

Nutrition Assistance Program Report Series
Office of Research, Nutrition and Analysis

Special Nutrition Programs

Report No. CN-07-PAP

The Pennsylvania SFSP Rural Area
Eligibility Pilot Evaluation

Final Report



United States
Department of
Agriculture

Food and
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Service

February 2008

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This study was conducted under Contract Number 53-3198-5-5015 (\$400,000.00) with the Food and Nutrition Service.

This report is available on the Food and Nutrition Service website: <http://www.fns.usda.gov/oane>.

Suggested Citation:

U.S. Department of Agriculture, Food and Nutrition Service, Office of Research, Nutrition and Analysis, *The Pennsylvania SFSP Rural Area Eligibility Pilot Evaluation: Final Report*, by Joseph Kirchner, Ph.D. and Nancy Teed. Project Officer: Sheku G. Kamara, Ph.D., Alexandria, VA: 2008.

ACKNOWLEDGEMENTS

This report was prepared by Joseph Kirchner, Ph.D., and Nancy Teed of Exceed Corporation for the U.S. Department of Agriculture's Food and Nutrition Service. Many individuals made important contributions to this report. The authors would like to thank Jonathan Morancy, Craig Gundersen, Ph.D., and Suzane McDevitt, Ph.D., for their analytic support; Hania Al Saket and Jeff Bennett for providing data analysis support; and Bronwyn Johnson and Marti Posey for assisting with the survey. The authors would also like to thank the staff of the eight Pennsylvania sponsors for their hospitality and assistance to this project during visits to their offices; and Susan Still, Supervisor, Laurie Kepner, Administrator and other staff of the Pennsylvania Department of Education for their assistance during the visit to their office and for subsequent information requests; and the staff of sponsoring organizations and their sites for their assistance in collecting survey data. Finally, the authors thank Sheku G. Kamara, Ph.D., Ted Malacuso, Ph.D., Ronald Ulibarri, Linda Jupin, and Keith Churchill at the Food and Nutrition Service, USDA, for their outstanding support to the effort.

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EXECUTIVE SUMMARY

THE SUMMER FOOD SERVICE PROGRAM

The Summer Food Service Program (SFSP) was established by the National School Lunch Act of 1968 as the Special Food Service Program for Children (P.L. 90-302).¹ In 1975, a separate Child Care Food Program and a Summer Food Service Program were authorized by an amendment to the National School Lunch Act (P.L. 94-105).² The SFSP is intended to ensure that low-income children continue to receive nutritious meals when school is not in session. Through the program, approved sponsors provide free meals to children in areas with significant concentrations of low-income children. Eligible sponsoring organizations include schools, camps, colleges and universities participating in the National Youth Sports Program (NYSP); units of Federal, State, or local government; and other community- or faith-based organizations. Sponsors receive Federal reimbursement from the U.S. Department of Agriculture (USDA) through their State administering agency to assist with the costs of preparing and serving meals at feeding sites.

SFSP sites must be located in a low-income area or serve a group with a majority of enrolled low-income children. The threshold for determining eligibility in low-income areas is defined by statute (Richard B. Russell National School Lunch Act, 42 U.S.C. 1761) as areas in which at least 50 percent of the children are eligible for free or reduced price school meals.³ A similar threshold is established for sites that provide meals to low-income children in other areas, i.e., 50 percent of the children enrolled in the group must be eligible for free or reduced price school meals.

¹ National School Lunch Act of 1968 (P.L. 90-302, Section 3, May 8, 1968; 82 Stat. 117).

² National School Lunch Act of 1975 (P.L. 94-105, Section 13, October 7, 1975; 89 Stat. 515).

³ A child is eligible for a free school meal if he or she is in a household with income less than 130 percent of the poverty line, in a household getting food stamps or Temporary Assistance for Needy Families (TANF), or in foster care. A child is eligible for a reduced price meal if he or she is in a household with income between 130 and 185 percent of the poverty line.

DESCRIPTION OF THE 40 PERCENT SFSP PILOT

The Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265) authorized a pilot to operate in rural areas of Pennsylvania during the summers of 2005 and 2006.⁴ The purpose of the pilot was to test whether lowering the threshold for site eligibility in low-income areas from 50 percent to 40 percent of children eligible for free or reduced price school meals in rural areas would increase the number of children participating in the Program. Hereafter, these sites will be referred to as 50-percent sites if they meet the more stringent 50 percent threshold, and as 40-percent sites if they fail to meet the 50 percent threshold, but do meet the 40 percent threshold. The authorizing legislation directed USDA through the Food and Nutrition Service (FNS) to evaluate the impact of the pilot eligibility criterion on:

1. The number of sponsors operating sites that offer meals under the SFSP;
2. The number of sites offering meals through the SFSP;
3. The geographic locations of sites;
4. The services provided to eligible children; and
5. Other factors determined by the Secretary.⁵

KEY FINDINGS

Effect of Pilot on Number of Sponsors

- **During the two years of the pilot, 72 new sponsors began administering rural sites.** In 2005 (the first pilot year), about one-third (10 of 31) of the new rural sponsors were sponsors of 40-percent sites. In 2006, 7 of the 41 new rural sponsors (17 percent) were administering 40-percent sites.

⁴ The Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265, Section 13, June 30, 2004; 118 Stat. 749).

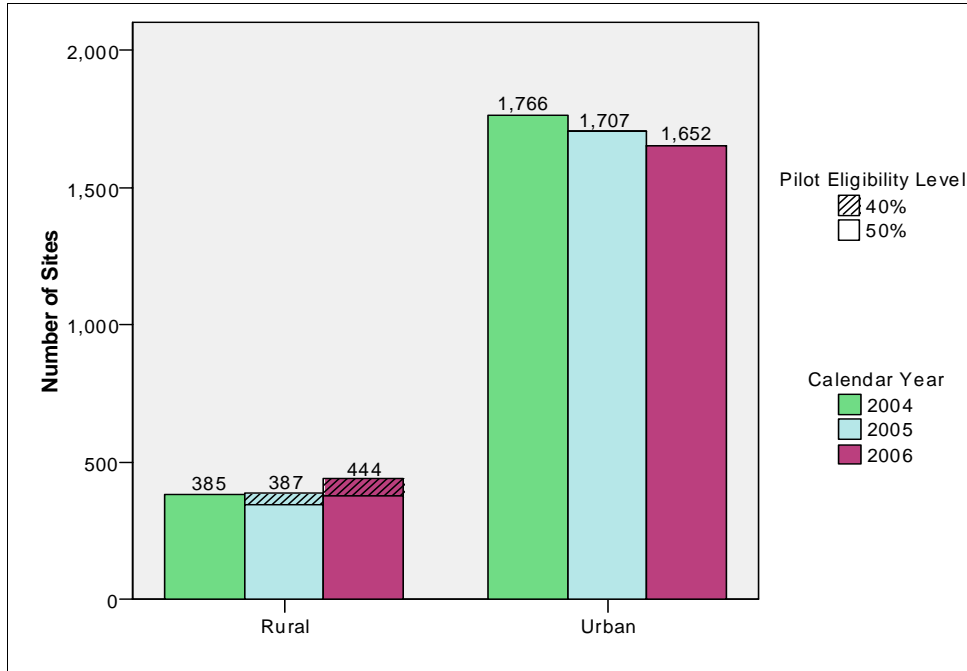
⁵ The Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265, Section 13, June 30, 2004; 118 Stat. 749).

- **Pre-existing SFSP rural sponsors also began administering sites meeting the 40 percent threshold.** In 2005, 10 SFSP sponsors already in the program added at least one 40-percent site.
- **There is a great amount of fluctuation in and out of the SFSP for sponsors administering rural sites.** Although 72 new SFSP rural sponsors were added to the Program during the pilot period, 44 SFSP sponsors no longer were administering rural sites, resulting in a net gain of 28 rural sponsors during that two-year period. Of the 20 rural sponsors serving at least one 40-percent site in 2005, 16 continued serving 40-percent sites in 2006.
- **The characteristics of rural sponsors serving 40-percent sites are similar to traditional sponsors.** Rural sponsors not administering residential camps are mostly school districts (49 percent) and non-profit organizations (44 percent). This is equally true of pilot (40-percent) and 50-percent sponsors.

Effect of the Pilot on the Number of Sites

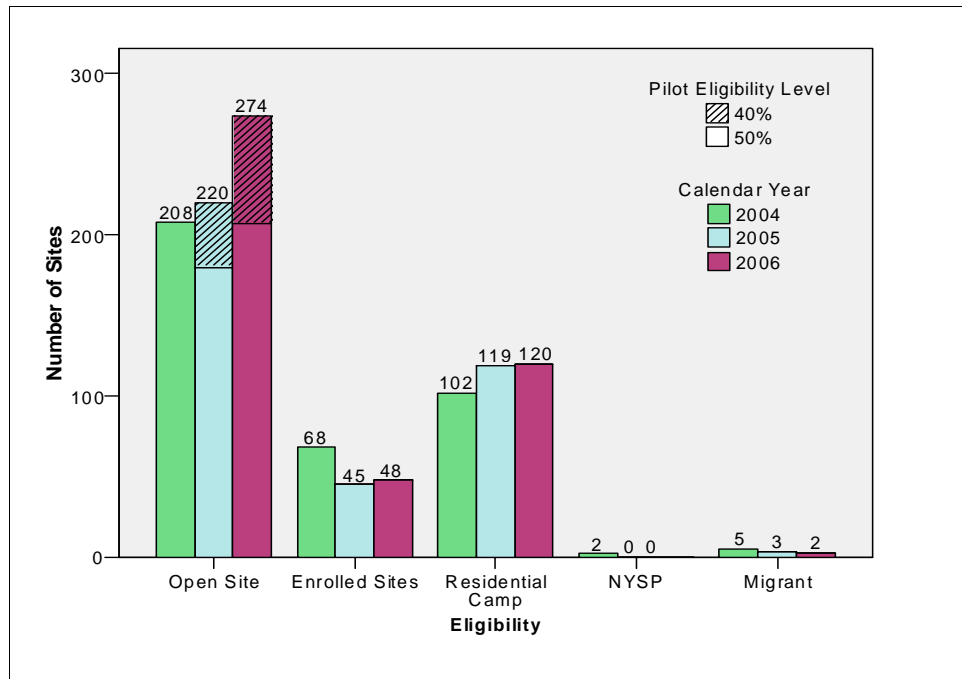
- **The number of rural SFSP sites in Pennsylvania increased by 15 percent while the number of urban SFSP sites declined by 6 percent during the pilot.** We cannot say how much of this increase was due to the pilot and how much to other factors. All rural sites in Pennsylvania, including residential camps, increased from 385 in 2004 to 444 in 2006, and urban sites decreased from 1,766 to 1,652 (Figure E-1).
- **The number of new SFSP sites serving rural areas meeting the 40 percent threshold increased each year.** Forty new 40-percent sites were added in 2005 while 67 new pilot sites were added in 2006. They represented 10 percent of all rural sites in 2005 and 15 percent in 2006. One fourth of the 40-percent sites in 2005 had been SFSP sites previously that would not have qualified based on area eligibility had the thresholds not changed to 40 percent.

Figure E-1 – Urban and Rural Sites in Pennsylvania from 2004 to 2006



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

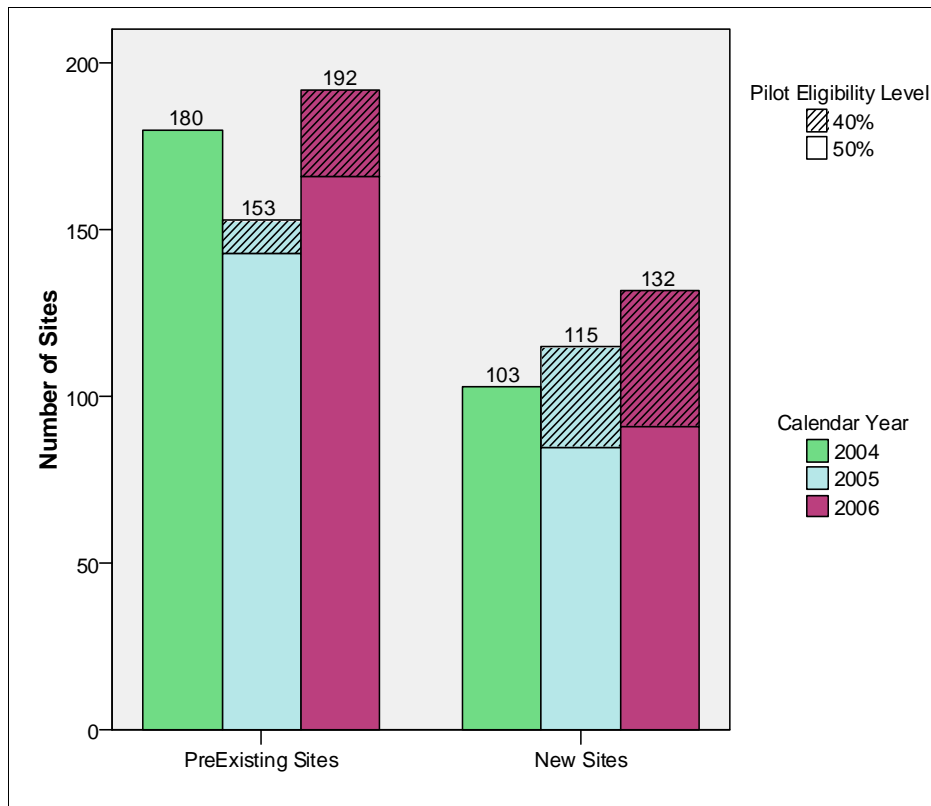
Figure E-2 – Eligibility Types for Rural Sites Including Residential Camps from 2004 to 2006



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

- **All of the new rural 40-percent SFSP sites were open sites (where eligibility is based on area rather than children enrolled).** Open sites increased from 208 in 2004 to 274 in 2006 in part due to the increase in pilot sites. However, enrolled sites decreased from 68 in 2004 to 48 in 2006 (Figure E-2).
- **The total number of rural SFSP sites in Pennsylvania, excluding residential camp sites, fluctuates from year to year.** Pennsylvania SFSP sites retained from year-to-year decreased from 180 in 2004 to 153 in 2005, but increased to 192 in 2006 (see Figure E-3). New rural sites increased from 103 in 2004 to 115 in 2005, and then to 132 in 2006.

Figure E-3 – Pre-existing and New Rural SFSP Sites, Excluding Residential Camps from 2004 to 2006, Comparing 40- and 50-Percent Sites



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Meals Provided

- **Almost all rural SFSP sites provide at least lunch.** In 2006, 90 percent of sites served lunch, 28 percent served breakfast, 21 percent served snacks, and one percent served

dinner. About two thirds offered one meal, almost one third offered two meals or a meal and a snack, and 4 percent offered three meals.

Effect of Geographic Location on Sites

- **Despite increases in the number of rural sponsors and sites, there are still areas of rural poverty not served by SFSP.** The areas without SFSP sites are the most rural areas, which may not have enough density of children to easily establish and maintain an SFSP site.
- **Most sites serve children who live in close proximity to the site.** Site sponsors of both 40-percent and 50-percent sites reported that over 80 percent of the children came from within a one-mile radius of a site.

Effect of Ancillary Services Provided at the Sites on SFSP Participation

- **Activities provided by SFSP sites are important elements in attracting children to SFSP sites.** Among the activities frequently found at SFSP sites are arts and crafts, structured play, playgrounds, sports, and academic enrichment. About 39 percent of sites reported activities and meals as equally important. Another 32 percent reported activities alone and a further 19 percent reported meals alone as the most important reasons for children's attendance.

Other Factors Influencing SFSP Participation

- **Sponsors expressed concerns about SFSP.** The concerns most frequently heard were: low reimbursements, too many reporting requirements and the short duration of the pilot – 2 years only.

- **Transportation remains an issue.** Most sponsors and site administrators reported that transportation is very important to the success of SFSP in rural areas. Typically, children walk, ride bikes, or receive rides.

CONCLUSION

In conclusion, lowering the eligibility threshold to 40 percent had the desirable impact of increasing the number of sponsors and sites. The 15 percent growth in rural SFSP sites and the addition and retention of 67 new sponsors that accrued during the pilot are indications that lowering the eligibility threshold from 50 percent to 40 percent has the potential to increase rural SFSP meal service to poor children in rural areas. Those sponsors and sites serving rural areas close to the 50 percent threshold may be more inclined to continue serving children in future years knowing that they may be eligible at the 40 percent threshold, should the legislation be extended.

Finally, a key finding of the study is that sponsor concerns about the volume of paperwork may be limiting sponsor participation in SFSP. Therefore, extending the period of certification from one to three or five years, so that sponsors do not have to re-establish qualification every year, will likely contribute to sponsor retention and program success.

CHAPTER 1

BACKGROUND

The Summer Food Service Program (SFSP) was established by Congress in 1968, first as the Special Food Service Program for Children (P.L. 90-302).⁶ In 1975, a separate Child Care Food Program and a Summer Food Service Program were authorized (P.L. 94-105).⁷ As a permanent entitlement program, the SFSP was authorized to ensure that low-income children continue to receive nutritious meals when school is not in session. To address a concern that the SFSP was not adequately reaching children in rural America, the Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265) authorized a pilot program for rural areas of Pennsylvania during the summers of 2005 and 2006.⁸ The purpose of the pilot was to test whether lowering the threshold for site eligibility in low-income areas from 50 percent to 40 percent of children eligible for free or reduced price school meals would increase the Program's reach in rural areas.

Although Pennsylvania has no rural counties with over 20 percent poverty⁹ 131 Pennsylvania municipalities, 76 of them rural, had persistent poverty rates over 15 percent from 1979 through 2000 (Center for Rural Pennsylvania, 2005). Pennsylvania's persistently poor municipalities have lower population densities; are smaller in population and land area than other areas of rural Pennsylvania; and have residents with lower levels of educational attainment. In these municipalities, 29 percent of residents did not graduate from high school and less than 10 percent have a college education, in contrast to non-persistent poverty municipalities where the rates were 19 percent and 14 percent respectively.

⁶ National School Lunch Act of 1968 (P. L. 90-302, Section 3, May 8, 1968; 82 Stat. 117).

⁷ National School Lunch Act of 1975 (P. L. 94-105, Section 13, October 7, 1975; 89 Stat. 515).

⁸ The Child Nutrition and WIC Reauthorization Act of 2004 (P. L. 108-265, June 30, 2004, 118 Stat. 749).

⁹ There are seven rural counties with a child poverty rate of 20 percent or over

The overall rate of child poverty in Pennsylvania according to US census estimates was 16 percent in 2006. The percent of children eligible for free and reduced lunches in the same year was 33.9 percent,¹⁰ making one in three Pennsylvania children eligible for free or reduced lunch.

DESCRIPTION OF THE SUMMER FOOD SERVICE PROGRAM

To ensure that low-income children continue to receive nutritious meals and snacks when school is not in session, the Summer Food Service Program (SFSP) provides free meals and snacks that meet Federal nutrition guidelines to all children at approved SFSP sites in areas with significant concentrations of low-income children.

The Food and Nutrition Service (FNS) of the U.S. Department of Agriculture (USDA) administers the SFSP at the national level. Within each State, the Program is administered by the State Department of Education or an alternate State-designated agency. Locally, public or private non-profit organizations that want to provide meals and snacks through the SFSP apply to the State agency. These *sponsoring* organizations sign annual agreements with their State agency and are responsible for overseeing SFSP operations. Only certain types of public or private non-profit organizations may *sponsor* the SFSP. These include: schools, camps, colleges or universities participating in the National Youth Sports Program (NYSP), units of Federal, State, or local government, and other community-based or faith-based organizations. *Sponsors* receive Federal reimbursement from the State agency to assist with the administrative and operating costs for preparing and serving meals and snacks to eligible children (children through age 18 or disabled persons) at one or more meal *sites*.¹¹

Meal *sites* may be located in a variety of settings such as schools, recreation centers, playgrounds, parks, churches, residential and non-residential camps, housing projects, migrant centers, and Indian Reservations. To be approved, SFSP *sites* generally must be located in a low-income area (open site) or serve children enrolled in a group activity, the majority of whom are from low-income households (closed, enrolled site). The threshold for determining the eligibility of open sites in low-income areas is defined by statute (Richard B. Russell National School

¹⁰ It increased to 34.9 by 2006.

¹¹ The Child Nutrition and WIC Reauthorization Act of 2004 (P. L. 108–265, Section 13, June 30, 2004; 118 Stat. 749).

Lunch Act, 42 U.S.C. 1761) as areas in which at least 50 percent of the children are eligible for free or reduced price school meals.¹² A similar threshold is established for closed, enrolled sites that provide meals to low-income children in other areas – 50 percent of the children enrolled in the group activity must be eligible for free or reduced price school meals.

DESCRIPTION OF THE 40 PERCENT SFSP PILOT

The Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265) authorized the pilot to operate in the rural areas of Pennsylvania during the summers of 2005 and 2006.¹³ The purpose of the pilot was to test whether lowering the threshold for site eligibility in low-income areas from 50 percent to 40 percent of children eligible for free or reduced-price school meals would increase the Program's reach in rural areas. The authorizing legislation directed USDA, through FNS, to evaluate the effectiveness of the pilot for the summers of 2005 and 2006. The research objective was to assess the impact of the pilot threshold on:

1. The number of sponsors operating sites that offer meals under the FSP;
2. The number of sites offering meals through the SFSP;
3. The geographic locations of sites;
4. The services provided to eligible children; and
5. Other factors determined by the Secretary.

EVALUATION METHODS

The evaluation methods focused on the five research objectives stated in the legislation, and on assessing the impact of the change in the eligibility criterion on the number of sponsors, number of sites, geographic location of sites, services provided to children and other factors. Data were collected through three methods – visits to sponsors, randomly sampled site monitor records, administrative data and a survey.

¹² A child is eligible for a free school meal if he or she is in a household with income less than 130 percent of the poverty line, in a household getting food stamps or Temporary Assistance for Needy Families (TANF), or in foster care. A child is eligible for a reduced price meal if he or she is in a household with income between 130 and 185 percent of the poverty line.

¹³ The Child Nutrition and WIC Reauthorization Act of 2004 (Public Law 108-265, June 30, 2004, 118 Stat. 749).

