached to this report (Exhibit A). The 1990 program saw a 13% increase in average daily participation of the 1,981 lunch program: from 1,742 to 1,981 daily lunches served. The number of snacks served in 1990 increased 53% over those served in 1989.

A continuing feature of the program is the cooperation of the Sacramento City Unified School District which contracts with the City to prepare and deliver the meals under the supervision of the Office of Human Services. Another significant aspect of the program is the support and active involvement of the City-County Hunger Commission in advocating on behalf of the program. A position paper developed by this Commission relative to the program is attached for your information (Exhibit B).

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• CITY-WIDE

Planning is underway for the 1991 program. The major goals are to serve more meals to Sacramento children (projecting 100,000 lunches - a 25% increase), to increase community involvement and support and to make the program responsive to the diverse ethnic communities through modifications in the menu and delivery system. In this regard, five communities (North Sacramento, Oak Park, Meadowview, Rancho Cordova and South Sacramento) have been targeted for extensive outreach and community involvement. Meetings have been held in each community to inform and mobilize community leaders and interested agencies and individuals in operating sites and promoting the program. The response has been very positive and enthusiastic.

FINANCIAL DATA

The program is funded on a direct reimbursement basis from the United States Department of Agriculture, with the City and County sharing the cost of program administration and supervision beyond that reimbursed. The total cost of the program in 1990 was \$165,630.37 with the City and County share being \$1,477 each. The City's projected share of the 1991 program (up to \$2,000) has been budgeted in the proposed 1991-92 FY City budget.

POLICY CONSIDERATIONS

The Summer Food Service Program is consistent with the Department's goal to provide and/or facilitate programs and services that enrich the quality of life for individuals and groups with specialized needs.

MBE/WBE IMPACTS

No impact

RECOMMENDATION

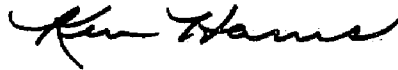
It is recommended that the Budget and Finance Committee review this report and refer it to the City Council for action. Further, it is recommended that the City Council, by resolution:

- 1) Authorize the City Manager to submit an application to the United States Department of Agriculture for the 1991 Summer Food Service Program.
- 2) Authorize the City Manager to sign all contracts and agreements relative to the 1991 Application.

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- 3) Authorize the City Manager to execute an agreement with the Sacramento City Unified School District for the preparation and delivery of meals and snacks for the 1991 Summer Food Service Program.

Respectfully submitted,



Ken Harris, Manager
Parks & Recreation City-Wide

Recommendation Approved:

Approved:



JACK R. CRIST
Deputy City Manager



ROBERT P. THOMAS, Director
Parks and Community Services

KH/RPT:pmg

Attachments

May 28, 1991
All Districts

Contact Person: Alan Boyd, Superintendent 449-8677

K/Council abcrsfsp

RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

RESOLUTION AUTHORIZING THE CITY MANAGER TO TAKE VARIOUS ACTIONS RELATIVE TO THE 1991 SUMMER FOOD SERVICE PROGRAM

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO THAT:

The City Manager is hereby authorized to:

- 1) Submit an application to the United States Department of Agriculture for the 1991 Summer Food Service Program.
- 2) Sign all contracts and agreements relative to the 1991 application.
- 3) Execute an agreement with the Sacramento City Unified School District for the preparation and delivery of meals and snacks for the 1991 Summer Food Service Program.

MAYOR

ATTEST:

CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

SUMMER FOOD SERVICE PROGRAM	ACTUAL 1987	ACTUAL 1988	ACTUAL 1989	ACTUAL 1990	PROJECTED 1991
DAYS OF OPERATION	49	44	44	39	50
NUMBER OF SITES	69	59	54	49	55
LUNCHES SERVED	101,751	86,167	77,208	77,276	100,000
AVERAGE DAILY LUNCHES	2,076	1,958	1,755	1,981	2,000
BREAKFASTS SERVED	1,595	2,090	N.A.	N.A.	N.A.
SNACKS SERVED	8,731	12,394	8,224	15,429	20,000
PROGRAM EXPENDITURES	\$184,065	\$175,773	\$155,418	\$165,630	N.A.
USDA REIMBURSEMENT	178,779	167,328	153,291	162,676	N.A.
CITY/COUNTY SHARE - EACH	2,643	4,223	1,109	1,477	N.A.