2005 Sponsor Visits

Eight out of 133 rural sponsors of the Pennsylvania SFSP were visited in the fall of 2005 to obtain information on the basic operations of sponsors and their sites. Sponsors were selected for the visits to reflect the diversity of organizational type, size, and location. Priority in selection was given to sponsors with 40-percent sites. Pennsylvania sponsors differed widely in their organization type and characteristics. For example, some encompassed entire school districts, while others were non-profit organizations. Some were new to SFSP in 2005, while others had been in the program for many years.

The following eight sponsors were visited:

1. Armstrong Board of Commissioners in Kittaning
2. Greater Susquehanna Valley YMCA in Milton
3. Marion Center School District in Marion Center
4. Northwest Tri-County IU 5 in Erie
5. Pocono Mountain School District in Swiftwater
6. Somerset Area School District in Somerset
7. West Branch Area School District in Morrisdale
8. Westmoreland County Food Bank in Delmont

Administrative Data

The Pennsylvania Department of Education maintains administrative data to track contract information, eligibility determination, program characteristics, and meals served to participants. The data are maintained in a web-based database called the Pennsylvania Department of Education's Child Nutrition Program Electronic Application and Reimbursement Systems (PEARS) database. Unfortunately, the Pennsylvania Department of Education information technology contractor was unable to provide SFSP data in a format required for efficient and timely analysis of historical activity prior to 2004. This report therefore only includes analysis of data from the summers of 2004, 2005, and 2006.

Survey of Site and Sponsor Administrators

In 2006 and 2007, the research team administered a survey to rural sites and sponsors of rural sites not including residential camps that participated in the SFSP in the summer of 2006. Sponsors were surveyed online, and sites were given the option of completing the survey either online or by mail. The response rates for the sponsor and site surveys were 76 percent and 48 percent respectively.

Geographic analysis consisted of an analysis of the distance children travel to sites and a series of maps showing the location of sites in relation to population centers and poverty.

Study Limitations

Three significant limitations of the research need to be kept in mind when reviewing results of the pilot. Pennsylvania was only able to supply screen-by-screen read-only access to administrative data, not an electronic data file. This required the research team to download individual screens for each site, and use an algorithm to parse needed data. Some data was also transcribed by hand to build an analysis file. As a result, data used for the study only go back to 2004, the year prior to the pilot. Without earlier data, the report is unable to determine how pilot results compare to continuing or potential long-term trends in the Pennsylvania SFSP. In addition, there is no comparison group to the pilot. The report does not examine data from rural areas of states comparable to Pennsylvania, so the report cannot say whether an increase or decrease in sponsors and meal sites is potentially attributable to the pilot, or to broader national trends that exist in rural areas outside Pennsylvania. Finally, study resources were insufficient to determine the food security status of children served by pilot meal sites; whether participating children qualified for free, reduced price, or paid status in the school lunch and breakfast programs; or whether they participated in other assistance programs, such as the Food Stamp Program.

CHAPTER 2

FINDINGS

The Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265)¹⁴ directed the U.S. Department of Agriculture to conduct the Pennsylvania Rural Area Eligibility Pilot Evaluation for the purpose of measuring whether lowering the threshold for site eligibility in low-income areas from 50 percent to 40 percent of children eligible for free or reduced price school meals would increase the numbers of sponsors and sites in rural areas, and the provision of services to children in different geographical areas. The evaluation compared sites that qualified under the 50 percent and 40 percent thresholds (hereafter referred to as 50-percent sites and 40-percent sites respectively) with respect to five outcomes: (1) increases in the numbers of sponsors, (2) increases in the numbers of sites, (3) the effect of the geographic locations of sites on increasing participation, (4) the effect of ancillary services provided at the sites on attracting participants, and (5) the influence of other factors on program participation.

SPONSORS OF THE SUMMER FOOD SERVICE PROGRAM

Sponsors of SFSP sites are of a variety of sizes and types. Some are very large, administering hundreds of urban and rural sites, while others are small, administering only one or two sites. The focus of the evaluation is on rural sponsoring organizations defined as any sponsor with at least one rural site. An urban sponsor is defined as one that had only urban sites.

Table 1 summarizes the number of urban and rural sponsors and their size distribution based on the number of sites they administer. The categories on Table 1 are not overlapping, for instance a

¹⁴ The Child Nutrition and WIC Reauthorization Act of 2004 (P. L. 108–265, Section 13, June 30, 2004; 118 Stat. 749).

sponsor with 15 urban sites and one rural site is listed as part of the 10 – 22 grouping of rural sites and not part of any urban grouping. As shown on Table 1, the numbers of both rural and urban sponsors increased between 2004 and 2006. Sponsors may increase the number of sites they administer over a period of years depending on the success of the service provision from year to year. In fact, in this study 11 (8 percent) rural sponsors offered from 10-22 sites in 2005 while only two offered that many in the 40 percent category in 2005.

Table 1 – Size Ranges of SFSP Sponsors from 2004 to 2006

Sites Per Sponsor	2004		2005		2006	
	No.	%	No.	%	No.	%
Sponsors with only Urban Sites						
1-3	54	71	58	67	52	64
4-9	5	7	8	9	9	11
10-22	7	9	10	12	11	14
23-45	6	8	5	6	4	5
46-90	3	4	2	2	3	4
91 and above	1	1	3	3	2	2
All	76	100	86	100	81	100
Sponsors with at Least one Rural Site						
1-3	90	72	96	72	111	73
4-9	20	16	23	17	29	19
10-22	9	7	11	8	10	7
23-45	2	2	1	1	1	1
46-90	2	2	1	1	1	1
91 and above	2	2	1	1	1	1
All	125	100	133	100	153	100
All Sponsors						
1-3	144	72	154	70	163	70
4-9	25	12	31	14	38	16
10-22	16	8	21	10	21	9
23-45	8	4	6	3	5	2
46-90	5	2	3	1	4	2
91 and above	3	1	4	3	3	1
All	201	100	219	100	234	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

A comparison of rural sponsors that have at least one 40 percent site with those that have only 50-percent sites is shown on Table 2. Fifty-seven to 60 percent of rural 40 percent sponsors have 1-3 sites only, compared to 72 to 75 percent of 50 percent sponsors.

Table 2 – Sponsor Size Range by Year and by 40- and 50-Percent Sites from 2004 to 2006

Sites per Rural Sponsor	Sponsors with at least one 40% Site				Sponsors with only 50% Sites						Total Sponsors					
	2005		2006		2004		2005		2006		2004		2005		2006	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1-3	12	60	13	57	90	72	84	74	98	75	90	72	96	72	111	73
4-9	4	20	6	26	20	16	19	17	23	18	20	16	23	17	29	19
10-22	2	10	2	9	9	7	9	8	8	6	9	7	11	8	10	7
23-45	1	5	1	4	2	2	0	0	0	0	2	2	1	1	1	1
46-90	1	5	1	4	2	2	0	0	0	0	2	2	1	1	1	1
91 and above	0	0	0	0	2	2	1	1	1	1	2	2	1	1	1	1
Total Sponsors	20	100	23	100	125	100	113	100	130	100	125	100	133	100	153	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Table 3 shows the number and increase in sponsors administering rural sites. In 2005 there were 102 pre-existing rural sponsors in the program. Thirty-one new rural sponsors joined the program bringing the total to 133 rural sponsors in 2005. However, 23 rural sponsors left the program, leaving a net gain of 8 rural sponsors in 2005.

Table 3 – Change in SFSP Sponsors Administering Rural Sites in Pennsylvania, Excluding Residential Camps from 2005 to 2006

Sponsor Type	2005	2006	Change from 2005 to 2006
Pre-Existing Rural Sponsors	102	112	10
New Rural Sponsors	31	41	10
Total	133	153	20
Departing Sponsors	23	21	-2
Net Gain	8	20	12

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Similarly, in 2006, there were 112 pre-existing rural sponsors and 41 new ones joined the program while 21 departed, leaving a net gain of 20 rural sponsors in 2006. Thus between 2005 and 2006, rural sponsors increased from 133 to 153 (or 15 percent).

Organizational Type

Sponsors' organizational type is nearly equally split between school districts (49 percent) and non-profit organizations (44 percent) (see Table 4). Only one sponsor was a city government.

Table 4 – Distribution of SFSP Rural Sponsors by Organizational Type in Pennsylvania in 2006

Sponsor Type	No. of Sponsors Responding	% of Sponsors Responding	% of All Sponsors
School District	35	49	23
Total Non Profit	32	44	21
Non-Profit Religious Based	8	11	5
Non-Profit Community Action Program	6	8	4
Non-Profit Other	18	25	12
Government City	1	1	1
Other	2	2	1
Private	1	1	1
Total Sponsors Responding	71	100	46
Sponsors Not Responding	82	-	54
Total Rural Sponsors Excluding Residential Camps	153	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 1

Few (22 percent) sponsors rely on either local or non-local partners to assist with outreach or funding, while the rest (78 percent) use other media (see Table 5).

Sponsor Visits

During late November and early December 2005, visits were conducted with eight out of the 133 sponsors in rural Pennsylvania. The purpose of the visits was two-fold: to obtain a good

understanding of how the SFSP operated; and to inform the development of the surveys that were eventually administered to sponsors and sites in 2006. The eight sponsors were purposely selected for the visits by the State of Pennsylvania to ensure geographic and organizational diversity, as well as to include some sponsors with new 40-percent sites.

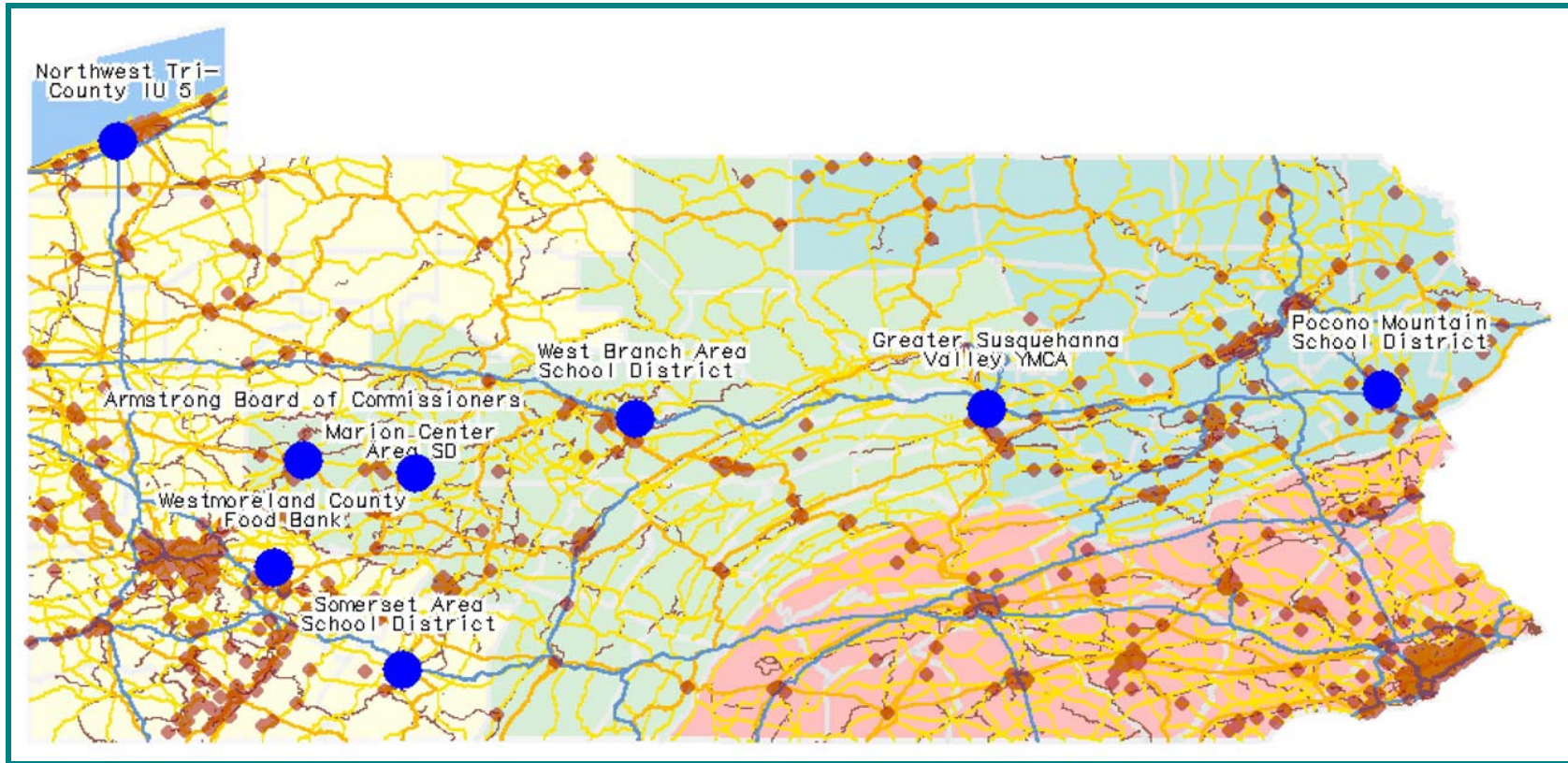
Table 5 – Local and Non-Local Partners with Sponsors in 2006

Partner	No. of Sponsors Responding	% of Sponsors Responding	% of All Sponsors
Local Partner	10	14	7
Non-Local Partner	2	3	1
Both Local & Non-Local Partner	4	6	3
Neither Local nor Non-Local Partner	56	78	37
Total Sponsors Responding	72	100	47
<i>Sponsors Not Responding</i>	<i>81</i>	<i>-</i>	<i>53</i>
<i>Total Rural Sponsors Excluding Residential Camps</i>	<i>153</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 27 and 28

As shown on Map 1, the sponsors visited (shown by blue dots) were dispersed geographically throughout the state, but were located largely in western and central Pennsylvania, which have the majority of rural poverty. Sites active in 2005 are indicated with reddish-brown dots. Half of the sponsors visited were school districts, and half were various non-profit organizations. Several sponsors visited had been in the SFSP program for many years, and had, in fact, preceded it; others were new to SFSP in 2005. Details on sponsors visited and their contact information are provided in Appendix E.

Map 1 – SFSP Sponsor Visit Locations in Pennsylvania in 2005



Lake Erie Map 1 indicates the location of sponsors visited with a blue dot. County lines are shaded in light gray.

Central PA

Western PA

Northeastern PA

Southeastern PA

Site

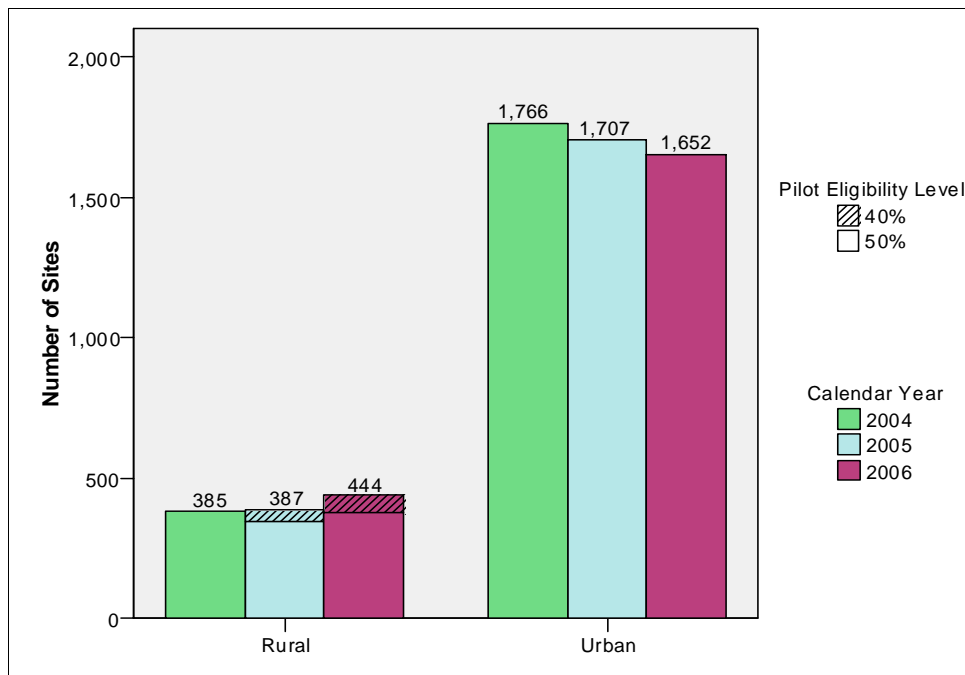
Visited Sponsor

The map shows the location of all SFSP sites in 2005 in smaller reddish-brown dots. Concentrations of dots can be seen in the urban areas of Philadelphia in Southeastern PA, Pittsburgh in the lower half of Western PA, and Erie at the upper edge of Western PA.

SUMMER FOOD SERVICE PROGRAM SITES

Rural sites had an increasing trend while urban sites had a declining trend between 2004 and 2006 (see Figure 1).

Figure 1– Urban and Rural Sites from 2004 to 2006, Showing 40- and 50-Percent Sites



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Rural sites increased from 385 in 2004 to 387 in 2005 to 444 in 2006. Sites eligible through the 40 percent criterion were 40 in 2005 and 67 in 2006. Rural sites eligible at the 50 percent criterion varied from 385 in 2004 down to 347 in 2005 and up to 377 in 2006. This number (377) is the best indicator of sites there would have been, had there not been a pilot (see Table 6). While a long term trend could not be measured over three years, that urban sites also declined from 1,766 in 2004 to 1,652 in 2006 reinforces the notion of a general decline.

From Table 6, two things are evident. First, the vast majority of sites in all three years are urban. Second, rural sites increased, but urban and total sites decreased. The increase in 40-percent sites, which bolstered the total increase in rural sites, is a strong indicator of the pilot's impact. There were 40 of these in 2005 and 67 in 2006. Fifty percent sites increased in 2006 and together with 40-percent sites, led to a net gain of 57 sites.

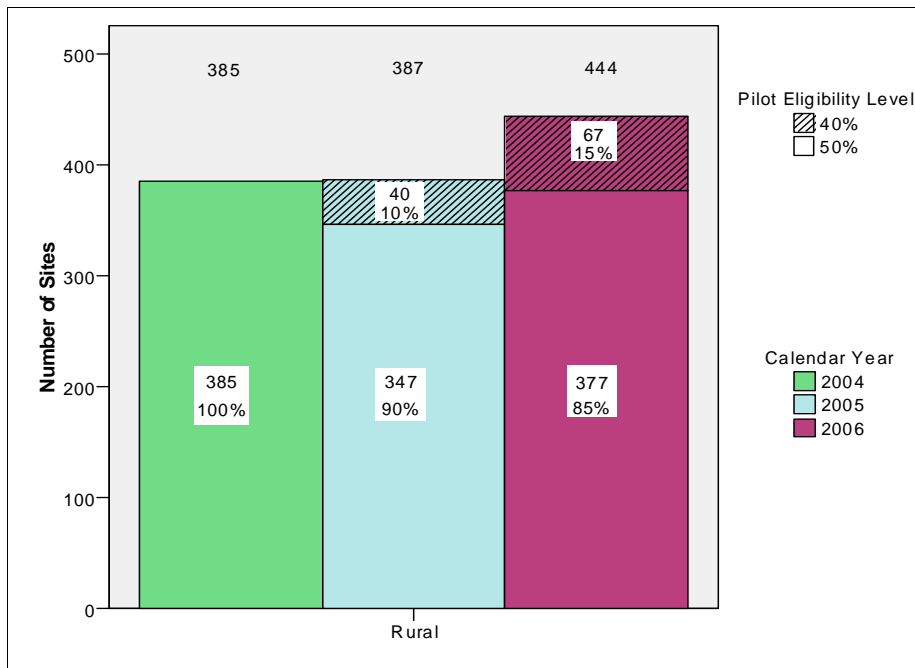
Table 6 – Urban and Rural SFSP Sites in Pennsylvania by Year from 2004 to 2006

	40%				50%						Total					
	2005		2006		2004		2005		2006		2004		2005		2006	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Urban	NA	NA	NA	NA	1,766	100	1,707	100	1,652	100	1,766	100	1,707	100	1,652	100
Rural	40	10	67	15	385	100	347	90	377	85	385	100	387	100	444	100
Total	40	2	67	3	2,151	100	2,054	98	2,029	97	2,151	100	2,094	100	2,096	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

The 40-percent sites were 10 percent of rural sites in 2005, and 15 percent of rural sites in 2006 (see Figure 2).

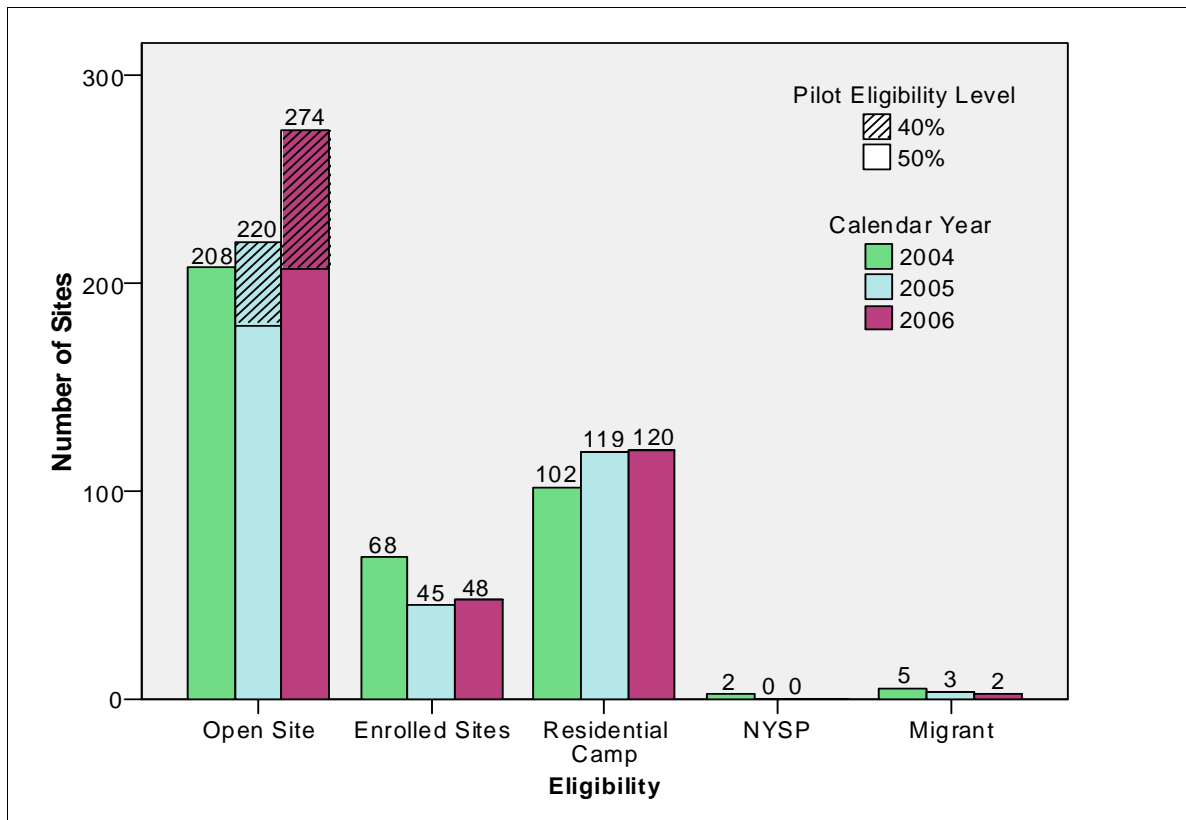
Figure 2 – The Number and Percentage of 40 and 50 Percent Rural Sites from 2004 to 2006



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Figure 3 compares sites from 2004 to 2006 by method of eligibility for 40- and 50-percent sites. There was considerable increase in the number of open sites (basing eligibility on area rather than children enrolled) from year to year, due specifically to the increase in 40-percent sites. There was a decline in the number of enrolled sites (basing eligibility on the number of children enrolled rather than on area).