1990 Summer Food Program Feeding Sites

<u>Name</u>	<u>Lunches</u>	<u>Snacks</u>
American Legion School	1,420	1,244
Bell Ave. School	1,321	880
Camellia School	2,002	
Carl Johnston Park	7	
Castori School	1,027	
C.B. Wire School	1,240	
Colonial Park	1,230	
Dos Rios	1,225	
Ethel Phillips School	773	698
Evelyn Moore Community Center	866	595
Fairbanks School	1,575	
Florin Meadows	3,148	
Freeport School	5,666	
Fruitridge Community Center	1,263	
Fruitridge School	1,128	
Genesis Baptist Church	1,163	
Glenwood Park	311	
George Sim Community Center	1,325	
Grant Skills Center	2,856	2,546
Grant West	310	
Hagginwood Community Center	1,335	1,150
Hiram Johnson West	2,082	
John Sloat School	1,925	819
John Still Middle School	1,811	
Joseph Bonnheim School	1,331	
J. Rizal Community Center	1,005	
Kennedy Estates	846	
Maple School	1,091	
Mark Hopkins School	1,592	
Mc Kinley Park	2,076	
New Helvetia	2,142	
Nicholas School	1,204	
Ninos Park	1,903	
Oak Park Community Center	2,735	2,805
Oakridge School	2,488	1,287
Pacific School	4,213	
Parkway School	1,541	
Pollack Ranch Park	2,183	
Rio Linda Community Center	552	552
River Oaks	3,564	
Robertson Community Center	1,628	1,318
Strizek Park	867	970
Susan B. Anthony School	2,486	

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Summer Food Sites

<u>Name</u>	<u>Lunches</u>	<u>Snacks</u>
Southside Park	472	
Washington Neighborhood Center	975	
Women's Civic Impv. Center	808	
Woodbine School	601	
Woodlake Park	773	565
Zapata Park	691	
Totals:	77,276	15,429

SACRAMENTO CITY/COUNTY HUNGER COMMISSION
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POSITION PAPER
on
THE SUMMER FOOD PROGRAM
March 15, 1991

BACKGROUND

The Summer Food Service Program for Children started nationally in 1968 as a pilot project to provide food to children in special summer programs. Summer Food is designed to improve a child's nutrition during the summer months when schools are traditionally out of session. This important nutrition program now operates as an entitlement program nationally under the coordination of the Child Care and Summer Programs Division within the Food and Nutrition Service of the U.S. Department of Agriculture (USDA). Status as an entitlement program means that all qualified sponsors that apply to provide Summer Food are guaranteed federal reimbursement for qualified meals served. For the past several years in Sacramento County, the sponsoring organization for the Summer Food Program has been the City of Sacramento's Department of Parks and Community Services.

FACTS AND FINDINGS

- A. **SITE ELIGIBILITY:** Children under the age of 19 are able to receive free Summer Food meals at qualified sites. There are two ways in which a site can be qualified as eligible for serving summer food meals. The first, and most frequently-used method locally, is to qualify a site by geographic eligibility. This means that within the specified geographic area of the site, fifty percent of the children qualify for free or reduced-price school meals, based upon their family size and income. The second method through which a site can qualify is through enrollment eligibility, where at least fifty percent of the children who enroll to eat at the site qualify for free or reduced-price school meals. (This type of site is often referred to as a "closed" site, because only enrolled children who have filed applications may be served meals at these sites.)
- B. **TARGET POPULATION:** Summer Food is designed primarily to meet the needs of low-income communities and children. By considering family income as related to federal poverty guidelines in selecting sites, the program emphasizes the need to make nutritious food available to low-income children.
- C. **POVERTY GUIDELINES:** The federal poverty level for a family of four (for example) is set at \$13,400 currently. Children whose family income for four is 130% or less of this figure (\$17,420) are eligible for free school meals. Families of four whose total income is between 130% and 185% of the \$13,400 figure (\$17,420 - \$24,790 or less) have children who qualify to receive school meals at a

reduced price. As pointed out earlier in this document, Summer Food sites are qualified based upon over 50% of the closest school's enrollment being eligible to receive free or reduced-price school meals.