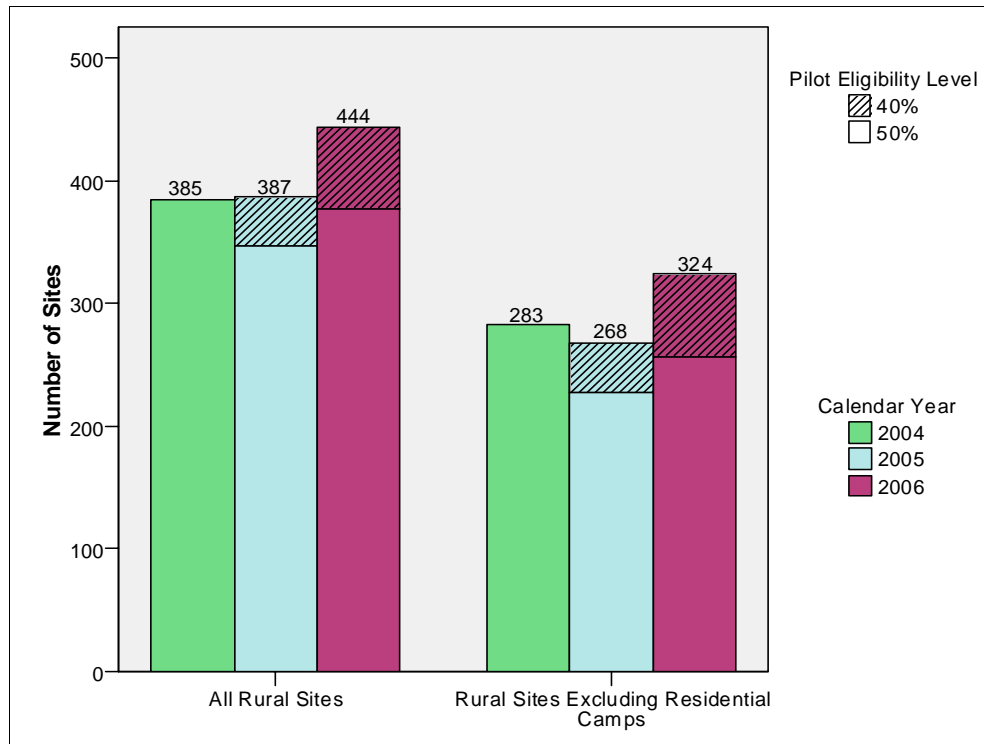
Figure 3 – Eligibility Types for Rural Sites Including Residential Camps from 2004 to 2006



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Enrolled sites were eligible to benefit by the lower 40 percent threshold, however, in practice no enrolled sites were identified and recruited that were not already eligible under the 50 percent threshold. Residential camps were not eligible to benefit from the pilot, yet were a large component of the rural sites. The effect of excluding them is shown in Figure 4. There were no NYSP sites in 2005 and 2006 and there were few migrant sites. Migrant sites were automatically eligible, so were unaffected by the pilot.

Figure 4 – The Total Number of Rural Sites Compared to Rural Sites Excluding Residential Camps from 2004 to 2006

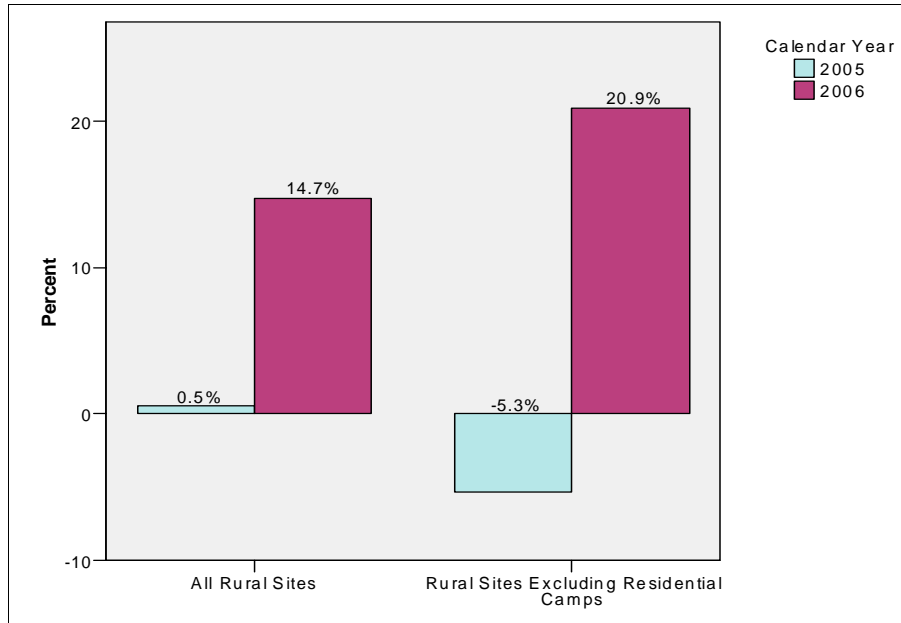


Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Figure 5 compares the yearly percentage changes in all rural sites and rural non-camp sites. Whereas the number of all rural sites increased between 2005 and 2006, rural sites – excluding residential camps – first declined between 2004 and 2005 and then significantly increased between 2005 and 2006.

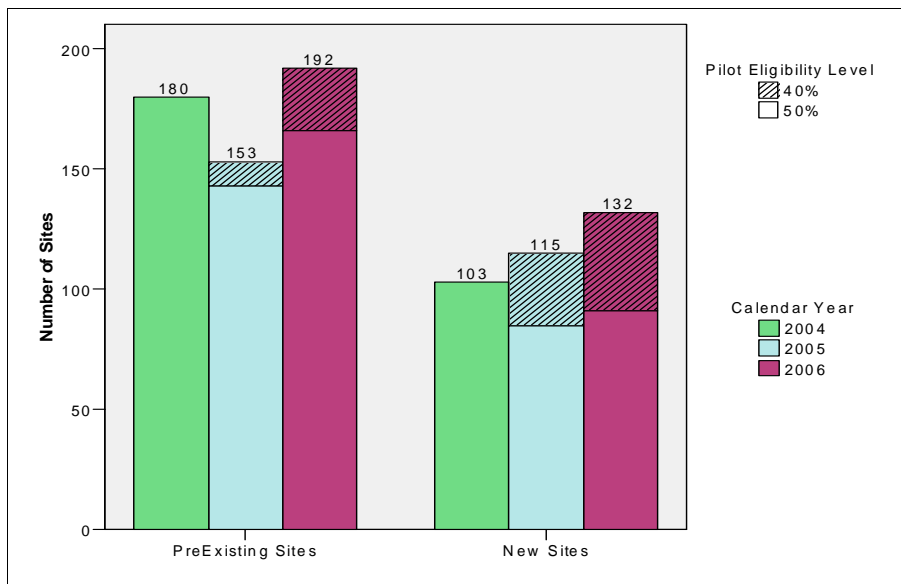
The number of 40-percent sites is the best indicator of the impact of the change in eligibility criterion due to the pilot. It is, however, not a perfect measure, as indicated in Figure 6, which shows that some of the 40-percent sites were pre-existing sites - most likely at the cusp of the 50 percent threshold. According to the sponsor survey, only one administrator of 40-percent sites believed that any of his or her sites could have qualified under the 50 percent criterion if he or she had used another method to determine eligibility. This suggests that most of the pre-existing sites qualifying under the 40 percent criterion in 2005 had fallen below the 50 percent threshold. Furthermore, some of the pre-existing sites in 2006 were new 40-percent sites in 2005.

Figure 5 – The Percentage Increase in All Rural Sites With or Without Residential Camps in 2005 and 2006



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Figure 6 – Pre-existing and New SFSP Sites from 2004 to 2006, Comparing 40- and 50-Percent Sites



Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Table 7 shows rural and urban sites by method of eligibility determination. Note that the new eligibility criterion does not apply to residential camps, which comprise 26 percent of rural sites.

Table 7 – Number of SFSP Sites by Eligibility Method in Pennsylvania from 2004 to 2006

Type of Site by Eligibility Criterion Used	40%				50%						Total					
	2005		2006		2004		2005		2006		2004		2005		2006	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Urban																
Open Site	0	0	0	0	1,634	100	1,608	100	1,566	100	1,634	100	1,608	100	1,566	100
Enrolled Site	0	0	0	0	108	100	72	100	66	100	108	100	72	100	66	100
Residential Camp	0	0	0	0	16	100	17	100	15	100	16	100	17	100	15	100
NYSP	0	0	0	0	4	100	6	100	1	100	4	100	6	100	1	100
Migrant	0	0	0	0	4	100	4	100	4	100	4	100	4	100	4	100
Total	0	0	0	0	1,766	100	1,707	100	1,652	100	1,766	100	1,707	100	1,652	100
Rural																
Open Site	40	18	67	24	208	100	180	82	207	76	208	100	220	100	274	100
Enrolled Site	0	0	0	0	68	100	45	100	48	100	68	100	45	100	48	100
Residential Camp	0	0	0	0	102	100	119	100	120	100	102	100	119	100	120	100
NYSP	0	NA	0	NA	2	100	0	NA	0	NA	2	100	0	NA	0	NA
Migrant	0	0	0	0	5	100	3	100	2	100	5	100	3	100	2	100
Total	40	10	67	15	385	100	347	90	377	85	385	100	387	100	444	100
Total																
Open Site	40	2	67	4	1,842	100	1,788	98	1,773	96	1,842	100	1,828	100	1,840	100
Enrolled Site	0	0	0	0	2136	100	2041	100	2022	100	2136	100	2081	100	2089	100
Residential Camp	0	0	0	0	118	100	136	100	135	100	118	100	136	100	135	100
NYSP	0	0	0	0	6	100	6	100	1	100	6	100	6	100	1	100
Migrant	0	0	0	0	9	100	7	100	6	100	9	100	7	100	6	100
Total	40	2	67	3	2,151	100	2,054	98	2,029	97	2,151	100	2,094	100	2,096	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

By excluding residential camps from a calculation of growth rates of rural sites, the pilot's impact seems greater than shown in Figures 5 and 6. Enrolled sites (basing eligibility on family income of children enrolled rather than on area) drops from 68 percent in 2004 (the year prior to the pilot), to 45 in 2005, and increased to 48 in 2006. All rural sites increased in 2006 by 57, from 387 to 444 (15 percent), while rural sites excluding residential camps, rose by 56, from 268 to 324 (21 percent).

Table 8 shows the number and percent of new versus pre-existing sites. A site is considered new if it participated in SFSP for the first time or came back into SFSP in a particular year, but not the previous year, regardless of whether it participated several years ago.

Table 8 – Distribution of Pre-Existing and New SFSP Sites in Rural Pennsylvania, Not Including Residential Camps from 2004 to 2006

Site	40%				50%						Total					
	2005		2006		2004		2005		2006		2004		2005		2006	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Urban																
Pre-Existing					1,234	100	1,237	100	1,214	100	1,234	100	1,237	100	1,214	100
New					516	100	453	100	423	100	516	100	453	100	423	100
Total					1,750	100	1,690	100	1,637	100	1,750	100	1,690	100	1,637	100
Rural																
Pre-Existing	10	7	26	14	180	100	143	93	166	86	180	100	153	100	192	100
New	30	26	41	31	103	100	85	74	91	69	103	100	115	100	132	100
Total	40	15	67	21	283	100	228	85	257	79	283	100	268	100	324	100
Total																
Pre-Existing	10	1	26	2	1,414	100	1,380	99	1,380	98	1,414	100	1,390	100	1,406	100
New	30	5	41	7	619	100	538	95	514	93	619	100	568	100	555	100
Total	40	2	67	3	2,033	100	1,918	98	1,894	97	2,033	100	1,958	100	1,961	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Table 8 highlights two issues. First, both site recruitment and retention are important. In 2005, there were 115 new rural sites (43 percent), but they were not enough to stem the loss of 130 rural sites. Despite high recruitment, rural sites declined from 283 to 268. Recruitment of new sites increased in 2006 by 132, while 76 rural sites left the program, for a net gain of 41 sites in the two-year period. A comparison of the 26 existing 40-percent sites in Summer 2006 with the 40 total sites in Summer 2005 shows that roughly 15 40-percent sites (39 percent) from Summer 2005 dropped out by 2006. This loss rate exceeds the loss rate of 32 percent¹⁵ for all rural sites between 2004 and 2006. Despite this, in the second year, sites benefiting from the new eligibility requirements increased by 68 percent, from 40 to 67.

Second, Table 8 shows that some 40-percent sites had existed (as 50-percent sites) even prior to the pilot. Of the 40 sites benefiting from the 40 percent criterion in the first year, 30 were new and 10 were pre-existing - hence a quarter were eligible in the previous year, i.e., prior to the new eligibility requirement. This may be because they were on the cusp of eligibility under the previous requirements. For example, in 2004, they may have been eligible under the previous criterion of 50 percent, but when recalculated in 2005, they may have only been eligible under the 40 percent criterion and hence may have continued operation only due to the pilot.

Another possibility is that it was easier to document eligibility at the 40 percent than 50 percent threshold. Documentation using school data was easier than income documentation of enrolled children, because the data are readily available. However, according to the Pennsylvania Department of Education, this rarely, if ever, occurred – a point that is confirmed by the site survey. Only one 40 percent site administrator (out of seven) believed that his or her site could have been eligible under the 50 percent criterion if it had used a different method of applying.

In sponsors' response to the survey question "Did you become a sponsor because of the new eligibility criterion?" 21 (29 percent) of 72 respondents claimed they became sponsors because of the new 40 percent eligibility criterion. The site survey also addressed this question, ninety-four sites responded to the question of whether the new 40 percent eligibility criterion influenced their decision about becoming an SFSP site. Of these, 17 (18 percent) became SFSP sites because of the 40 percent eligibility criterion, and another four did not know. Of these 21 sites,

¹⁵ $(283 \text{ Total } 2004 \text{ rural sites} - 192 \text{ preexisting rural } 2006 \text{ sites}) / 283 = 32 \text{ percent.}$

only seven were 40-percent sites. Of the seven 40-percent sites, only one thought it would have been approved for the SFSP under the more stringent 50 percent criterion as well.

Children Served

The number of children and meals served decreased in 2005 and 2006 for SFSP as a whole. Children served and meal counts are not collected by site, only by sponsor, so it is not possible to separate the urban from the rural, and the 40 percent from the 50 percent. Table 9 summarizes meals served and days that children attend. It is worth noting that some sites may only be open for a few days in the summer, while others may be open all summer long. The days that children attend (rather than the number of children that have attended an SFSP site) provides a true measure of attendance by children and hence services to children.

Table 9 – Number and Percent Increase of Children, Days Attended, and Meals Served in Pennsylvania SFSP Sites from 2004 to 2006

	2004	2005		2006	
	No.	No.	%	No.	%
Average Number of Days Attended by each Child	5,193,723	4,710,673	-9	3,937,574	-16
<i>Meals Served</i>					
Breakfast	1,252,102	1,188,357	-5	1,171,661	-1
Lunch	3,036,174	2,817,386	-7	2,721,970	-3
Supper	249,925	242,200	-3	275,898	14
Snack	1,128,857	1,025,423	-9	1,000,569	-2
Total Meals Served	5,667,058	5,273,366	-7	5,170,098	-2

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Table 10 shows the percent of children attending SFSP sites by age range by eligibility criterion. About one third were 5 years or less, 50 percent were 6-12, and the rest were over 12. Although open to all children, primarily children of ages 5 – 12 attended. In 2004, the average number of children per age group per site was evenly distributed; however, the average number of children under 5 years of age per site and teens 16-18 years old dropped significantly from 2004 to 2006.

Table 10 – Percent of Children that Attended 40 Percent and 50 Percent Rural SFSP Sites by Age Group from 2004 to 2006 (%)

Age Group	40%		50%			Total		
	2005	2006	2004	2005	2006	2004	2005	2006
Less than 5 Years	18	17	12	8	9	12	41	32
5-8 Years	40	40	29	34	30	29	23	24
9-2 Years	30	28	33	36	37	33	23	27
13-15 Years	10	11	18	16	15	18	10	11
16-18 Years	2	4	9	6	9	9	4	6
Total	100	100	100	100	100	100	100	100
<i>No. of Sites Responding</i>	<i>12</i>	<i>28</i>	<i>43</i>	<i>41</i>	<i>84</i>	<i>43</i>	<i>53</i>	<i>112</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 12

This drop can partly be explained by the increase in sites that served these age groups in those years. These age groups (under 5 years and 16-18 years old) also made up the smallest percentages (10 and 6 percent, respectively in 2006) of participants in the 40 percent pilot.

Demographics of SFSP Sites in Pennsylvania

A few site administrators reported some difficulty getting the word out to children about SFSP, and that it was harder to get teenagers to attend. About 89 percent of site administrators cited difficulty with children 16-18 years of age, and 49 percent reported difficulty with 13-15 years old (Table D-16 in the Appendix). Site administrators had more problems getting children to attend 50-percent sites than the 40-percent sites. Whereas in the 50-percent sites, administrators had problems regardless of how long the site has been operating, in the 40-percent sites, only old sites (implying operating previously as 50-percent sites) had problems with children attending.

Table 11 shows the race and ethnicity of children attending SFSP in 2004, 2005, and 2006. The respective percentages by race were: White 77 percent, African American 10 percent, Hispanics/Latinos 11 percent, and Asians and Native Hawaiians/Other Pacific Islanders 2 percent.

Table 11 – Percentage of Children that Attended the SFSP Sites from 2004 to 2006, by Race/Ethnicity (%)

Ethnicity	40%		50%			Total		
	2005	2006	2004	2005	2006	2004	2005	2006
American Indian or Alaska Native	1	0	0	0	0	0	0	0
Asian	3	2	1	1	1	1	1	1
Black or African American	11	9	8	7	10	8	8	10
Native Hawaiian/Pacific Islander	2	1	0	2	0	0	2	0
White	80	85	60	64	75	60	66	77
Hispanic or Latino	3	2	30	27	13	30	23	11
Total	100	100	100	100	100	100	100	100
<i>Number of Sites Responding</i>	<i>11</i>	<i>30</i>	<i>43</i>	<i>45</i>	<i>95</i>	<i>43</i>	<i>56</i>	<i>125</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 14

For some ethnic groups, such as Hispanics and Latinos, the number of children attending 40-percent sites does not reflect their overall proportion in the SFSP as a whole, but rather the ethnic compositions of their geographic locations. This may explain why the percentage of Latinos among 40-percent sites (3 percent) is drastically lower than at 50-percent sites (27 percent) in 2005.

Relatively few site administrators reported having difficulty either reaching children of different race/ethnicities, or getting them to attend the SFSP. None of the site administrators who responded to the survey had collected data on the gender of the children attending their SFSP. However, all respondents estimated that the number of girls and boys attending was roughly equal.

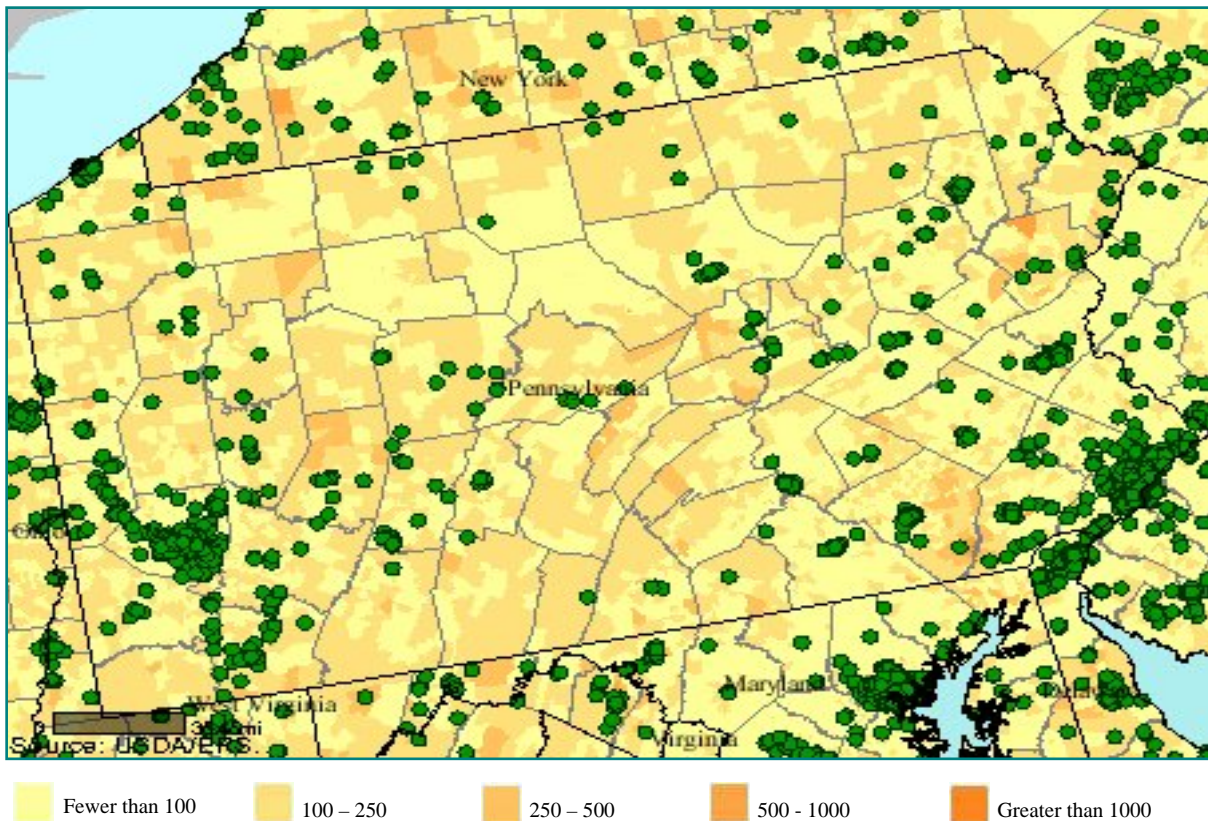
The site survey asked administrators if they had migrant children and what types of migrants they were. There was no migrant child attending any 40-percent site. Four 50-percent sites reported having migrant children that attended in 2004, three sites in 2005, and eight sites in 2006. Half of the migrant children came from families that worked year-round. The others came from migrant families who moved from place-to-place following the crops, or were seasonal farm workers who stayed for a full season.

GEOGRAPHIC LOCATIONS OF SITES

Despite increases in the numbers of rural sponsors and sites, gaps remain in the provision of SFSP. Serious poverty exists in some of the most rural counties, yet some counties lack the population centers which make the provision of SFSP practical. Gaps in other counties are difficult to explain. For example, in the southwest of Pennsylvania, the two counties bordering West Virginia have eligibility rates for free and reduced school lunches of 46.7 percent (Greene County) and 51.2 (Fayette County) making the entire counties eligible for the pilot. Yet, Fayette has noticeably more sites than Greene.

Map 2 shows SFSP sites in relation to the dispersion of poverty throughout the state.¹⁶ The ERS maps rely on 2001 data for the location of SFSP feeding sites.

Map 2 – Location of SFSP Sites and the Number of Children under 185 Percent of the Federal Poverty Line per Census Block, 2005



Source: U.S. Department of Agriculture Summer Food Service Map Machine

¹⁶ <http://www.ers.usda.gov/Data/sfsp/>

The green dots show the locations of all rural sites. The gradient of orange areas shows the number of children below 185 percent of the Federal Poverty Level (FPL). In the northwestern to north central corner of the state, three counties – McKean, Potter and Tioga –have eligibility rates of 40.0 percent, 41.9 percent and 43.6 percent respectively for the whole county. McKean has a population density of 43 people per square mile and at least four sites; Potter has a population density of 17 per square mile and one site; and Tioga has a population density of 36 per square mile and at least four sites. Yet, a similar county, Clinton, directly south of Potter, has an eligibility rate of 41.7 percent, a population density of 43, and no sites. Potter may be so geographically dispersed that service provision is difficult, but geography does not seem to explain the lack of service provision for Clinton.

The following discussion examines the site administrators’ point of view on the importance of distance in attracting children, the distance that children travel to get to sites, and the mode of transportation, based on responses received from the site administrators’ survey.

Distance

Site administrators were asked what percent of the children travel less than one mile, 1 – 5 miles, 5 – 10 miles, and more than 10 miles to attend their SFSP sites. Table 12 shows the distances children were traveling to reach the SFSP based on the responses of site administrators. Of the 63 sites that were able to assess distance, the table indicates that a majority (85 percent) of the participating children lived within one mile of the SFSP; 14 percent lived within 1 to 5 miles; 1 percent lived within 5 to 10 miles; and no one lived more than 10 miles away. Differences between 40- and 50-percent sites in travel distances were negligible.

The majority of site administrators (66 percent) believed that distance was somewhat or very important in attracting children to the sites (see Table D-1a in the Appendix). Distance was perceived as equally important by 50-percent sites than by 40-percent sites. Sponsor directors placed a similar emphasis (65 percent) on distance to the SFSP as a factor in children’s participation (see Table D-1b in the Appendix).

Table 12 – A Comparison of Distances Children Traveled to Attend SFSP 40-Percent Sites and 50-Percent Sites in 2006

Distance	40%	50%	Total
	%	%	%
Within One Mile of the SFSP	83	85	85
1-5 Miles	16	14	14
5-10 Miles	1	1	1
More than 10 Miles	0	0	0
Total	100	100	100
<i>Number of Sites Responding</i>	<i>26</i>	<i>81</i>	<i>107</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 28

Table 13 presents information on modes of transportation used by children to attend SFSP sites. Site staff reported that most children (59 percent) who attended the SFSP were either driven, walked, or rode a bike, while 39 percent took a bus. Two percent got to the site some other way.

Table 13 – Modes of Transportation to 40-Percent Sites and 50-Percent Sites in 2006

Transportation Mode	40%	50%	Total
	%	%	%
Driven to the Site	43	35	37
Walk to the site	19	19	19
Ride a bicycle	3	3	3
Ride a bus	35	40	39
Other method	0	0	0
Do not know	0	3	2
Total	100	100	100
<i>Number of Sites Responding</i>	<i>28</i>	<i>82</i>	<i>110</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 27

At 40-percent sites, the percentage of children who were driven (43 percent) was noticeably higher than at 50-percent sites (35 percent), while more children at 50-percent sites rode a bus

(40 percent) to the site than children at 40-percent sites (35 percent). While this is a small difference in terms of percentage, the average number of children per site who took a bus was considerably higher at 50-percent sites (89 children) than at 40-percent sites (57 children).

In 30 of the 110 responding sites, at least one child rode a bus to the SFSP site. In these 30 sites, an average of 81 children per site rode a bus, suggesting that when available, a large number of children will take advantage of bus transportation. In 58 percent of the sites where children rode the bus, it was provided either by the site or a partner; in 14 percent of the sites, it was provided by public transportation; and in the remaining 28 percent, it was provided by other entities. In one case, children with medical disabilities were bused with funds provided by a medical grant.

In summary, site administrators view distance as an important factor in attracting children. Children use a variety of transportation methods including 39 percent who travel by bus. More than 85 percent of children travel less than one mile.

What these findings suggest is that distance is important to the recruitment of children. Sites typically attract most of their children from within a one-mile radius, even in situations where multiple modes of transportation are available. Given this, there appears to be a large area in rural Pennsylvania where the population density of children may be too low to support an SFSP site, whether the eligibility criterion is 40 percent or 50 percent.

ANCILLARY SERVICES PROVIDED AT SITES

Services provided to children include meals, activities, and sometimes transportation. Activities are important both for the enrichment of children and for attracting them to the SFSP sites. Most sites offered a large variety of activities and site administrators believed they are very important in attracting children to sites. Fifty-eight percent of site administrators reported that activities are very important in attracting children (see Tables D-2a and D-4 in the Appendix). Activities were more important at 40-percent sites (71 percent) than 50-percent sites (55 percent). Given that 40-percent sites were more likely to be new, this finding is consistent.

Tables D-2a and D-2b in the Appendix list the numbers of sites engaging in typical activities. A comparison of 40-percent and 50-percent sites for 2005 and 2006 shows that a higher proportion

of 40-percent sites provided activities at their sites than 50-percent sites. The variety of activities ranged from swimming, to arts and crafts, to academics. Arts and crafts were the most widely offered. Over half of all responding sites reported providing arts and crafts activities for all three years surveyed. Sports/playground/playfields were almost as common as arts and crafts at sites that offered activities. At least half of the sites reported offering each of arts and crafts, structured playground and sports. Religious study and swimming pools were the least common. All the listed activities, except religious study, were offered by at least a quarter of the sites that responded to the survey question.

Site administrators reported that both meals and activities are important to attract children, with slightly more emphasis on activities. Only 19 percent of the 141 responding site administrators reported that children participated in the program primarily “for the meals” (see Table 14).

Table 14 – The Primary Reasons Children Attended SFSP Sites in 2006

Reason Children Come to the Site	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
For the Meals	7	23	10	20	18	8	27	19	8
To Participate in Activities	13	42	19	32	29	12	45	32	14
For the Meals & Activities	7	23	10	48	44	19	55	39	17
For Other Reason	4	13	6	10	9	4	14	10	4
Total Sites Responding	31	100	46	110	100	43	141	100	44
<i>Sites Not Responding</i>	36	-	54	147	-	57	183	-	56
<i>Total Sites Excluding Residential Camps</i>	67	-	100	257	-	100	324	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 11.

One third of the administrators reported activities as the primary reason, and 39 percent reported both meals and activities as equally important. The combination of meals and activities was stronger for 50-percent sites than 40-percent sites.

OTHER FACTORS INFLUENCING PROGRAM EXPANSION

During the site visits, several factors influencing program expansion were discussed. Despite differences in the types of sponsors visited, some similarities emerged. The sponsors reported a general dissatisfaction with SFSP reimbursement rates. They also reported a lack of rural transportation options, which some deemed to be a prime cause of their inability to provide meals to a majority of low-income rural children. Despite these transportation limitations, some sponsors indicated that activities can draw children to the program, and marketing and advertising could impact program success. The sponsors reported little direct competition with other summer food programs, such as the National School Lunch Program and the School Breakfast Program.

Further investigation was conducted to assess first whether other factors external to the pilot influenced the numbers of sites and children served. If the factors were new, or had merely grown in importance during the pilot, they could be confused with the direct impact of the pilot. Second, untapped methods of expanding the program were discussed, such as funding, recruitment, marketing, types of meals (hot or cold), and concerns of sites and sponsors.

Enhancing the SFSP

Sites and sponsors were asked questions about what they did to enhance their SFSP. As shown in Table 15, few sites used the methods listed. Among those that did, free USDA commodities (30 percent) and state-provided marketing materials (25 percent and large banners 32 percent) were the most common. More 50-percent sites than 40-percent sites had taken advantage of these programs, perhaps due to their longer experience with SFSP.

Funding Sources

Sponsors were asked whether the costs of administering SFSP were fully covered by reimbursements. For 2004, 73 percent of respondents said that costs were not covered by reimbursements. For 2005, 92 percent and for 2006, 80 percent said the costs were not covered (see Table D-7 in Appendix D).

Table 15 – The Methods Utilized by 40-Percent and 50-Percent Sites to Enhance the SFSP in 2006

Programs Sites Have Utilized to Enhance their SFSP to Lower Costs & Attract and Retain Children	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Federal Transportation Grant	0	0	0	6	5	2	6	4	2
State-Provided Marketing Materials	4	13	6	33	29	13	37	25	13
Incentives from Local Produce Purveyors	0	0	0	1	1	0	1	1	0
WIC Marketing	0	0	0	1	1	0	1	1	0
Free Commodities from the USDA	7	22	10	37	32	14	44	30	14
Reaching to Federal Title Programs Early in Summer at Elementary School	4	13	6	23	20	9	27	18	9
Large Banners Announcing the Program	8	25	12	39	34	15	47	32	15
Money for Special Events to Draw Children	2	6	3	4	3	2	6	4	2
State Grant Money to Sponsors/Sites to Experiment with New Techniques to Reach Children	3	9	4	5	4	2	8	5	2
State Campaign to Introduce the Program	0	0	0	3	3	1	3	2	1
Other	3	9	4	22	19	9	25	17	9
None of the Above	12	38	18	34	30	13	46	31	13
Total Sites Responding	31	100	46	109	100	42	140	100	42
<i>Sites Not Responding</i>	<i>36</i>	<i>-</i>	<i>54</i>	<i>148</i>	<i>-</i>	<i>58</i>	<i>184</i>	<i>-</i>	<i>58</i>
<i>Total Rural Sites Excluding Residential Camps</i>	<i>67</i>	<i>-</i>	<i>100</i>	<i>257</i>	<i>-</i>	<i>100</i>	<i>324</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 21a

Recruitment and Marketing

Four factors are important to the ability of sites to recruit and retain children: meals, activities, the location of the site (measured as distance to the children's houses), and marketing.

Meals, Activities, and Distance

Site administrators were asked about the importance of activities and proximity (distance from children's homes to sites) in attracting or recruiting children to the SFSP. Sponsors were also asked about the importance of meals relative to both activities and proximity. Although the importance of activities and proximity were separately discussed above, they are compared with meals in this section as well. As shown in Table D-9 in the Appendix, 83 percent of sites reported that activities and were somewhat or very important in attracting children to SFSP sites. Sixty-six percent of sites reported that distance was somewhat or very important. Ninety-four percent of 40-percent sites reported that activities were somewhat or very important, compared to 81 percent for 50-percent sites. Similarly, 64 percent of 40-percent sites reported that distance was somewhat or very important, as did 66 percent of 50-percent sites.

Similarly, 96 percent of sponsors reported that activities were somewhat or very important, 89 percent reported that distance was somewhat or very important, and 87 percent reported that meals were somewhat or very important. These results show that travel distance and activities are at least as important as meals, if not more important, in attracting children to SFSP sites (see Table D-17 in the Appendix).

Marketing Sites to Recruit Children

Only 13 of the 40-percent sites and 22 of the 50-percent sites reported having a separate budget for marketing their sites and the SFSP. Also, an even smaller percentage of sites reported receiving contributions from anyone else for marketing – two in 2004, four in 2005, and five in 2006.

Site administrators and sponsor directors were asked to indicate the marketing techniques they used to recruit children to sites, and to rank them according to their effectiveness. Site directors used few marketing techniques, with local newspapers cited by the greatest number of sites (85

percent), followed by flyers (76 percent) and community outreach (73 percent) (see Table D-8 in the Appendix). These percentages should be interpreted as the percent of responding sponsors who used marketing techniques. For example, 76 percent of sites that did marketing used flyers. Reliance on marketing techniques was somewhat greater for 40-percent sites than 50-percent sites, perhaps because they are new in the system and need to attract children.

Almost all of the site directors that reported using marketing techniques evaluated them to be effective or very effective means of recruiting children. Sites eligible at the 50 percent threshold rated all techniques except direct mailings as more effective than sites eligible at the 40 percent criterion (see Tables D-10a and 10b in the Appendix). A cautionary note in reading these tables is to keep in mind that the total number of sites responding was low because those who did not use marketing, and perhaps felt marketing was not an important consideration, did not respond.

Sponsors used various marketing techniques to attract children to sites. Table 19 shows that newspapers were popular (76 percent), despite the fact that only 49 percent felt newspapers had more than average effectiveness (see Table D-9 in the Appendix).¹⁷ This might be because sponsors reported in a follow-up question that they relied little on advertising, preferring to issue press releases to get articles written about their programs. Directors also relied on word of mouth (63 percent), primarily at food banks and school districts, which was the most effective marketing tool. The next most popular techniques were using school district newsletters and posting flyers throughout the community.

Recruitment of Sites

Sponsors used many marketing techniques to attract sites. Similar to the recruitment of children (Table 16), word of mouth was both the most popular and effective technique for recruiting sites (see Table D-11b in Appendix). About 50-60 percent of sponsors used either word of mouth or the local newspaper. Most sites reported hearing about the program in multiple ways, with the most common being direct mailings from sponsors (40 percent), followed by word of mouth and presentations by sponsors. About one-third of sites reported that they learned about the SFSP by mail or some other means (see Table D-13).

¹⁷ Table D-9 reports effectiveness from most (1) to least (5) effectiveness. Given that 3 is average effectiveness, responses 1 and 2 are greater than average effectiveness.

Table 16 – Marketing Techniques Used by Sponsors to Recruit Children to SFSP sites in Pennsylvania in 2006

Marketing Techniques to Recruit Children	Sponsors Responding		% of All Sponsors
	No.	%	
Direct Mailings	26	39	17
Local Newspaper	51	76	33
Newsletters	29	43	19
Outreach by Others in the Community	24	36	16
Presentations to Local Non-Profits	16	24	10
Posting Flyers throughout Community	38	57	25
Word of Mouth	42	63	27
Other Marketing Techniques	11	16	7
Other Marketing Techniques	2	3	1
Total Sponsors Responding	67	100	44
<i>Sponsors Not Responding</i>	86	-	56
<i>Total Number of Rural Sponsors Excluding Residential Camps</i>	153	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 14

To sign up new sites with SFSP, sponsors could create a new site where there had not been any, contact an existing program not yet in SFSP, or be contacted by a program not yet in SFSP. Sponsors were asked “How did you go about establishing your SFSP sites?” Their responses are summarized in Table 17.

Sponsors established new sites where there had been no previous sites in less than half of the cases (44 percent). They also relied on programs that were already in operation, but not participating in SFSP. When such an existing site was recruited, it was more frequent (42 percent of all joining sites) for sponsors to approach the existing program, than for the existing program

to approach the sponsor (23 percent of all joining sites). Sponsors were also asked if they knew where children were congregating before they established new sites. Two-thirds responded affirmatively to this question. In these cases, they were further asked whether they located new sites in these areas. Forty-one percent said yes.

Table 17 – Establishment of SFSP Sites in Pennsylvania in 2006

SFSP Establishment	Sponsors Responding		% of All Sponsors
	No.	%	
Sponsors Approached Existing Programs, not Participating in SFSP	30	42	20
Existing Programs, not Participating in SFSP, Contacted Sponsor	16	23	10
Sponsors Established Sites Where There Was No Pre-Existing Program	31	44	20
Other Establishing Method	11	15	7
Total Sponsors Responding	71	100	46
<i>Sponsors Not Responding</i>	82	-	54
<i>Total Rural Sponsors Excluding Residential Camps</i>	153	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 7

Type of Meals

Breakfast, lunch, dinner, and snacks can be offered by SFSP sites, but it is up to the sponsors and the sites to plan how many and which meals they offer. In 2006, 90 percent of sites served lunch, 28 percent served breakfast, 21 percent served snacks, and one percent served dinner (see Table 18). This pattern held through all three years and for both 40-percent and 50-percent sites.

About two-thirds of sites served only one meal, and slightly less than one-third served two meals or one meal and a snack. Only four percent of sites served three meals.

Table 18 – Number and percent of SFSP Sites that Served Breakfast, Lunch, Dinner and Snacks from 2004 to 2006

Meal	40%				50%						Total					
	2005		2006		2004		2005		2006		2004		2005		2006	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Breakfast	13	33	19	28	124	44	60	26	71	28	124	44	73	27	90	28
Lunch	37	93	56	84	259	92	212	93	234	91	259	92	249	93	290	90
Dinner	0	0	0	0	3	1	3	1	3	1	3	1	3	1	3	1
Snacks	8	20	19	28	38	13	41	18	50	19	38	13	49	18	69	21
Total Sites	40	100	67	100	283	100	228	100	257	100	283	100	268	100	324	100

Note: Categories are not mutually exclusive. A site can serve more than one meal.

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data from the PEARS Database

Meal sites are monitored by the Pennsylvania Department of Education staff hired each summer. A random sample of 100 sites was selected in 2006. Site monitor reports were reviewed and summarized in Table 19.

Forty out of the 100 site reports sampled had a review, four had a violation and two sites had a second review. Lunch was the meal that was most frequently reviewed. There were no substantive differences between 40- and 50-percent sites. The report shows that:

- Twenty-one percent of the sampled sites were 40-percent sites
- Eighteen percent of reviewed sites were 40-percent sites
- Twenty-five percent of sites with violations were 40-percent sites
- Seventeen percent of meals reviewed were 40-percent sites
- Twenty percent of violations were from 40-percent sites
- There was about equal tendency for violations to occur in either 40- or 50-percent sites

Table 19 – Random Sample of Site Monitor Reports in 2006

Review	40%		50%		Total	
	No.	%	No.	%	No.	%
First Review	7	18	33	83	40	100
Second Review	0	0	2	100	2	100
Violation	1	25	3	75	4	100
Meal Review						
Breakfast	2	25	6	75	8	100
Lunch	3	13	20	87	23	100
Snack	1	33	2	67	3	100
Supper	0	0	1	100	1	100
Total Meals Reviewed	6	17	29	83	35	100
Violation Type						
Meals Not Unitized	0	NA	0	NA	0	NA
Off-Site Consumption	0	NA	1	100	1	100
Time Violation	0	NA	2	100	2	100
Meal Pattern Violation	0	NA	0	NA	0	NA
Damaged/Spoiled Meals	0	NA	0	NA	0	NA
Meals Served to Ineligible Individuals	0	NA	0	NA		NA
Other	1	50	1	50	2	100
Number of Sample Sites						
Sites	21	21	79	79	100	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Administrative Data, PEARS Database

Concerns of Sponsors and Sites

Sites voiced some specific concerns about the SFSP. As shown in Table D-14a in the Appendix, half of the SFSP sites reported concerns about reimbursement/administrative fees, and 40 percent reported concerns about SFSP reporting requirements. Concerns that the pilot was only lasting for two years was, not surprisingly, greater among 40-percent sites (76 percent) than 50-percent

sites (30 percent). Concerns about this issue were also voiced during in-person interviews with sponsors.

Table D-14b in the Appendix, shows that among old sites that reported concerns about reimbursement, 70 percent of 40-percent sites, and 62 percent of 50-percent sites thought that reimbursement was too low and did not cover actual expenses. Seventy percent of 40-percent sites and 35 percent of 50-percent sites also thought that the reimbursement rates did not provide enough money to pay staff wages. The number of sites responding to this question was low because only those expressing a concern about reimbursement rates were asked the question. While one might want to be cautious about this response, it reflects a sentiment that was voiced during in-person interviews. While some concerns were greater among 40-percent sites and others greater among 50-percent sites, it appears that the concerns were about equal in 40-percent and 50-percent sites.