- D. **MEAL PATTERNS:** Summer Food sponsors can offer a combination of breakfasts, lunches/suppers and/or two snacks. However, federal reimbursement for meal service is limited to no more than two meals and a snack per day at any given site. The Summer Food Program has the same meal pattern as the School Lunch and Breakfast Programs. (i.e. reimbursable meals must contain foods from each of the main food groups, and in specified quantities for different ages.)
- E. **SITE SELECTION PHILOSOPHY:** Sacramento's Summer Food Program served meals at 49 sites during the summer of 1990, with a total average daily participation (ADP) of 1,981. The local strategy has been to establish "neighborhood" sites which typically serve fewer numbers of children. This policy evolved as a result of Sacramento County's demographic profile, which indicates that low-income children reside throughout the county, and not in concentrated neighborhoods. This approach is currently being reviewed by the sponsor, however, and may be revised based upon the results of the expansion strategies being implemented this summer (see "G" below).
- F. **RECREATION SITES AND SUMMER FOOD:** In 1989, over 85% of the Summer Food sites were located at Summer Recreation sites. 68% of the 1990 Summer Food sites were similarly located. This reduced reliance upon recreation sites and staff may have contributed to the significant increase in the average daily participation described below. Many recreation sites are located outdoors and may not be conducive to serving larger numbers of children. Also, recreation staff have, in the past, expressed concern that their role is to provide recreational activities, not food; this philosophical dilemma may have affected participation in the food program at the recreation sites (particularly those staffed by only one person). Local Summer Food Program administrators recognized these two issues and made an effort to identify non-recreation sites for the 1990 summer.
- G. **COMMUNITY OUTREACH:** Outreach to community-based organizations as potential Summer Food sites has been minimal prior to 1989. Since that time, however, local program administration has initiated outreach activities. Currently, creative outreach strategies are being implemented which are designed to greatly increase community-based support for the Summer Food Program. Five (5) neighborhood task forces are being convened in a local pilot project, to identify ways to expand summer food participation within each of the targeted neighborhoods.
- H. **SUMMER FOOD ADP VS SCHOOL MEALS ADP:** As is the fact nationwide, the ADP in the local Summer Food Program, is significantly lower than the local ADPs in the School Lunch and School Breakfast Programs. During the 1989-90 school year in Sacramento, the ADP for school lunches served at free or reduced prices was 58,898. The number of

free or reduced-price school breakfasts served county-wide on an average school day during the 1989-90 school year was 24,230. The ADP for Summer Food in 1990, with site locations being based upon high concentrations of children who qualify for free and reduced-price school meals, was 1,981. This means that in 1990, Summer Food served summertime meals to only 3.4% of the children who ate school lunches for a free or reduced-price during the 1989-90 school year.

- I. **DOWNWARD ADP TREND REVERSAL:** During the summer of 1990, planned changes were made by the local administration of the Summer Food Program, which directly resulted in the reversal of a downward trend in participation in the program. For example, the ADP in 1987 was 2,076; in 1988, it was 1,958; in 1989, it was 1,755. However, in 1990, the ADP was 1,981, an increase of 13% over 1989.
- J. **DAYS OF OPERATION:** For the past four (4) years, the number of days of local operation for the Summer Food Program has declined from the 1987 peak of 49 days. In 1990, Sacramento's Summer Food Program operated for a total of 39 days. Local program administrators acknowledge that this reduction in days of operation occurred to save costs. These same administrators have reconsidered this decision and, in 1991, the local program will serve meals for 50 days, thereby providing children with more comprehensive access to nutritious meals.
- K. **INADEQUATE REIMBURSEMENT:** Reimbursement from USDA for the Summer Food Program is only adequate to cover costs of food purchase, preparation, delivery to service sites, and central administration costs. Current reimbursement rates are inadequate to support Sacramento's long-standing approach of serving many sites, as opposed to serving fewer, but larger, sites. This has meant that recreation department budgets have absorbed the cost of paying the recreation site staff to distribute the food each summer day at their sites.
- L. **CONTRACTED MEAL VENDOR:** Sacramento's Summer Food Program has, in recent years, been vended through a contract with the Sacramento City Unified School District's (SCUSD) Department of Food Services. The payment contract with SCUSD increased 11% over 1989's contract. The district projected dramatic cost increases, thereby justifying their higher charges. Local Summer Food Program administrators are currently exploring other vending options, hoping to reduce this production cost figure, and thereby eliminating the need for local governments to provide supplemental funding.
- M. **Sacramento's Summer Food Program expenditures for 1990 included:**
- | | |
|--------------------|-------------------|
| Administration | \$ 11,912. |
| Program Operations | <u>\$153,718.</u> |
| Total | \$165,630. |

Sacramento's 1990 income for the Summer Food Program included:

USDA Reimbursement	\$162,676.
Local supplement (county)	<u>2,954.</u> (split between city and county)
Total	\$165,630.