Sponsors' primary concerns about operating SFSP were regulations and requirements, reimbursement of administrative fees, and the end of the pilot after two years (see Table D-15 in the Appendix). This finding reflects the same concerns raised by sponsors during the site visits. Fifty-three percent of sponsors were concerned with reimbursements and administrative fees, but less than 20 percent were concerned with menu and monitoring requirements, thus supporting the anecdotal findings of the sponsor visits. Furthermore, during sponsor visits, respondents indicated that paperwork concerns were important, because they affect staffing costs.

Sponsor directors were also asked to rate their level of concern about administrative issues (see Table D-16 in the Appendix). Of the 28 sponsors who indicated some concern with reimbursement rates (Table D-15 in the Appendix), 50 percent reported that it was of the highest level. Additionally, of the 21 sponsors who expressed concerns about the two-year limit on 40 percent eligibility, 57 percent rated it at a high level of concern.

CHAPTER 3

CONCLUSION

BACKGROUND

The primary purpose of the Pennsylvania Rural Eligibility Pilot Evaluation was to compare the pilot eligibility criterion of 40 percent area eligibility (based on the Federal Poverty Level) in rural Pennsylvania with the original eligibility criterion of 50 percent, and assess its impacts on: (1) the number of rural sponsors offering meals through the SFSP; (2) the number of rural sites offering meals through the SFSP; (3) the geographic location of the sites; (4) the services provided to eligible children; and 5) other factors influencing participation.¹⁸

During the pilot period there was a decline in urban sites in the Pennsylvania SFSP, and an increase in rural sites. The evaluation cannot determine whether the increase in rural sites was due to the pilot or other influences. The provision of food in rural areas is related to a number of factors including transportation, the concentrations of low-income populations, sensitivity of the local community to the needs of the disadvantaged, the availability of sponsoring schools and various non-profit organizations, and geographic factors. The evaluation was conducted during the summers of 2005 and 2006, and the findings are summarized in the following sections.

EFFECT OF THE PILOT ON THE NUMBER OF SPONSORS

The number of rural sponsors increased during the pilot. There were 133 rural sponsors in Pennsylvania in 2005 and 31 (23 percent) were new sponsors. There were 153 rural sponsors in 2006 and 41 (27 percent) were new sponsors. During these two years, the number of new rural

¹⁸ The Child Nutrition and WIC Act of 2004 (P.L. 108-265, Section 13, June 30, 2004; 118 Stat. 749).

sponsors exceeded the number of departing sponsors for a net gain of 8 in 2005 and 20 in 2006.

Similarities Among Sponsors

Types of Sponsors

Overall, most of the sponsors fell into two groups. Almost half were school districts and nearly the other half (44 percent) were non-profits. There were also 8 (11 percent) religious and 6 (8 percent) community action programs.

Number of Children Served

Children of all age groups were served by 40-percent and 50-percent sites. Sponsors interviewed believed that the children they served in 2005 were far less than the children in their areas that needed assistance. One sponsor estimated that as few as five to ten percent of the needy children in their area were receiving SFSP meals, although this study has no way of assessing the accuracy of the perception. None of the administrators made statistical calculations, however several pointed out that the numbers of children served by SFSP in their area was not close to the numbers of children “in need” as defined by the school lunch program.

Transportation

The eight sponsors visited stressed the importance of transportation in rural areas. Typically, children walk, ride bikes, or receive rides from parents or someone else to get to sites. Children typically obtain rides to sites with organized programs of activities. At sites with few or no activities, transportation was a serious obstacle because the cost to the family of driving could exceed the value of the meal, even if the family possessed or had access to an automobile. A recent study¹⁹ of food pantries in rural Pennsylvania found that many pantries permit one client to transport food for friends and neighbors.

Reimbursement Rate and Administrative Burden

During the sponsor visits, two sponsors commented that the administrative burden coupled with

¹⁹ McDevitt, Suzanne and Daponte, Beth “An Examination of Food Assistance Availability to Residents of rural Pennsylvania,” Report submitted to the Center for Rural Pennsylvania, June 28, 2007.

low reimbursement rates caused them to reconsider participation in the program. The sponsor survey examined this further by asking whether reimbursements that sponsors received covered costs. A slight majority of sponsors (53 percent) reported a perception that the reimbursement rate for the SFSP was too low, especially for administrative costs. This required them to use funding from other sources to cover costs. In addition, some sponsors have long-term contracts with food service workers that required them to pay wages in excess of what they could afford with the SFSP reimbursement. This was particularly a problem for school districts.

A quarter of responding sponsors said that application requirements for the program were a concern. Thirty-eight percent said that the reporting requirements were a concern. During visits with sponsor organizations, two sponsors said that they might not take part in SFSP during 2006 as a result of the paperwork and regulations. They expressed their perception that the paperwork and regulations required by this program were excessive and out of proportion with the amount of service they were providing through this program. Nevertheless, the majority of sponsors did not say that regulations were a problem. Different types of organizations had different experiences with SFSP regulations. Some school directors reported that there was too much regulatory burden associated with the program. Most community non-profits did not express such concerns.

Advertising

A recent analysis of non-participating families, carried out in the urban areas of Miami, FL, Kansas City, MO, Oakland, CA and Salisbury, MD found that more than half of the parents and guardians of non-participating children were not aware of SFSP sites in their areas. These families were also more likely to be moderately or severely hungry, according to the Food Security Index developed from the USDA, "Guide to Measuring Household Food Security."²⁰ This suggests that the level of outreach will also be critical in Pennsylvania in regard to the attraction of children, particularly children more in need of the services.

Sponsors use numerous methods to get the word out about SFSP to potential site operators,

²⁰ "Analysis of Summer Food and Food Needs of Nonparticipating Children: Final Report," *Special Nutrition Program Report Series*, No CN-06-SFSP, Project Officer: Fred Lesnett, U.S. Department of Agriculture, Food and Nutrition Service, Office of Analysis, Nutrition, and Evaluation, Alexandria, VA: 2006.

children, and community partners, including newsletters, local newspaper articles and ads, school notices, and word-of-mouth. Nevertheless, the results of the survey indicated that sponsors had only small budgets for publicity and marketing. The preferred and most used methods were the no-cost methods of word-of-mouth and newspaper articles, but not newspaper advertising. Newspaper articles may be effective in reaching educated parents who read the paper. Word-of-mouth is effective with neighbors, friends, relatives and co-workers.

These marketing issues combined with concerns about reimbursement rates may contribute to the difficulties of reaching the poorest, most isolated, and least educated families with children. The poor are often unemployed or semi-employed and hence lack co-workers, the isolated (living in remote, low population very rural areas) have fewer neighbors to interact with and the least educated tend to read less.

Variations Among Sponsors

Age Groups Served

All age-groups - from elementary to 18 years of age – were served during the Pilot by the Pennsylvania SFSP. There was wide variation among sponsors in the age groups of children served. Forty percent of children served in 40-percent sites in both 2005 and 2006 were between the ages of 5 and 8. In the 50-percent sites, the largest percentage served in all three years was comprised of ages 9 through 12. Some sponsors served primarily elementary age children while others served primarily middle school or high school-age-kids. All sponsors seemed to focus on one age group more than the others. Eighty-nine percent of sponsors reported difficulties in getting children ages 16-18 to attend and 49 percent cited difficulty in getting children ages 13-15 to attend. There was little difference between the 40- and 50-percent sites in this regard. Many of the older children served in the pilot were attending sports camps.

Children's Motivation in Taking Part in the Program

Most sponsors indicated that it is critical to have activities at sites to motivate children to show up. Most sponsors believed that these were more important than food alone to attract children to sites. However, since at least half the sponsors are school districts and their primary task is the

activities provided, it is possible that the activities are viewed as the primary incentive rather than the food.

Meal Preparation

Meal preparation and delivery varied widely across the eight sponsors visited. Some sponsors prepared their own meals and delivered them to the sites. Others had meals prepared by vendors, but then delivered them themselves. Yet other sponsors had meals prepared and delivered by vendors. Some sponsors did not need to deliver meals because they operated only one site, and prepared meals on the premises.

EFFECT OF THE PILOT ON THE NUMBER OF SITES

There were 385 rural sites including residential camps in Pennsylvania in 2004, 347 in 2005 and 377 in 2006 among the 50-percent sites. The pilot resulted in an additional forty new sites eligible under the 40 percent criterion in 2005 and 67 in 2006. This represented an increase of 15 percent in 2005 and 21 percent or one-fifth of the total in 2006. At the same time, urban sites declined in both years, though it was not possible to determine whether or not this was part of a longer-term dynamic.

Increase in the Number of Sites Due to the Pilot

All rural sites (including residential camps) increased from 385 to 444 (15 percent) from 2004 to 2006. Excluding residential camps, rural sites increased from 283 to 324 from 2004 to 2006 (14 percent). New sites were added by pre-existing sponsors and new sponsors were attracted. Perhaps as important, the number of sites provided per sponsor increased on average over the three summers examined.

In 2005 there were 115 new rural sites, including the 30 under the 40 percent criterion. However, during the same period, 130 rural sites were lost for a lower total overall. Recruitment in 2006 resulted in 132 new rural sites, 41 under the 40 percent criterion and only 76 rural sites were lost. Although it was not possible within the scope of this evaluation to determine what dynamics result in the loss of sites, seasonal programs experience ups and downs.

EFFECT OF GEOGRAPHIC LOCATION ON SITES

Site staff reported that most children (83 percent of 40-percent sites and 85 percent of 50-percent sites) lived within one mile of the SFSP site and, with few exceptions, the rest within five miles. About 89 percent of sponsors and 66 percent of sites felt that distance was somewhat or very important but 11 percent of sponsors and 34 percent of sites felt it was not, presumably because children at 31 percent of the sites had bus transportation available and 39 percent of children were being transported by bus. Fifty-eight percent of sites that had children who traveled by bus either provided the bus themselves or had a partner that provided the bus.

The numbers of children transported to the sites varied among the 40-percent and 50-percent sites. At the 40-percent sites, slightly more children were driven (43 percent) than at the 50-percent sites (35 percent). On the other hand, the proportion of children at 50-percent sites who rode a bus was 40 percent, yet in those sites where children rode a bus, the average number of children riding the bus was 89. Furthermore, the proportion of children at 40-percent sites who rode a bus was 35 percent and in these sites an average of 57 children rode a bus. This high concentration of children riding buses indicates that these sites were organized as academic/recreational programs where the school district was supplying transportation and where the food was considered secondary to the programming, as indicated by the comments of the administrators regarding the motivation of children to attend. In one-quarter of 40-percent sites, children rode buses and in 28 percent of the 50-percent sites, children rode buses.

Examination of the geographic location of sites shows an inverse relation between population density and availability of SFSP sites. This suggests that sites require a minimum population density to attract enough children to establish and maintain a site. There was no evidence of the two-year long change in eligibility requirements having an impact on changing this fundamental geographic reality. Evidence from this report suggests that other policy variables, such as, rural transportation, the promotion of organized activities, and the use of more effective marketing may augment the geographic impact of the change in the eligibility threshold tested in this pilot.

Gaps between Poverty and Provision of Summer Food Service Programs

Despite expansion, gaps remain in the provision of SFSP. Serious poverty exists in some of the most rural counties, yet some counties lack the population centers, which make the provision of

SFSP practical. Gaps in other counties are more difficult to account for. For example, in the northwestern corner of the state at least three counties exist with child poverty populations above the state average (16 percent in 2004) and no SFSP service or only one site available.²¹ Yet in a similar county with similar dynamics (McKean), with a child poverty rate of 19.5 percent and a population density of 43, four SFSP sites exist.

EFFECT OF ANCILLARY SERVICES PROVIDED AT THE SITES ON SFSP PARTICIPATION

Sites offered a variety of services to participants. Sites under the 40 percent criterion had a greater variety of activities per site than did 50-percent sites, indicating perhaps that these were pre-existing sites for summer activities and SFSP was added when it became available.

Among the activities frequently found at SFSP sites are arts and crafts, structured play, playgrounds, sports, and academic enrichment. About 39 percent of sites reported activities and meals as equally important. Another 32 percent reported activities alone and a further 19 percent reported meals alone as the most important reasons for children's attendance.

OTHER FACTORS INFLUENCING SFSP PARTICIPATION

Sponsors expressed concerns about SFSP. The concerns most frequently heard were: low reimbursements, too many reporting requirements and the short duration of the pilot – 2 years only.

Transportation remains an issue. Most sponsors and site administrators reported that transportation is very important to the success of SFSP in rural areas. Typically, children walk, ride bikes, or receive rides.

²¹ Warren, with child poverty of 17.5 percent and a population density of 50 per square mile, Forest with a child poverty rate of 22.8 percent and a population density of 12 per square mile and Clinton with a child poverty rate of 18.9 and a population density of 43 per square mile. One additional county, Potter, has one SFSP site, a child poverty rate of 18.5 percent and a population density of 17 per square mile.(compiled from Center for Rural Pennsylvania, 2007).

SUMMARY AND CONCLUSION

In conclusion, lowering the eligibility threshold to 40 percent had the desirable impact of increasing the number of sponsors and sites. The 15 percent growth in rural SFSP sites and the addition of 72 new sponsors that accrued during the pilot are indications that lowering the eligibility threshold from 50 percent to 40 percent has the potential to increase rural SFSP meal service to poor children in rural areas. Those sponsors and sites serving rural areas close to the 50 percent threshold may be more inclined to continue serving children in future years knowing that they may be eligible at the 40 percent threshold, should the legislation be extended.

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APPENDICES

APPENDIX A

STUDY METHODOLOGY

EVALUATION DESIGN

The evaluation design had four primary components:

1. Comparisons of sponsors, and sites, for the 40-percent (pilot) and 50-percent sites before and after the implementation of the eligibility change;
2. Comparisons across sites before and after the eligibility change;
3. Description and analyses of data to determine changes in the numbers, types, and characteristics of participants, sites, and sponsors. In addition, regression models²² were built to assess evidence of correlation between change in eligibility and changes in numbers, types and characteristics of sponsors, sites, and children.
4. Geographic analysis of data to depict visual representations of site locations, pockets of poverty, transportation networks and nearest urban centers.

The list of data sources and the data elements collected from each source are shown in Appendix A-1. The primary data sources for SFSP data were the State of Pennsylvania Child Nutrition database (PEARS) and the sponsor and site surveys (see Appendix B). Census data were also collected and used in the geographic analysis.

²² See Appendix C for a discussion of the regression analysis.

COMPARISON ACROSS SITES

A second set of comparisons, the cross-site analyses, was designed to compare 40-percent sites with 50-percent sites *within the same time period*. These two comparisons were used to measure whether there is a difference after the imposition of the new eligibility criterion. The cross-site comparisons by eligibility status (40 percent versus 50 percent) provided answers the following questions:

1. Were more children served by sites that qualified under the 40 percent criterion than the 50 percent criterion?
2. Was the average site larger under the 40 percent criterion?
3. Were the demographic characteristics of children served under the 40 percent criterion different from those served under the 50 percent criterion?
4. Were the 40-percent sites more rural than the 50-percent sites?²³

RESEARCH OBJECTIVES

The research objectives for this study were set in the legislation to “evaluate the impact of the [pilot] eligibility criteria ... as compared to the [original] eligibility criteria.... The evaluation assessed the impact of the threshold on:

1. The number of sponsors offering meals through the summer food service program;
2. The number of sites offering meals through the summer food service program;
3. The geographic location of the sites;
4. The services provided to eligible children; and
5. Other factors determined by the Secretary.²⁴”

DATA SOURCES

The variables analyzed included primary dependent variables which the legislation intended to impact; secondary dependent variables which may not have been affected by the legislation; and

²³ While all sites within the pilot are rural, we measure the degree of rurality by population density.
²⁴ The Child Nutrition and WIC Reauthorization Act of 2004 (P.L. 108-265, Section 116, June 30, 2004).

independent variables, which may have helped to determine the magnitudes of, or explanations for, the dependent variables. Appendix B – Data Elements by Source summarizes the data used in the study.

Pennsylvania’s Administrative Database

The Pennsylvania Child Nutrition Program Electronic Application and Reimbursement System (PEARS) database is the repository for all SFSP data, as well as data for other state-supported programs. A rich source of data, PEARS provided information for this analysis. Approximately 10,000 records were downloaded one at a time from the PEARS website. Customized programs were developed to parse the relevant data from each of the downloaded files to construct the database.

The quality of extracted data was initially somewhat inconsistent and contradictory. This could have been for two reasons. First, errors such as missing and duplicate records may have occurred as a result of the download process. These were verified against lists of sites and sponsors. Second, data entry errors and omissions could have occurred in the original records viewable on the website. To the extent possible, outliers and anomalies were verified for all data fields. Anomalous database records were identified through crosschecking and internal consistency checks, and against website records. Finally, an extensive quality control check was applied. Lists of sponsors by year and sites per sponsor by year were acquired and site application records were compared to these to assure that all data records were captured and there were no duplicates.

Sponsor Visits

Visits were conducted to eight out of 133 sponsors operating rural sites in Pennsylvania in winter 2005. Two-hour meetings were held with each sponsor.

In order to capture a wide range of variation in sponsor and site experience during the visits, the following criteria were developed and used to select sponsors for the visits.

1. Rurality – very rural location (in terms of distance from the nearest urban center) versus a location adjacent to an urban area.

2. Sponsor SFSP Experience – new sponsor in the SFSP program versus sponsor that expanded an existing program.
3. Type of sponsor – school, private non-profit organization, or migrant center.
4. Sponsor success – very successful sponsor versus sponsor who faced challenges and overcame them.
5. Size of sponsor – small versus large.
6. Food preparation – sponsor purchases food from a vendor versus preparing food locally.
7. Geographic diversity.

During the sponsor visits a number of topics were discussed, including common patterns and themes; divergences among sponsors and sites; the extent and role of community partners; marketing and outreach strategy successes and failures; turnover in sites and reasons for them; strategies used in site selection – open or enrolled; explanations for data captured in PEARS; and unintended impacts of the program. The findings of the sponsor visits are summarized in Chapter 2.

Survey Data

Overview: Survey instruments were designed and used to survey sponsors, site administrators and site monitors. The surveys were scheduled to be conducted in the summer of 2006, however, OMB approval of survey instruments was not received until November. Site monitors were no longer on staff and it was not possible to obtain a list of monitors and contact information from the PA Department of Education once they were no longer on staff. Instead, this report conducted an analysis of 100 randomly selected monitor reports.

Sponsor Survey: Sponsors with rural sites active during 2006 were invited to participate via a web-based survey. All sponsors submit reports via the PEARS website data entry screens. They therefore had access to the Internet to respond electronically. Sponsors were asked about their administrative experiences and the experiences of their sites, including both present and previous experiences.

Site Survey: Site survey respondents included all active rural sites except residential camps. The pilot did not include residential camps. Given the small number of sites, active sites in 2006 were all invited to participate in the survey. Consequently, over-sampling or stratified sampling was not employed.

As with the Sponsor Survey, the primary data collection technique for the Site Survey was intended to be a web-based Internet survey, with contact information obtained from PEARS. Unlike the sponsors who were administrators, not all site administrators were expected to have Internet access. Many sites were located at playgrounds or other locations without Internet access. Based on interviews with sponsors and the Pennsylvania Department of Education, it was expected that 75 percent of site administrators would have Internet access – from the site, home, or some other location.

In conducting the survey, two issues arose. Very few sites responded to the on-line survey, and the response rate was lower than expected. To address these issues, hardcopy versions of the site survey questionnaire were mailed to all sites; address correction calls were made to nearly all rural sponsors and administrators and approximately half of all site administrators. In the course of doing so, many sponsors indicated that they administer the sites themselves, and that listed site administrators in the PEARS database had a minimal role, often confined simply to food distribution. Listed site administrators did not have the knowledge to complete the survey in these cases. As a consequence, it would fall upon the sponsor administrators to complete the survey questionnaires.

To overcome this problem, two approaches were taken. First, site questions were reprinted and mailed in batch to sponsors. Sponsors believed they could best distribute the questionnaires to site administrators or complete them themselves. Second, to overcome the reporting burden on the sponsor of completing multiple questionnaires, sponsors were offered the opportunity to complete them by phone if they preferred. In this way, sponsors could respond to each question with an answer that applied to all sites just once, or provide details for each site, where appropriate. Since their sites were administered by themselves, similar approaches were used and hence common answers could be given to save reporting burden, yet were accurate for each site.

Sites that were active both before and during 2006 were contacted, and information collected on the activities of both the current and earlier years. This allowed for an assessment of how long-term sites may have changed over time and why inactive sites may have dropped out. It also reduced costs by providing information from multiple years from participating sites.

USDA Economic Research Service Database

The USDA Economic Research Service serves as a repository for the Summer Food Service Program (SFSP) information nationwide. The SFSP Map Machine provided mapping information on SFSP sites. The map machine juxtaposes this information against concentrated areas of child poverty.²⁵ These data were used to assess whether the SFSP is reaching poor children.

²⁵ <http://www.ers.usda.gov/Data/SFSP>.

APPENDIX B

DATA ELEMENT BY SOURCE

Source of Data	Data Elements														
	Number of Sponsors	Number of Sites	Type of Sponsor	Type of Site	Number of Children Served	Characteristics of Children Served	Number of Meals Served	Type of Meal (Breakfast, Lunch, Dinner, Snacks)	Location & Distance	Marketing Techniques Used	Non-food Activities at Sites	Reasons for Success	Violations and Problems	Partnerships	Supplemental Funding
Administrative Database	X	X	X	X	X	X	X	X	X		X		X		
Sponsor Visit						X			X	X	X	X	X	X	X
Sponsor Survey										X	X	X		X	X
Site Survey						X				X	X	X		X	X
Calculated by GIS									X						

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007

APPENDIX C

SURVEY QUESTIONNAIRES: INSTRUCTIONS

Assumptions

- (1) The following assumes an online survey. The question-by-question layout for the mail survey will be slightly different.
- (2) Survey respondents will only be shown questions and response categories for years in which they were active.
- (3) We will pilot-test the ability of sponsors who are no longer active to respond to questions.
- (4) In a few instances (noted), we will pilot test two different versions of the same question and use the version that respondents find the easiest to use.

Formatting

Red text is used in the accompanying pages to indicate where

- Information is pulled from the Pennsylvania database (e.g., **We will pull the following information from PEARS.**)
- Questions are being asked only to a subset of the population, (e.g., **Sponsors that did not establish new sites will skip to Q5.**)
- Questions are to be asked in multiple ways during the pilot test, (e.g., **Pilot test: half to provide dollars amount; half to provide percents**)

Red text will not be shown in the final survey, but will be programmed.

Red text that is underlined is used to show the exact data that are being pulled from the database, (e.g., “number of 40-percent sites in 2005”). When the respondent sees this question, the actual number of 40-percent sites for that sponsor will be displayed. _

Sections that are only asked of a subset of the population are set off by horizontal lines before and after each section.

Skip patterns, which may not be obvious, are shown in blue, e.g., [GO TO Q2](#).

APPENDIX C-1

SPONSOR SURVEY

Pull the following information from PEARS and display on screen.

The Pennsylvania Department of Education lists your address as:

Sponsor name: _____

Address 1: _____

Address 1: _____

City: _____ Zip code: _____

(1) What type of organization are you?

- School district
- Non-profit
- Religious-based
- Community action program
- Other non-profit (Specify _____)
- Government agency
- State
- County
- City
- Other (Specify _____)
- Private (Specify _____).

(2) How did you establish SFSP sites? [Check all that apply.]

We approached existing programs that served children.

Existing programs contacted us.

We set up new sites.

Other (Specify _____)

Sponsors that did not establish new sites will skip to Q4.

(3) Did you know where children were congregating in your area before you established new sites?

No **(If no)** (3a) Where did you locate your sites? _____

Yes **(If yes)** (3b) Did you locate new sites in those areas? Yes No

(4) Following are some marketing techniques used by sponsors to **recruit sites**. Please specify the effectiveness of your efforts to **recruit sites** on a scale of 1-5, with 1 being the most effective and 5 being the least effective. **Check NA, if you did not use a specific technique to recruit sites.**

Site Recruitment Techniques	√
Direct mailings	
Local newspaper	
Newsletters	
Outreach by others in the community	
Presentations to local non-profits	
Posting flyers throughout community	
Word of mouth	
Other (Specify _____)	
Other (Specify _____)	

The following will be displayed only if respondent checks off Direct Mailings.

- (4a) Where do you send your direct mailings?
- To churches
 - To families
 - To schools
 - To daycare centers
 - To other groups (Specify _____)
 - To other groups (Specify _____)
 - To other groups (Specify _____)

The following will be displayed only if respondent checks off Local Newspaper.

- (4b) How did you use local newspapers?
- Article in newspaper
 - Advertisement
 - Press releases
 - Other (Specify _____)

The following will be displayed only if respondent checks off Newsletters.

- (4c) What types of newsletters did you use?
- School district
 - Churches
 - Food bank
 - Other (Specify _____)

The following will be displayed only if respondent checks off 1-5 for Outreach by others in the community.

- (4d) Who took part in these outreach efforts?
- Churches
 - Private partners
 - Public partners
 - Other (Specify _____)

- (5) Please rate the effectiveness of your efforts on a scale of 1 to 5, with 1 being the most effective and 5 being the least.

Site Recruitment Techniques	Effectiveness					√
	1	2	3	4	5	
Direct mailings						
Local newspaper						
Newsletters						
Outreach by others in the community						
Presentations to local non-profits						
Posting flyers throughout community						
Word of mouth						
Other (Specify _____)						
Other (Specify _____)						

- (6) Please describe any obstacles to opening more sites? _____

Q7 & Q8 are presented only if sponsor is new in 2005 or 2006.

- (7) Did you become a sponsor because of the new eligibility criterion (40 percent of the children are living in households with 185 percent of the poverty level)?

___ No

___ Yes

- (8) How did you learn of the new eligibility requirements?

___ Sponsor meeting in Harrisburg

___ Notification by the Pennsylvania State Department of Education

___ Notification by USDA

___ SFSP training

___ Other (Specify _____)

___ Did not know of the new eligibility requirements

Attendance

(9) What is/was the average number of children served at your sites?

- ___ 2004
- ___ 2005
- ___ 2006

(10) Some sponsors report that children of certain ages are less likely to attend the SFSP than children of other ages. Do you have difficulty either “getting the word out” or convincing children of different ages to attend the SFSP?

(Please leave blank if there was no difference.) [GO TO Q11](#)

Age	Getting the Word Out	Getting Children to Attend	Why?
Less than 5 years			
5-8 years			
9-12 years			
13-15 years			
16-18 years			

(11) What about gender? Is it harder to get the word out to boys or girls to attend the SFSP?

(Please leave blank if there was no difference.) [GO TO Q12](#)

Gender	Getting the Word Out	Getting Children to Attend	Why?
Girls			
Boys			

(12) Some sponsors report that the following children are also difficult to reach. Do you have difficulty either “getting the word out” or convincing any of the following children to attend the SFSP? What about any other children?

(Please leave blank if there was no difference.) GO TO Q13

Hard-to-reach children	Getting the Word Out	Getting Children to Attend	Why?
Home-schooled			
Special needs			
Children with disabilities			
Migrant children			
Other (Specify_____)			
Other (Specify_____)			

(13) Do you have any migrant sites?

___ No

___ Yes (If yes) (13a) Please name your migrant sites? _____

(13b) Did any of your sites have migrant children attend?

___ No

___ Yes

___ Don't Know

(14) Following are some marketing techniques used by sites *to recruit children*. Please select which one you have used.

Site Recruitment Techniques	√
Direct mailings	
Local newspaper	
Newsletters	
Outreach by others in the community	
Presentations to local non-profits	
Posting flyers throughout community	
Word of mouth	
Other (Specify_____)	
Other (Specify_____)	

(15) Please specify the effectiveness of any of these efforts in *recruiting children* on a scale of 1-5, with 1 being the most effective and 5 being the least effective method.

Site Recruitment Techniques	Effectiveness					NA
	1	2	3	4	5	
Direct mailings						
Local newspaper						
Newsletters						
Outreach by others in the community						
Presentations to local non-profits						
Posting flyers throughout community						
Word of mouth						
Other (Specify _____)						
Other (Specify _____)						

The following will be displayed only if respondent checks off Direct Mailings.

(15a) Where do you send your direct mailings?

- ___ To churches
- ___ To families
- ___ To schools
- ___ To daycare centers
- ___ To other groups (Specify _____)
- ___ To other groups (Specify _____)
- ___ To other groups (Specify _____)
- ___ To other groups (Specify _____)
- ___ To other groups (Specify _____)
- ___ To other groups (Specify _____)

The following will be displayed only if respondent checks off Local Newspaper.

(15b) How did you use local newspapers?

- Article in newspaper
- Advertisement
- Press releases
- Other (Specify _____)
- Other (Specify _____)

The following will be displayed only if respondent checks off for Newsletters.

(15c) What types of newsletters did you use?

- School district
- Churches
- Food bank
- Other (Specify _____)
- Other (Specify _____)

The following will be displayed only if respondent checks Outreach by others in the community.

(15d) Who took part in these outreach efforts?

- Churches
- Private partners
- Public partners
- Other (Specify _____)
- Other (Specify _____)

SFSP Enhancements

(16) Following is a list of some of the things that sponsors have used to enhance their SFSP and thereby *lower cost, and attract and retain children*. Please check off those that you have used and note which have been the most useful.

Enhancement	Used by Sites	Most Useful
Federal transportation grant		
State-provided marketing materials		
Incentives from local produce purveyors		
WIC marketing		
Free commodities from the USDA		
Reaching out to federal title programs early in summer at elementary school		
Large banners announcing the program		
Money for special events to draw out the children		
State grant money to sponsors/sites to experiment with new techniques to reach children		
State campaign to introduce the program		
Other (Specify _____)		
Other (Specify _____)		
Other (Specify _____)		

(17) Are there any other things that you have not tried, but that you think might help? _____

(18) How important do you think the actual meal is in getting children to take part in the SFSP?

- Very important
- Somewhat important
- Not very important
- Very unimportant

(19) How important do you think the distance from home to site is in getting children to take part in the SFSP?

- ___ Very important
- ___ Somewhat important
- ___ Not very important
- ___ Very unimportant

(20) How important do you think activities are in getting children to take part in the SFSP?

- ___ Very important
- ___ Somewhat important
- ___ Not very important
- ___ Very unimportant

(21) About how often do you communicate with others involved with the SFSP *during the summer season*? Do you think that additional communication with any of the following *during the summer season* would make your SFSP stronger?

	Amount of Communication since Last Summer			Would more communication help? (yes or no)
	Never	Occasionally (Less than 5 times)	Often (5 times or more)	
With other sponsors				
With your site directors				
With other site directors				
With site monitors				
With state program staff				
With USDA				

(22) About how often do you communicate with others involved with the SFSP *prior to the summer season*? Do you think that additional communication with any of the following *prior to the summer season* would make your SFSP stronger?

	Amount of Communication since Last Summer			Would more communication help? (yes or no)
	Never	Occasionally (Less than 5 times)	Often (5 times or more)	
With other sponsors				
With your site directors				
With other site directors				
With site monitors				
With state program staff				
With USDA				

Concerns

- (23) Following are some of the concerns sponsors report about the SFSP. Please select those that were a problem for you. Please check 'None of the above' at the bottom of the list if none of these apply to you.

Concerns/Problems	√
Reimbursement/administrative fees	
SFSP application requirements	
SFSP reporting requirements	
Lack of vehicles to move food.	
Lack of equipment to move food.	
Little freedom in terms of what we serve at meals	
SFSP monitoring requirements	
40 percent requirement only lasts for 2 years	
Lack of staff	
Staff turnover	
Staff training	
Food preparation	
Extensive administrative or operational regulations	
Requirement for summer-long menus	
None of the above	

(24) Please specify how problematic each of the following was for you on a scale of 1 to 5, with 1 being the most problematic and 5 the least.

Concerns/Problems	1	2	3	4	5	NA
Reimbursement/administrative fees						
SFSP application requirements						
SFSP reporting requirements						
Lack of vehicles to move food.						
Lack of equipment to move food.						
Little freedom in terms of what we serve at meals						
SFSP monitoring requirements						
40 percent requirement only lasts for 2 years						
Lack of staff						
Staff turnover						
Staff training						
Food preparation						
Extensive administrative or operational regulations						
Requirement for summer-long menus						

The following will be displayed only if respondent checks off reimbursement/ administrative fees.

(25) In what ways were reimbursement/administrative rates a problem?

- ___ Are too low and do not cover actual expenses
- ___ Only reimburse 2 percent for second servings
- ___ Do not cover transportation costs needed to reach distant areas
- ___ Do not provide enough reimbursement for paper work
- ___ Do not provide enough money to pay staff wages
- ___ Other (specify _____)

Only for those sponsors who had sites that dropped out.

(26) Please list the sites that dropped out of SFSP during the last 5 years. Please specify the main reasons they did so.

Site Name	Year Dropped Out	Reason Dropped Out
Site Name 1	2003	
Site Name 2	2003	
Site Name 3	2004	
Site Name 4	2005	

Partners

(27) Do you now or did you ever have any local partners?

- No
- Yes

(28) Do you now or did you ever have any non-local partners?

- No
- Yes

Sponsors who answer “No” to Q27 and Q28 will skip to Q30.

(29) Are there any partners (local or non-local) that you collaborated with prior to 2005, but whom you do not collaborate with now?

- No **GO TO Q29**
- Yes (if yes answer Q29a & Q29b)

(29a) Who are they? _____

(29b) Why do you no longer collaborate with them? _____

Sponsors active in 2005 and 2006 will be shown both Q30 & Q31; sponsors active in 2006, but not 2005, will only see Q30 “Importance in 2006.”

- (30) Please rank the importance of your partner's contribution to your SFSP in 2006, adding any additional contributions that are not listed.

(Enter "1" for the most important contribution for that partner, "2" for the 2nd most important.)

Partner Activities/Support	Importance in 2006
Volunteer time	
Raise funds	
Recruit sites	
Take part in general marketing	
Outreach to sites	
Outreach to children and families	
Other (specify _____)	
Other (specify _____)	
Other (specify _____)	

- (31) Did your partner activities/support increase or decrease in 2006?

Partner Activities/Support	Change in Activities/Support between 2005 and 2006		
	Increased in 2006	No change in 2006	Decreased in 2006
Volunteer time			
Raise funds			
Recruit sites			
Take part in general marketing			
Outreach to sites			
Outreach to children and families			
Other			
Other			
Other			

Sponsors active in 2004 and 2005 will be shown both parts of Q32 & Q33; sponsors active in 2005, but not 2004, will only see Q32 “Importance in 2005.”

(32) Please rank the importance of your partner’s contribution to you SFSP in 2005, adding any additional contributions that are not listed.

(Enter “1” for the most important contribution for that partner, “2” for the 2nd most important.)

Partner Activities/Support	Importance in 2005
Volunteer time	
Raise funds	
Recruit sites	
SFSP Marketing	
Outreach to sites	
Outreach to children and families	
Other (specify _____)	
Other (specify _____)	
Other (specify _____)	

(33) Did your partner activities/support increase or decrease in 2005?

Partner Activities/Support	Change in Activities/Support between 2004 and 2005		
	Increased in 2005	No change in 2005	Decreased in 2005
Volunteer time			
Raise funds			
Recruit sites			
Take part in general marketing			
Outreach to sites			
Outreach to children and families			
Other			
Other			
Other			

Sponsors active in 2004 will see Q34.

- (34) Please rank the importance of your partner’s contribution to you SFSP in 2004, adding any additional contributions that are not listed.

(Enter “1” for the most important contribution for that partner, “2” for the 2nd most important.)

Partner Activities/Support	Importance in 2004
Volunteer time	
Raise funds	
Recruit sites	
SFSP Marketing	
Outreach to sites	
Outreach to children and families	
Other (specify_____)	
Other (specify_____)	

(35) Do you make any special efforts to recruit partners?

No

Yes (If yes) (35a) What do you do? _____

(36) Please provide suggestions for getting community members involved in the SFSP?

Budget and Funding Sources

(37) How much of the cost of administering and managing the SFSP (including sponsor and all site costs) was **NOT** covered by the Pennsylvania Department of Education SFSP funding?

2004 \$ _____

2005 \$ _____

2006 \$ _____

(38) Do you have a budget for marketing the SFSP?

No

Yes (If yes) GO TO Q38a

(38a) How much money did you allocate to marketing SFSP?

(Please enter -1 if you don't know)

2004 \$ _____

2005 \$ _____

2006 \$ _____

- (39) Which of the following contributed to the cost of these marketing efforts? Check all that provided any funding.

Funding Sources for Marketing Costs	2006	2005	2004
My organization			
Partners (Specify _____)			
Partners (Specify _____)			
Individuals			
Other (specify _____)			

Sponsors active in 2006 that chose more than one funding source in 2006 will be asked Q40.

- (40) Which of these provided the most funds for your marketing efforts in 2006?

Funding Sources for Marketing Costs	√
My organization	
Partners	
Partners	
Individuals	
Other	

Sponsors active in 2005 that chose more than one funding source in 2005 will be asked Q41.

- (41) Which of these provided the most funds for your marketing efforts in 2005?

Funding Sources for Marketing Costs	√
My organization	
Partners	
Partners	
Individuals	
Other	

Sponsors active in 2004 that chose more than one funding source in 2004 will be asked Q42.

(42) Which of these provided the most funds for your marketing efforts in 2004?

Funding Sources for Marketing Costs	√
My organization	
Partners	
Partners	
Individuals	
Other	

(43) Have you attempted to attract funding from private companies?

___ No

___ Yes

Staff

(44) Thinking about all of the people, including yourself, working to administer the Summer Food Service Program (SFSP), **NOT** including the operation of the food sites, how much time is spent on SFSP activities. Is this paid time or volunteer? Use the following example as a guide.

Staff Position	Amount of time		Paid	Volunteer
	During Summer	Rest of Year		
<i>Director</i>	<i>3/4 time</i>	<i>1 /4 time</i>		
<i>Assistant</i>	<i>Full time</i>	<i>10 % time</i>		
<i>Driver (to deliver food to sites)</i>	<i>1/2 time</i>	<i>No time</i>		

(45) Are you aware of any other programs that offer summer food programs for children in your area, other than the SFSP?

- No
- Yes (If yes, present Q45a, Q45b, and Q45c)

(45a) Approximately how many children attend these other programs each summer? _____

(45b) Who do these programs target? (e.g., Are they elementary age? Migrants? Do they provide special arts programs? Sports programs? Religious programs?) _____

(45c) Why do you think these children attend those programs rather than the SFSP?

Position: _____

Date: _____

APPENDIX C-2

SITE SURVEY

We will pull the following information from PEARS and present it.

The Pennsylvania Department of Education lists your address as:

Site name: _____

Address 1: _____

Address 2: _____

City: _____ Zip code: _____

(1) What type of organization are you?

School district

Non-profit

Religious-based

Community action program

Other non-profit (Specify _____)

Government agency

State

County

City

Other (Specify _____)

Private (Specify _____).

Extract eligibility methods from PEARS and present the following question to make correction to the eligibility methods in 2006, 2005, and 2004.

- (2) According to our records, you used the following methods as the basis of your SFSP determination during 2004, 2005, and 2006. Please correct this if you used a different method.

Year	USDA Records	Corrections
2006	Eligibility method	
2005	Eligibility method	
2004	Eligibility method	

(2a) Why did you select this (these) methods? _____

Present the following question only for those sites that used different eligibility determination method from one year to the next.

(2b) If you used different methods for determining eligibility from one year to the next, why did you make the changes? (if you used the same methods for determining eligibility, leave this question blank). _____

If site qualified under the new 40 percent criterion

- (3) Did you become a site because of the new eligibility criterion (40 percent of the children are living in households with 185 percent of the poverty level)?

No GO TO Q5

Yes

(4) Would your site have qualified under the 50 percent criterion had you used another method to determine eligibility?

No GO TO Q5.

Yes GO TO Q4a

Don't know GO TO Q5.

(4a) Would you have applied for eligibility had the 50 percent criterion been the requirement?

No (If No, GO TO 4b)

Yes GO TO Q4c

Don't know GO TO Q5

(4b) Why not? _____ GO TO Q5

(4c) What alternative method for determining eligibility could you have used?

Open GO TO 4d

Enrolled-income applications collected GO TO Q5

Enrolled, eligibility provided by school or other child nutrition program GO TO Q5

Residential camp GO TO Q5

National Youth Sports Program GO TO Q5

Migrant site GO TO Q5

(4d) What type of "open" criterion would you have used?

School data

Housing data

Census tract/block

Children's eligibility area

(5) How did you learn about the SFSP?

Way You Learned About SFSP	√
Direct mailings from sponsors	
Local newspaper	
Newsletters	
Outreach by others in the community	
Presentations by sponsors	
Flyers posted in the community	
Word of mouth	
Other (Specify _____)	

(6) If you learned about the SFSP from your sponsor, how did this happen?

- Phone Call
- Presentation
- Mail
- Other (please specify _____)

(7) How did you go about establishing your SFSP sites?

- We had an existing program that served children and our sponsor approached us about becoming an SFSP site.
- We had an existing program that served children and we approached our sponsor about becoming an SFSP site.
- This was a new site instituted because of the SFSP.
- Other (Specify _____)

(8) Please describe any obstacles to opening new site _____

Attendance

(9) How many children did you serve each day?

Meal Type	2006			2005			2004		
	Average	Highest	Lowest	Average	Highest	Lowest	Average	Highest	Lowest
Breakfast									
Lunch									
Dinner									
Snack									

(10) What do you do if more children than you plan for show up? _____

(11) In your experience, do the children come to your site: (*check one*).

___ Mostly for the meals?
 ___ Mostly to participate in other activities?
 ___ For the meals and the activities equally?
 ___ Or mostly for some other reason? Please specify Other: _____

(12) How many children of the following ages, ON AVERAGE, attended your SFSP in each of the following years?

Age	2006	2005	2004
Less than 5 years			
5-8 years			
9-12 years			
13-15 years			
16-18 years			

- (13) How many girls and how many boys ON AVERAGE attended your SFSP in each of the following years?

Gender	2006	2005	2004
Girls			
Boys			
Don't Know			

- (14) How many children of the following ethnic groups ON AVERAGE attended your SFSP in the following years?

Race/Ethnicity	2006	2005	2004
American Indian or Alaska Native			
Asian			
Black or African American			
Native Hawaiian or Other Pacific Islander			
White			
Hispanic or Latino			

- (15) How many migrant children ON AVERAGE attend your SFSP?

	2006	2005	2004
Migrant Children			

Ask only if migrants attended the SFSP.

(15a) What type of migrants do you serve? (Check all that apply.)

Traditional migrants who move from place to place, following the crops

Migrants that work year-round, e.g., chicken and fish processing plant migrants

Seasonal farm workers who stay for a full season, e.g., summer, but return to a home base in winter (e.g., Texas)

(16) Some sites report that children of different ages are less likely to attend the SFSP than others.

(16a) Do you have difficulty either “reaching children” children of different ages?

(16b) Do you have difficulty getting children of different ages to attend SFSP?

(16c) Why?

Check off those ages that were either difficult to reach or difficult to get to attend the SFSP and explain why. If there was no difference, leave this question blank: [GO TO Q17](#)

Age	Getting the Word Out	Getting Children to Attend	Why?
Less than 5 years			
5-8 years			
9-12 years			
13-15 years			
16-18 years			

(17) Gender?

(17a) Do you have difficulty reaching either boys or girls?

(17b) Do you have difficulty getting either boys or girls to attend the SFSP?

(17c) Why?

Check off those ages that were either difficult to reach or difficult to get to attend the SFSP and explain why. If there was no difference, leave this question blank: [GO TO Q18](#)

Gender	Getting the Word Out	Getting Children to Attend	Why?
Girls			
Boys			

(18) Race/ethnicity? Is it harder to get the word out to children of some racial/ethnic groups?

(18a) Do you have difficulty reaching children of different races/ethnicities?

(18b) Do you have difficulty getting children of different races/ethnicities to attend the SFSP?

(18c) Why?

Check off those that have been the most difficult to reach or attend the SFSP and explain why. If there was no difference, leave this question blank: [GO TO Q19](#)

Race/Ethnicity	Getting the Word Out	Getting Children to Attend	Why?
American Indian or Alaska Native			
Asian			
Black or African American			
Native Hawaiian or Other Pacific Islander			
White			
Hispanic or Latino			

(19) Following are some marketing techniques used by sites *to recruit children* to the SFSP.