These figures indicate that Sacramento County received an infusion of over \$162,600 in federal funds as a result of the Summer Food Program.

N. SCHOOL DISTRICT ISSUES:

1. Summer school sites throughout Sacramento County have been requesting and receiving state-issued waivers releasing them from their mandated obligation to provide meals to summer school students. These waivers are issued if a summer school site operates less than a certain number of minutes per day; by reducing the length of the final class period by several minutes, schools are able to qualify for these waivers. And, while taking this action reduces the summer school's personnel costs, it has also contributed directly to the reduction in the ADP rates for the Summer Food Program over the last few years in Sacramento County, since summer schools are now "opting out" of participation as sites for the Summer Food Program.
2. In the past, school districts have not offered (nor have they been asked) to provide much support in marketing the Summer Food Program to their students. Marketing of the program has been limited almost exclusively to the distribution of flyers to students through schools. Informal analysis of this approach indicates that it may not be very effective. More collaboration between school districts and Summer Food Program administration is needed.

O. ADDITIONAL FACTS, COMMUNITY-BASED GROUPS: Community-based support for the Summer Food Program has not been aggressively sought prior to the summer of 1990. However, during 1990, local program staff established collaborations with Cities in Schools and also recruited more churches and community organizations to operate food sites. As mentioned earlier in this paper, this community outreach activity is intensifying in preparation for this summer's program.

P. REGULATIONS/USDA INTERPRETATIONS:

1. The paperwork (both program and site level) required for Summer Food Program management is extensive, even excessive, and discourages program expansion efforts. Application procedures need to be simplified, streamlined and better-explained by USDA. It should be noted that the local sponsor of the Summer Food Program is considered by USDA to do an outstanding job in managing the paperwork. However, the sponsor points out that administrative efficiencies applauded by USDA may, in fact, hinder expansion of the program; this implies that USDA's priorities may rest with efficient program management at the expense of feeding children.

2. USDA provides some training and technical assistance for Summer Food Program managers. This support is minimal and should be assessed and expanded. [NOTE: THE SACRAMENTO SUMMER FOOD PROGRAM MANAGER HAS BEEN RECRUITED BY USDA STAFF TO ASSIST THEM IN DEVELOPING THE TRAINING DESIGN FOR 1991 PROGRAM STAFF THROUGHOUT NORTHERN CALIFORNIA.]

CONCLUSIONS

In general, it can be concluded that there is justification and opportunity for significant local expansion of the Summer Food Program. Specifically, the following can be deduced from the facts presented:

1. Because Summer Food is targeted to benefit low-income children primarily, sites must be established which best fulfill this criteria.
2. Site selection should be done based upon demographic factors, availability of qualified staff and adequate facilities, and the site's potential for participation expansion.
3. School districts must be encouraged to provide summer meals to their students, and to avoid seeking waivers from this mandate.
4. A variety of marketing strategies must be developed and implemented.
5. The local sponsor for Summer Food should be supported in its continuing efforts to achieve program management goals which emphasize expanded participation, as well as increased community support.
6. The local administrators of the Summer Food Program should be commended for their visible efforts and successes in providing more summertime meals to Sacramento's children. The strategies being implemented by the sponsor (such as providing varied, ethnically-appropriate menus; targeting neighborhoods for special outreach; advocating for school district involvement; and appealing to USDA for more flexible interpretations of the regulations) demonstrate a commitment to program expansion and excellence, which serves as a model for summer food managers everywhere.

STATEMENTS OF ADVOCACY INTENT

1. Ensuring that Sacramento's children benefit from maximum access to the Summer Food Program will require continued and extended support from local, state and federal governments, as well as the local community-at-large.
2. Local administrators of the Summer Food Program must expand upon an existing partnership with the private sector in order to provide qualified site management for the program.
3. Local administrators of the Summer Food Program must continue to develop and implement strategies for maximizing participation in the Summer Food Program.

Recommended Advocacy Level: 5th Level