(19a) Check each technique that your site used.

(19b) Rate the effectiveness of each of the techniques.

Marketing Techniques	Technique Used	Effectiveness					
		Effective		Neither Effective nor ineffective	Ineffective		Don't Know
		Very	Some-what		Some-what	Very	
Direct mailings							
Local newspaper							
Newsletters							
Outreach by others in the community							
Presentations to local non-profits							
Posting flyers throughout the community							
Other (specify _____)							

The following will be displayed only if respondent checks off Direct Mailings.

(20) If you used direct mailings, where do you send your direct mailings? (check all that apply).

- To churches
- To families
- To schools
- To daycare centers
- To other groups (Specify _____)
- To other groups (Specify _____)
- To other groups (Specify _____)
- To other groups (Specify _____)

SFSP Enhancements

(21) Following is a list of some of the things that sites have used to enhance their SFSP.

(21a) Which of the following enhancements has your site used? (check all that apply).

(21b) Of these enhancements, which have been most useful to lower costs? Which have been most useful to attract or retain children? (Check one ore more in each category)

Enhancements Used by Site	Enhancement used at your sites	Lower Program costs?	Attract or retain more children?
Federal transportation grant			
State-provided marketing materials			
Incentives from local produce purveyors			
WIC marketing			
Free commodities from the USDA			
Reaching out to federal title programs early in summer at elementary school			
Large banners announcing the program			
Money for special events to draw out the children			
State grant money to sponsors/sites to experiment with new techniques to reach children			
State campaign to introduce the program			
Other (Specify _____)			
None of the above			

Activities

(22) Which of the following activities were available at your SFSP site? (please check for each year)

Activities	Year		
	2006	2005	2004
Unstructured playground			
Structured playground			
Swimming pool			
Playing fields (e.g., baseball)			
Day camp			
Music			
Arts and crafts			
Academics			
Sports			
Religious study			
Other (Specify _____)			

(22a) Overall, how important are site activities as a stimulus to children’s participation in the SFSP?

- Very Important
- Somewhat Important
- Not very important
- Very unimportant

For each activity not checked in 2006, but checked in 2005

(22b) If your mix of activities was different from one year to another, why did you change your mix of activities between 2005 and 2006? _____

For each activity not checked in 2005, but checked in 2004

(22c) Why did you change your mix of activities between 2004 and 2005? _____

Meals

(23) Which meals did you serve in the following years?

Type Meal	2006	2005	2004
Breakfast			
Lunch			
Dinner			
Snack			

(24) Were these meals primarily hot, primarily cold, or both hot and cold?
(Leave blank those meals you did not serve.)

Type of Meal	2006			2005			2004		
	Primarily Hot	Primarily Cold	Both hot and cold	Primarily Hot	Primarily Cold	Both hot and cold	Primarily Hot	Primarily Cold	Both hot and cold
Breakfast									
Lunch									
Dinner									
Snack									

(25) Did you make any substantive changes to your menus in these years?

Changes to your Menu	2006		2005		2004	
	Yes	No	Yes	No	Yes	No
Breakfast						
Lunch						
Dinner						
Snack						

If you made any substantive changes to your menu from one year to another, please answer questions 25a, 25b, and 25c; otherwise GO TO Q26.

(25a) In what ways did you change your menu in 2006? _____

(25b) In what ways did you change your menu in 2005? _____

(25c) In what ways did you change your menu in 2004? _____

(26) Were the meals you served mostly full or mostly light?

(Leave blank those meals you did not serve.)

- An example of a “light meal” might be a ham sandwich, an apple, juice or milk.
- An example of a “full meal” might be turkey with gravy, mashed potatoes, peas, juice or milk, desert.

Meal	2006		2005		2004	
	Mostly Light	Mostly Full	Mostly Light	Mostly Full	Mostly Light	Mostly Full
Breakfast						
Lunch						
Dinner						
Snack						

If you dropped any types of meals from one year to another, please answer Questions 26a, 26b, and 26c; otherwise GO TO Q27.

(26a) Why did you drop some types of meals between 2005 and 2006? _____

(26b) Why did you drop some types of meals between 2004 and 2005? _____

(26c) Why did you drop some types of meal between 2004 and 2006? _____

Transportation

(27) How do the children who attend your program get to the site?

(Enter a number from 0 to 100 for each option. Verify that combined percentages = 100%)

- ___ percent are driven by a parent or relative
- ___ percent are driven by a non-related person
- ___ percent walk to the site on their own
- ___ percent walk to the site with someone older
- ___ percent ride a bicycle
- ___ percent ride a bus

___ percent don't know

For those who ride the bus: Who operates the bus? (Check all that apply)

(27a) For those who ride the bus, who operates the bus?

- ___ Your site
- ___ A partner organization
- ___ Public transportation
- ___ Other (please specify _____)

(28) Please estimate the percent of children who live:

(Enter a number from 0 to 100 for each option. Verify that combined percentages = 100%).

- ___ Within 1 mile of the SFSP
- ___ 1-5 miles
- ___ 5-10 miles
- ___ More than 10 miles away
- ___ Don't Know

(29) How important do you think the distance from home to the site was in getting children to take part in the SFSP?

- ___ Very important
- ___ Somewhat important
- ___ Not very important
- ___ Very unimportant

Communication

(30) Communication *during the summer season*

(30a) How often do you communicate with others involved with the SFSP *during the summer season*?

(30b) Would more communication with any of the following *during the summer season* would make your SFSP stronger?

People Communicated With	Frequency of Communication					Would more communication help?	
	Every Day	Once a Week	Once or Twice a Month	Once a Summer	Never	Yes	No
With your sponsor							
With other sponsors							
With other site directors							
With site monitors							
With state program staff							
With USDA							

(31) Communication prior to the summer season.

(31a) How often do you communicate with others involved with the SFSP prior to the summer season?

(31b) Would more communication with any of the following prior to the summer season help make your SFSP stronger?

People Communicated With	Frequency of Communication					Would more communication help?	
	Every Day	Once a Week	Once or twice a month	Once a summer	Never	Yes	No
With your sponsor							
With other sponsors							
With site directors							
With site monitors							
With state program staff							
With USDA							

Concerns

(32) Following are some of the concerns sites report about the SFSP. Please check all of those items that apply to your operation.

Concerns/Problems	√
Reimbursement/administrative fees	
SFSP application requirements	
SFSP reporting requirements	
Lack of vehicles to move food	
Lack of equipment to move food	
Little freedom in terms of what we serve at meals	
SFSP monitoring requirements	
40% requirement only lasts for 2 years	
Lack of staff	
Staff turnover	
Staff training	
Food preparation	
Extensive administrative or operational regulations	
Requirement for summer-long menus	

The following will be displayed only if respondent checks reimbursement/administrative fees.

(32a) In what ways were reimbursement/administrative fees a problem?

- Are too low and do not cover actual expenses
- Only reimburse 2 percent for second servings
- Does not cover transportation costs needed to reach distant areas

- ___ Does not provide enough reimbursement for paperwork
- ___ Does not provide enough money to pay staff wages
- ___ Other (specify _____)

(32b) Please review the concerns/problems in the table on the next page. How important was each for your organization?

Use 1-5 scale: 1=Very important (High); 5=Not very important (Low)

(Select NA when a specific concern or problem does not exist).

Concerns/Problems	1	2	3	4	5	NA
Reimbursement/administrative fees						
SFSP application requirements						
SFSP reporting requirements						
Lack of vehicles to move food						
Lack of equipment to move food						
Little freedom in terms of what we serve at meals						
SFSP monitoring requirements						
40% requirement only lasts for 2 years						
Lack of staff						
Staff turnover						
Staff training						
Food preparation						
Extensive administrative or operational regulations						
Requirement for summer-long menus						

Partners

(33) Do you now/did you ever have any local partners?

- ___ No
- ___ Yes

(34) Do you now/did you ever have any non-local partners?

___ No

___ Yes

Sponsors who answer “No” to Q33 and Q34 will skip to Q36.

(35) Are there any partners (local or non-local) that you collaborated with prior to 2005, but whom you do not collaborate with now?

___ No

___ Yes (If yes) (39a) Who are they? _____

If you answer No for Question 33

(35a) Why do you no longer collaborate with them? _____

The following questions will only be shown if the site was active during the relevant time periods. Sites active in 2005 and 2006 will see all parts of Q36. Sites active in 2006, but not 2005, will only see Q36a “Importance in 2006.”

(36) Importance of Partner’s Contributions in 2006

(36a) Please rank order of importance of your partner’s contribution to your SFSP in 2006. List additional contributions if they are not shown below. Enter “1” for the most important contribution, “2” for the 2nd most important contribution, etc.

(36b) Did your partner activities/support increased or decreased from 2005 to 2006.

(If your partners were not involved in some of these activities, lease those blank.)

Partner Activities/Support	Importance in 2006	Change in Activities/Support between 2005 and 2006		
		Increased in 2006	No change in 2006	Decreased in 2006
Volunteer time				
Raise funds				
Recruit sites				
Take part in general marketing				
Outreach to sites				
Outreach to children and families				
Other (specify _____)				

Sites active in 2004 and 2005 will see all parts in Q37. Sites active in 2005, but not 2004, will only see Q37a “Importance in 2005.”

(37) Importance of Partner’s Contributions in 2006

(37a) Please rank order of importance of your partner’s contribution to your SFSP in **2005**. List additional contributions if they are not shown below. Enter “1” for the most important contribution, “2” for the 2nd most important contribution, etc.

(37b) Did your partner activities/support increased or decreased from 2004 to 2005.

(If your partners were not involved in some of these activities, lease those blank.)

Partner Activities/Support	Importance in 2005	Change in Activities/Support between 2004 and 2005		
		Increased in 2005	No change in 2005	Decreased in 2005
Volunteer time				
Raise funds				
Recruit sites				
Take part in general marketing				
Outreach to sites				
Outreach to children and families				
Other (specify _____)				

Sites active in 2004, see Q38.

- (38) Specify the importance of each partner’s contribution to your SFSP in **2004**, adding additional contributions if they are not listed. Enter “1” for the most important contribution for that partner, “2” for the 2nd most important contribution, etc.

Partner Activities/Support	Importance in 2004
Volunteer time	
Raise funds	
Recruit sites	
SFSP Marketing	
Outreach to sites	
Outreach to children and families	
Other (specify _____)	

- (39) Please provide suggestions for getting community members involved in the SFSP? _____

- (40) How much of the cost of administering and managing the SFSP was NOT covered by the Pennsylvania Department of Education SFSP funding?

2004 \$ _____

2005 \$ _____

2006 \$ _____

- (41) Do you have a budget for marketing the SFSP to families with children in your area?

___ No

___ Yes

Sites answered Yes to Q41 will be asked Q41a

(41a) How much did you allocate toward marketing the SFSP to families with children in your area in each of the following years?

2004 \$ _____

2005 \$ _____

2006 \$ _____

(42) Which of the following contributed to the cost of these marketing efforts? Check all that provided any funding.

(42a) Check the partner that provided the most funds over the entire time period?

Funding Sources for Marketing Costs	2006	2005	2004	Largest contributor 2004-2006
My organization				
Partners (Specify _____)				
Partners (Specify _____)				
Individuals				
Other (specify _____)				

(43) Have you attempted to attract funding from private companies?

___ No

___ Yes

Staff

(44) Thinking about all of the people, including yourself, working to administer the Summer Food Service Program (SFSP), how much time is spent on SFSP activities.

(44a) During summer?

(44b) During the rest of the year?

(44c) Was this paid time or volunteer?

Use the responses in the grid below as a guide to your own answer.

Staff Position	Amount of time		Paid	Volunteer
	During Summer	Rest of Year		
Director	3/4 time	1 /4 time	✓	
Assistant	Full time	10 % time	✓	
Driver (to deliver food to sites)	1/2 time	No time		✓

(45) Are you aware of any other programs that offer summer food programs for children in your area, other than the SFSP?

___ No

___ Yes (If yes present Q45a, Q45b, and Q45c)

(45a) Approximately how many children attend these other programs each summer? _____

(45b) Who do these programs target? (e.g., Are they elementary age? migrants? Special arts programs? Sports programs?) _____

(45c) Why do you think children attend those programs rather than the SFSP? _____

Position: _____

Date: ___/___/2006

APPENDIX D

ADDITIONAL SURVEY TABLES

Table D-1a: The Importance of Distance in Attracting Children to the SFSP Sites as Reported by Sponsors in 2006

Importance of Distance	Sponsors Responding		% of All Sponsors
	No.	%	
Very Unimportant	1	1	1
Not Very Important	7	10	5
Somewhat Important	17	24	11
Very Important	46	65	30
Total Sponsors Responding	71	100	46
<i>Sponsors Not Responding</i>	82	-	54
<i>Total Number of Rural Sponsors Excluding Residential Camps</i>	153	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 19

Table D-1b: Site Administrators with Difficulties Getting Children to Attend Based on Age in 2006

Sites Having Difficulty Getting Children Aged ...	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Less than 5 Years	0	0	0	15	27	6	15	23	5
5-8 Years	0	0	0	5	9	2	5	8	2
9-12 Years	0	0	0	5	9	2	5	8	2
13-15 Years	4	44	6	28	50	11	32	49	10
16-18 Years	9	100	13	49	88	19	58	89	18
Total Sites Responding	9	100	13	56	100	22	65	100	20
<i>Sites Not Responding</i>	58	-	87	201	-	78	259	-	80
Total Rural Sites Excluding Residential Camps	67	-	100	257	-	100	324	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 16b

Table D-1c: The Importance of Distance in Attracting Children as Reported by Sites in 2006

Importance of Distance	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Very Unimportant	5	16	7	12	11	5	17	12	5
Not Very Important	6	19	9	25	23	10	31	22	10
Somewhat Important	5	16	7	13	12	5	18	13	6
Very Important	15	48	22	58	54	23	73	53	23
Total Sites Responding	31	100	46	108	100	42	139	100	43
<i>Sites Not Responding</i>	36	-	54	149	-	58	185	-	57
<i>Total Rural Sites Excluding Residential Camps</i>	67	-	100	257	-	100	324	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 29

Table D-2a: The Importance of Activities in Attracting Children to the SFSP Sites as Reported by Site Administrators in 40-percent and 50-percent sites in 2006

Importance of Activities	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Very Unimportant	2	6	3	10	9	4	12	9	4
Not Very Important	0	0	0	11	10	4	11	8	3
Somewhat Important	7	23	10	28	26	11	35	25	11
Very Important	22	71	33	59	55	23	81	58	25
Total Sites Responding	31	100	46	108	100	42	139	100	43
<i>Sites Not Responding</i>	36	-	54	149	-	58	185	-	57
<i>Total Rural Sites Excluding Residential Camps</i>	67	-	100	257	-	100	324	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 22a

Table D-2b: A Comparison of the Number and Percent of Sites that Offered Activities from 2004 to 2006

Activities	40%						50%								
	2005			2006			2004			2005			2006		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%		No.	%		No.	%	
Arts and Crafts	8	67	20	15	54	22	27	60	10	32	58	14	55	57	21
Structured Playground	9	75	23	12	43	18	18	40	6	19	35	8	52	54	20
Sports	5	42	13	15	54	22	22	49	8	24	44	11	44	46	17
Academics	5	42	13	12	43	18	19	42	7	22	40	10	39	41	15
Playing Fields	6	50	15	10	36	15	24	53	8	24	44	11	38	40	15
Day Camp	2	15	5	6	21	9	19	42	7	23	42	10	38	39	15
Music	7	58	18	12	43	18	16	36	6	19	35	8	25	26	10
Unstructured Playground	1	8	3	6	21	9	17	38	6	18	33	8	30	31	12
Swimming Pool	4	33	10	8	29	12	13	29	5	14	25	6	24	25	9
Other	2	17	5	6	21	9	5	11	2	12	22	5	21	22	8
Religious Study	0	0	0	0	0	0	4	9	1	6	11	3	9	9	4
Total Sites Responding	13	100	33	29	100	43	51	100	18	55	100	24	97	100	38
<i>Sites Not Responding</i>	<i>27</i>	<i>-</i>	<i>68</i>	<i>38</i>	<i>-</i>	<i>57</i>	<i>232</i>	<i>-</i>	<i>82</i>	<i>173</i>	<i>-</i>	<i>76</i>	<i>160</i>	<i>-</i>	<i>62</i>
<i>Total Number of Rural Sites Excluding Residential Camp</i>	<i>40</i>	<i>-</i>	<i>100</i>	<i>67</i>	<i>-</i>	<i>100</i>	<i>283</i>	<i>-</i>	<i>100</i>	<i>228</i>	<i>-</i>	<i>100</i>	<i>257</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 22

Table D-3: A Comparison of the Number of Sites That Offered Activities and the Percentage of Sites that Offered Activities from 2004 to 2006

Activities	Total								
	2004			2005			2006		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Arts and Crafts	29	57	10	40	60	15	70	56	22
Structured Playground	22	43	8	28	42	10	64	52	20
Sports	23	45	8	29	43	11	59	48	18
Academics	20	39	7	27	40	10	51	41	16
Playing Fields	26	51	9	30	45	11	48	39	15
Day Camp	19	37	7	25	37	9	44	35	14
Music	17	33	6	26	39	10	37	30	11
Unstructured	17	33	6	19	28	7	36	29	11
Swimming Pool	13	25	5	18	27	7	32	26	10
Other	6	12	2	14	21	5	27	22	8
Religious Study	4	8	1	6	9	2	9	7	3
Total Sites Responding	51	100	18	68	100	25	126	100	39
<i>Sites Not Responding</i>	<i>232</i>	<i>-</i>	<i>82</i>	<i>200</i>	<i>-</i>	<i>75</i>	<i>198</i>	<i>-</i>	<i>61</i>
<i>Total Rural Sites Excluding Residential Camp</i>	<i>283</i>	<i>-</i>	<i>100</i>	<i>268</i>	<i>-</i>	<i>100</i>	<i>324</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 22.

Table D-4: The Importance of Activities in Attracting Children to the SFSP Sites as Reported by Sponsor Directors in 2006

Activities Importance	Sponsors Responding		% of All Sponsors
	No.	%	
Very Unimportant	0	0	0
Not Very Important	3	4	2
Somewhat Important	19	27	12
Very Important	49	69	32
Total Sponsors Responding	71	100	46
<i>Sponsors Not Responding</i>	82	-	54
<i>Total Number of Rural Sponsors Excluding Residential Camps</i>	153	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 20

Table D-5: Methods Sponsors Used to Enhance the SFSP to Lower Costs, and Attract and Retain Children in Pennsylvania in 2006

Methods Used	Sponsors Responding		% of All Sponsors
	No.	%	
Federal Transportation Grant	1	2	1
State-Provided Marketing Materials	0	0	0
Incentives from Local Produce Purveyors	21	46	14
WIC Marketing	4	9	3
Free Commodities from the USDA	0	0	0
Reaching Out to Federal Titles Programs Early in Summer at Elementary School	0	0	0
Large Banners Announcing the Program	1	2	1
Money for Special Events to Draw Out the Children	0	0	0
State Grant Money to Sponsors/Sites to Experiment with New Techniques to Reach Children	33	72	22
State Campaign to Introduce the Program	19	41	12
Other 1	13	28	8
Other 2	8	17	5
Other 3	6	13	4
Total Sponsors Responding	46	100	30
<i>Sponsors Not Responding</i>	107	-	70
<i>Total Number of Rural Sponsors Excluding Residential Camps</i>	153	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 16

Table D-7: Percent of SFSP Sponsors Reporting that Costs Were Not Fully Covered by SFSP in Pennsylvania

2004		2005		2006	
No.	%	No.	%	No.	%
8	73	11	92	20	80

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 37

Table D-8: Marketing Techniques Used by 40-Percent Sites and 50-Percent Sites to Recruit Children to the SFSP in 2006

Marketing Techniques Used by Sites to Recruit Children	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Direct Mail	8	67	12	7	33	3	15	45	5
Local Newspaper	9	75	13	19	90	7	28	85	9
Newsletters	7	58	10	10	48	4	17	52	5
Outreach by Community	7	58	10	17	81	7	24	73	7
Presentations to Non-Profits	5	42	7	15	71	6	20	61	6
Flyers	11	92	16	14	67	5	25	76	8
Other Marketing Techniques	6	50	9	3	14	1	9	27	3
Total Sites Responding	12	100	18	21	100	8	33	100	10
<i>Sites Not Responding</i>	55	-	82	236	-	92	291	-	90
<i>Total Rural Sites Excluding Residential Camps</i>	67	-	100	257	-	100	324	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 19a.

Table D-9: The Importance of Activities, Distance, and Meals in Attracting Children to the SFSP at 40-Percent Sites and 50-Percent Sites

Importance of Activities	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Activities									
Very Unimportant	2	6	3	10	9	4	12	9	4
Not Very Important	0	0	0	11	10	4	11	8	3
Somewhat Important	7	23	10	28	26	11	35	25	11
Very Important	22	71	33	59	55	23	81	58	25
Total Sites Responding	31	100	46	108	100	42	139	100	43
<i>Sites Not Responding</i>	36	-	54	149	-	58	185	-	57
<i>Total Number of Rural Sites Excluding Residential Camps</i>	67	-	100	257	-	100	324	-	100
Distance									
Very Unimportant	5	16	7	12	11	5	17	12	5
Not Very Important	6	19	9	25	23	10	31	22	10
Somewhat Important	5	16	7	13	12	5	18	13	6
Very Important	15	48	22	58	54	23	73	53	23
Total Sites Responding	31	100	46	108	100	42	139	100	43
<i>Sites Not Responding</i>	36	-	54	149	-	58	185	-	57
<i>Total Number of Rural Sites Excluding Residential Camps</i>	67	-	100	257	-	100	324	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 25a and 29

Table D-10a: The Efficacy of Ranking of Marketing Techniques Used by All Sites to Recruit Children to the SFSP in 2006

Marketing Techniques	40%		50%		Total	
	No.	%	No.	%	No.	%
Direct Mailings						
Very Effective	6	75	1	14	7	47
Somewhat Effective	2	25	6	86	8	53
Neither	0	0	0	0	0	0
Somewhat Ineffective	0	0	0	0	0	0
Very Ineffective	0	0	0	0	0	0
Don't Know	0	0	0	0	0	0
Total	8	100	7	100	15	100
Local Newspaper						
Very Effective	5	56	16	84	21	75
Somewhat Effective	2	22	3	16	5	18
Neither	0	0	0	0	0	0
Somewhat Ineffective	0	0	0	0	0	0
Very Ineffective	0	0	0	0	0	0
Don't Know	2	22	0	0	2	7
Total	9	100	19	100	28	100
Newsletters						
Very Effective	4	57	8	80	12	71
Somewhat Effective	0	0	2	20	2	12
Neither	1	14	0	0	1	6
Somewhat Ineffective	0	0	0	0	0	0
Very Ineffective	0	0	0	0	0	0
Don't Know	2	29	0	0	2	12
Total	7	100	10	100	17	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 19b

Table D-10b: The Efficacy of Ranking of Marketing Techniques Used by All Sites to Recruit Children to the SFSP in 2006, Continued

Marketing Techniques	40%		50%		Total	
	No.	%	No.	%	No.	%
Outreach						
Very Effective	4	57	13	76	17	71
Somewhat Effective	0	0	4	24	4	17
Neither	1	14	0	0	1	4
Somewhat Ineffective	0	0	0	0	0	0
Very Ineffective	0	0	0	0	0	0
Don't Know	2	29	0	0	2	8
Total	7	100	17	100	24	100
Presentations						
Very Effective	2	40	9	60	11	55
Somewhat Effective	3	60	6	40	9	45
Neither	0	0	0	0	0	0
Somewhat Ineffective	0	0	0	0	0	0
Very Ineffective	0	0	0	0	0	0
Don't Know	0	0	0	0	0	0
Total	5	100	15	100	20	100
Flyers						
Very Effective	5	45	11	79	16	64
Somewhat Effective	4	36	3	21	7	28
Neither	1	9	0	0	1	4
Somewhat Ineffective	0	0	0	0	0	0
Very Ineffective	0	0	0	0	0	0
Don't Know	1	9	0	0	1	4
Total	11	100	14	100	25	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 19b

Table D-10c: The Efficacy of Ranking of Marketing Techniques Used by All Sites to Recruit Children to the SFSP in 2006, Continued

Marketing Techniques	40%		50%		Total	
	No.	%	No.	%	No.	%
Other						
Very Effective	6	100	2	100	8	100
Somewhat Effective	0	0	0	0	0	0
Neither	0	0	0	0	0	0
Somewhat Ineffective	0	0	0	0	0	0
Very Ineffective	0	0	0	0	0	0
Don't Know	0	0	0	0	0	0
Total	6	100	2	100	8	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 19b

Table D-11a: Marketing Techniques Used by Sponsors to Recruit Children to SFSP Sites, from Most to Least Effective in 2006

Marketing Techniques to Recruit Children	Most Effective										Least Effective		Total	
	1		2		3		4		5					
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Direct Mailing	6	23	6	23	9	35	3	12	2	8	29	100		
Local Newspaper	13	25	12	24	18	35	4	8	4	8	51	100		
Newsletters	4	14	10	34	10	34	4	14	14	3	42	100		
Outreach by Others in Community	5	21	9	38	4	38	2	8	8	17	28	100		
Presentations to Local Non-Profits	3	19	6	38	6	38	1	6	6	0	22	100		
Posting Flyers in the Community	6	16	13	34	17	34	0	0	0	5	36	100		
Word of Mouth	18	43	10	24	5	24	4	10	10	12	47	100		
Other Marketing Techniques 1	5	45	2	18	3	18	1	9	9	0	20	100		
Other Marketing Techniques 2	0	0	1	50	0	0	0	0	1	50	2	100		

Note: 67 sponsors responded to the marketing techniques effectiveness questions

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 15

Table D-11b: Marketing Techniques Used to Attract SFSP Sites in Pennsylvania, One Being the Most Effective, Five Being the Least Effective in 2006

Marketing Techniques Used to Recruit Sites	Most Effective								Least Effective		Total	
	1		2		3		4		5			
	No.	%	No.	%	No.	%	No.	%	No.	No.	%	%
Direct Mailings	5	29	3	18	6	35	1	6	2	12	17	100
Local Newspaper	8	20	10	25	13	33	3	8	6	15	40	100
Newsletters	5	23	7	32	7	32	3	14	0	0	22	100
Outreach by Others in Community	7	27	8	31	5	19	3	12	3	12	26	100
Presentations to Local Non-Profits	5	36	3	21	6	43	0	0	0	0	14	100
Posting Flyers in the Community	4	15	9	33	13	48	1	4	0	0	31	100
Word of Mouth	18	40	8	18	10	22	4	9	5	11	45	100
Other Marketing Techniques 1	5	36	1	7	4	29	0	0	4	29	14	100
Other Marketing Techniques 2	0	0	1	100	0	0	0	0	0	0	1	100

Note: 69 sponsors responded to the recruitment questions

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 5

Table D-12: How Sites Were Notified About the SFSP Program in 2006

How did you Learn about the SFSP	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Direct Mailings From Sponsor	10	32	15	48	43	19	58	41	18
Word of Mouth	3	10	4	31	28	12	34	24	10
Presentations by Sponsor	4	13	6	25	23	10	29	20	9
Local Newspaper	1	3	1	23	21	9	24	17	7
Outreach by Others in the Community	2	6	3	10	9	4	12	8	4
Newsletters	0	0	0	0	0	0	0	0	0
Other	13	42	19	52	47	20	65	46	20
Total Sites Responding	31	100	46	111	100	43	142	100	44
<i>Sites Not Responding</i>	<i>36</i>	<i>-</i>	<i>54</i>	<i>146</i>	<i>-</i>	<i>57</i>	<i>182</i>	<i>-</i>	<i>56</i>
<i>Total Number of Rural Sites Excluding Residential Camps</i>	<i>67</i>	<i>-</i>	<i>100</i>	<i>257</i>	<i>-</i>	<i>100</i>	<i>324</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 5

Table D-13: Methods Sponsors Used to Recruit Sites to the SFSP in 2006

How did you Learn about SFSP From your Sponsor	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Phone Call	0	0	0	9	18	4	9	15	3
Presentation	1	10	1	6	12	2	7	12	2
Mail	6	60	9	14	29	5	20	34	6
Other	3	30	4	20	41	8	23	39	7
Total Sites Responding	10	100	15	49	100	19	59	100	18
<i>Sites Not Responding</i>	<i>57</i>	<i>-</i>	<i>85</i>	<i>208</i>	<i>-</i>	<i>81</i>	<i>265</i>	<i>-</i>	<i>82</i>
<i>Total Number of Rural Sites Excluding Residential Camps</i>	<i>67</i>	<i>-</i>	<i>100</i>	<i>257</i>	<i>-</i>	<i>100</i>	<i>324</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 6

Table D-14a: Concerns 40-Percent Sites and 50-Percent Sites had with SFSP Administration in 2006

Concerns About SFSP	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Reimbursement/administrative fees	10	48	15	40	50	16	50	50	15
SFSP application requirements	6	29	9	13	16	5	19	19	6
SFSP reporting requirements	9	43	13	31	39	12	40	40	12
Lack of vehicles to move food	0	0	0	10	13	4	10	10	3
Lack of equipment to move food	0	0	0	3	4	1	3	3	1
Little freedom in terms of what we serve at Meals	0	0	0	12	15	5	12	12	4
SFSP monitoring requirements	1	5	1	23	29	9	24	24	7
40% requirement only lasts for 2 Years	16	76	24	24	30	9	40	40	12
Lack of staff	0	0	0	8	10	3	8	8	2
Staff turnover	0	0	0	4	5	2	4	4	1
Staff training	0	0	0	9	11	4	9	9	3
Food preparation	0	0	0	8	10	3	8	8	2
Extensive administrative or operational regulations	2	10	3	13	16	5	15	15	5
Requirement for summer-long menus	0	0	0	6	8	2	6	6	2
Other	0	0	0	5	6	2	5	5	2
Total sites responding	21	NA	31	80	NA	31	101	NA	31
<i>Sites not responding</i>	<i>46</i>	<i>-</i>	<i>69</i>	<i>177</i>	<i>-</i>	<i>69</i>	<i>223</i>	<i>-</i>	<i>69</i>
<i>Total number of rural sites excluding residential camps</i>	<i>67</i>	<i>-</i>	<i>100</i>	<i>257</i>	<i>-</i>	<i>100</i>	<i>324</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 32

Table D-14b: A Comparison of 40-Percent Sites and 50-Percent Sites That Expressed Concern about Reimbursement Rates

Reimbursement Concerns	40%			50%			Total		
	Sites Responding		% of All Sites	Sites Responding		% of All Sites	Sites Responding		% of All Sites
	No.	%		No.	%		No.	%	
Are Too Low and Do Not Cover Actual Expenses	7	70	10	23	62	9	30	64	9
Only Reimburse 2% for Second Servings	1	10	1	11	30	4	12	26	4
Does Not Cover Transportation Costs Needed to Reach Distant Areas	2	20	3	6	16	2	8	17	2
Does Not Provide Enough Reimbursement for Paperwork	3	30	4	13	35	5	16	34	5
Does Not Provide Enough Money to Pay Staff Wages	7	70	10	13	35	5	20	43	6
Other	2	20	3	12	32	5	14	30	4
Total Sites Responding	10	100	15	37	100	14	47	100	15
<i>Sites Not Responding</i>	57	-	85	220	-	86	277	-	85
<i>Total Number of Rural Sites Excluding Residential Camps</i>	67	-	100	257	-	100	324	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Site Survey Question 32a

Table D-15 – Sponsor Concerns about SFSP in Pennsylvania in 2006

Concerns	Sponsors Responding		% of All Sponsors
	No.	%	
Reimbursement/Administrative Fees	28	53	18
SFSP Application Requirements	13	25	8
SFSP Reporting Requirements	20	38	13
Lack of Vehicles to Move Food	9	17	6
Lack of Equipment to Move Food	3	6	2
Little Freedom in Terms of What We Serve at Meals	11	21	7
SFSP Monitoring Requirements	11	21	7
40% Requirement Only Lasts for Two Years	21	40	14
Lack of Staff	11	21	7
Staff Turnover	5	9	3
Staff Training	3	6	2
Food Preparation	3	6	2
Extensive Administrative or Operational Regulations	17	32	11
Requirement for Summer-Long Menus	4	8	3
Total Sponsors Responding	53	100	35
<i>Sponsors Not Responding</i>	<i>100</i>	<i>-</i>	<i>65</i>
<i>Total Number of Rural Sponsors Excluding Residential Camps</i>	<i>153</i>	<i>-</i>	<i>100</i>

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 23

Table D-16 – Rating of Sponsor Directors’ Level of Concern about Administering the SFSP in Pennsylvania (1 = highest; 5 = lowest)

Concerns	1		2		3		4		5	
	No.	%	No.	%	No.	%	No.	%	No.	%
Reimbursement/Administrative Fees	14	50	5	18	3	11	3	11	3	11
SFSP Application Requirements	3	23	5	38	3	23	0	0	2	15
SFSP Application Requirements	7	35	4	20	5	25	3	15	1	5
Lack of Vehicles to Move Food	3	33	4	44	1	11	1	11	0	0
Lack of Equipment to Move Food	1	33	0	0	2	67	0	0	0	0
Little Freedom in Terms of What We Serve at Meals	4	36	3	27	4	36	0	0	0	0
SFSP Monitoring Requirements	2	18	5	45	3	27	0	0	1	9
40% Requirement Only Lasts for Two Years	12	57	3	14	3	14	1	5	2	10
Lack of Staff	2	18	5	45	3	27	1	9	0	0
Staff Turnover	1	20	1	20	3	60	0	0	0	0
Staff Training	1	33	2	67	0	0	0	0	0	0
Food Preparation	1	33	0	0	1	33	1	33	0	0
Extensive Administrative or Operational Regulations	6	35	6	35	2	12	1	6	2	12
Requirement for Summer-Long Menus	1	25	0	0	1	25	1	25	1	25

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 24

Table D-17 – The Importance of Activities, Distance, and Meals in Attracting Children to the SFSP as Reported by Sponsors

Level of Importance	Sponsors Responding		% of All Sponsors
	No.	%	
Activities			
Very Unimportant	0	0	0
Not Very Important	3	4	2
Somewhat Important	19	27	12
Very Important	49	69	32
Total Sponsors Responding	71	100	46
Sponsors Not Responding	82	-	54
Total Number of Rural Sponsors Excluding Residential Camps	153	-	100
Distance			
Very Unimportant	1	1	1
Not Very Important	7	10	5
Somewhat Important	17	24	11
Very Important	46	65	30
Total Sponsors Responding	71	100	46
Sponsors Not Responding	82	-	54
Total Number of Rural Sponsors Excluding Residential Camps	153	-	100
Meals			
Very Unimportant	4	5	3
Not Very Important	6	8	4
Somewhat Important	20	27	13
Very Important	44	60	29
Total Sponsors Responding	74	100	48
<i>Sponsors Not Responding</i>	79	-	52
<i>Total Number of Rural Sponsors Excluding Residential Camps</i>	153	-	100

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Survey Question 18, 19, and 20

APPENDIX E

SUMMER FOOD SERVICE PROGRAM SPONSORS VISITED

The eight sponsors visited were:

1. Armstrong Board of Commissioners in Kittanning
2. Greater Susquehanna Valley YMCA in Milton
3. Marion Center School District in Marion Center
4. Northwest Tri-County IU 5 in Erie
5. Pocono Mountain School District in Swiftwater
6. Somerset Area School District in Somerset
7. West Branch Area School District in Morrisdale
8. Westmoreland County Food Bank in Delmont

1. Armstrong Board of Commissioners – Kittanning

The Armstrong Board of Commissioners in Kittanning operated SFSP sites for many summers prior to the start of the 2005 pilot. The supervisor reported that it was one of the first non-profits to join the SFSP in Pennsylvania. It opened four new sites in the summer of 2005 – Lakeside Aires, Old Manorville School, St. John’s Lutheran Church, and Templeton Community Park.

The Old Manorville School site had operated in 2003, though inactive in 2004. The Kittanning sponsor also had two 40-percent sites in 2005, but neither was new. Despite 4 new site openings, the sponsor only had a net gain of two sites in 2005 as a result of two site closings in the same year. The school district prepared meals for the program. While the average daily participation at these sites rose by 21 participants, this increase may have been offset by a fewer number of operating days in 2005. As in the other areas, the sponsor director in Kittanning believes that the children in very rural areas are the least likely to take part in the SFSP. To reach these

geographically distant areas, the sponsor indicated that they would need to have higher reimbursements to pay for transportation.

2. *Greater Susquehanna Valley YMCA – Milton*

The Greater Susquehanna Valley YMCA was established years before SFSP, and has been part of SFSP for many years. It began by running its own (YMCA) camps, but expanded to supervising other sites. In 2005, only three of its active sites were YMCA sites. It opened three new sites in 2005 – the Columbia Avenue Playground Site, the Oak Park YMCA, and Paint Township YMCA. One site closed, leaving two sites open in 2005. One site, Columbia, would not have been eligible for SFSP were it not for the pilot The YMCA prepares its meals at a single, central facility in Milton and delivers them to all sites. The average daily attendance across all sites was 247 participants in 2004 and 235 participants in 2005. The YMCA's only geographical limitation was how far it could transport meals at a constant temperature, and within a certain timeframe. Even so, the director posited that there are many eligible children in her area who do not receive meals.

3. *Marion Center School District – Marion Center*

The Marion Center Area School District was established as an SFSP sponsor in 2005 as a direct result of the pilot. The area did not qualify under the 50 percent criterion, but qualified under the pilot. The summer of 2005 was the first year of Marion Center's participation. The Pennsylvania Department of Education used elementary school attendance data to determine eligibility. The school district operated six open sites during 2005, preparing and delivering 2,684 meals over 39 operating days. The average daily participation was 68 students. However, unlike many SFSP sponsors that serve predominately young children, the Marion Center site served mostly middle and high school children. Because most summer programs are offered to older children, there are fewer elementary school children receiving meals through the SFSP.

4. *Northwest Tri-County IU 5 – Erie*

The Northwest Tri-County organization has operated SFSP sites for nearly 30 years. In recent summers it has steadily increased the number of sites from 20 to 80. However, between 2004 and 2005, the average number of participants each day fell by 1,430 - from 2,693 to 1,263. In

spite of that, the sites had longer periods of operation and served 22,148 meals in 2005, as opposed to 21,667 in 2004. Eight of its 76 sites were rural, and four were eligible for the pilot.

5. *Pocono Mountain School District – Swiftwater*

The Pocono Mountain School District was a new sponsor in Summer 2005, with all of its sites eligible through the 50 percent criterion, rather than at the lower threshold. Its primary focus was elementary-school-aged children. Through its six open sites, it served an average of 557 children a day, and provided 26,706 meals during its 24 days of operation. The School District Supervisor in Swiftwater thought that participation in activities, rather than meals, was the primary motivator for attendance. Despite its first year of success, the supervisor was concerned about the burden of regulations and claimed – as had other sponsors – that reimbursements do not cover costs. As a result, the supervisor indicated the district may not remain in SFSP after 2006, even though it would be eligible at the 50 percent criterion.

6. *Somerset Area School District – Somerset*

The Somerset Area School District also became an SFSP sponsor in 2005 as a result of the pilot. It was not eligible at the 50 percent criterion in prior years, and only operated one site in Summer 2005. The site, which was active for two weeks in August, was located at the senior high school primarily because of the many summer activities (e.g., sports camps). It catered to 124 students and served 1,141 meals. During 2005, the entire school district was eligible under the 40 percent criterion. Data from the elementary school, Maple Ridge, was used to determine eligibility. A vendor prepared the food on site and served it at the school. As a result of its location, this sponsor served teenagers who came to the school for the activities.

7. *West Branch Area School District – Morrisdale*

The West Branch Area School District in Morrisdale became eligible for SFSP in 2005. It operated a single site, which was eligible as a pilot (40 percent) site based on school district data. On average, 112 children participated over 29 days. The programs offered to elementary school children were primarily geared toward enrichment, while those offered to high school children were geared toward both enrichment and remedial learning. It served children ages 6-10 and a small number of high school students. The director believed that activities were critical in

attracting children to the SFSP, and that food alone could not have drawn children to the program, because of the long travel distances. The sponsor prepared 2,845 meals at the site.

8. *Westmoreland County Food Bank – Delmont*

The Westmoreland County Food Bank has been a long-time sponsor of SFSP, participating for the 24th summer in 2005 with 27 sites. The number of sites it operates has fluctuated over the years. In 2005, it had four new sites that met the 40 percent threshold. Nevertheless, it lost eight old sites and gained ten new sites for a net increase of two. The net increase enabled the sponsor to serve an additional 60 children and 5,754 meals in 2005. The program director thought that most children attended SFSP because of free meals rather than activities, since fewer than 50 percent of sites offered activities. The director estimated that half of the county was served by SFSP. The Food Bank used to prepare its own meals, but now uses a vendor to prepare and deliver meals.

Differences and Similarities Among the Sponsors Visited

A matrix outlining the differences and similarities observed among the eight sponsoring organizations visited during the sponsor visits is shown in Table E-1. The table lists data on the total number of sites and the number of sites gained or lost; the average daily participation of children for each sponsor; the number of operating days; the number of 40-percent sites; and meals served. As shown, 4 of the visited sponsors had no sites in 2005. In almost all cases, more meals were served in 2005 than 2004.

Table E-2 depicts descriptive information collected during site interviews, with several themes standing out. First, sponsors perceive that childrens' (and their parents') motivation to attend is related more to activities than food. This theme is indirectly related to the transportation, travel distance, and geographical influences, but directly related to the ancillary activities. It is critical because activities can induce parents to overcome transportation obstacles. Second, several sponsors were not sure that they would continue in the program because of financial, administrative, and regulatory obstacles. Sponsors were asked whether the reimbursement rate fully covers the cost of providing meals and the associated administrative work, as well as sponsors' concerns about the burden of administrative and regulatory obstacles.

Table E-1 – Characteristics of SFSP Sponsors in Pennsylvania Visited in Fall in 2005

Sponsor Name	Armstrong Board of Commissioners	Greater Susquehanna Valley YMCA	Marion Center School District	Northwest Tri-County IU5	Somerset Area School District	Pocono Mountain School District	West Branch Area School District	Westmoreland County Food Bank
No. of Sites in 2004	16	13	0	78	0	0	0	25
No. of Sites in 2005	18	13	6	76	1	6	1	27
No. of Sites Lost	2	3	0	13	0	0	0	8
No. of Sites Gained	4	3	6	11	1	6	1	10
Net change in Sites	2	0	6	-2	1	6	1	2
2004 Avg. Daily Participation	288	247	NA	2693	NA	NA	NA	609
2005 Avg. Daily Participation	310	235	68	1263	124	557	112	669
Increase in Avg. Daily Participation	21	-12	NA	-1430	NA	NA	NA	60
No. of Operating Days in 2004	45	60	NA	49	NA	NA	NA	39
No. of Operating Days in 2005	42	59	39	54	10	24	29	39
40% Sites - New	0	1	6	0	1	0	1	4
40% Sites - Old	2	0	0	4	0	0	0	0
2004 Meals Served	13,568	12,060	NA	21,667	NA	NA	NA	28,784
2005 Meals Served	13,591	12,496	2,684	22,148	1,141	26,706	2,845	34,538

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Visits, 2005

Table E-2 – Descriptive Data Collected From Eight SFSP Sponsors in Pennsylvania During Visits in 2005

	Armstrong School District Kittanning	Greater Susquehanna Valley YMCA Milton	Marion Center Area School District Marion Center	Northwest Tri-County IU 5 Erie	Pocono Mountain School District Swiftwater	Somerset Area School District Somerset	West Branch Area School District Morrisdale	Westmoreland County Food Bank Delmont
Rural/Urban sites	Rural	Rural	Rural	Both	Rural	Rural	Rural	Both
Self-prep/ Vended	Vended	Self-prep	Self-prep	Both	Vended	Vended	Self-prep	Vended
New/Returning	Returning	Returning	New	Returning	New	New	New	Returning
40-Percent/ 50-Percent Sites	Both	Both	All 40%	Both	50%	40%	40%	Both
Age Group Served Primarily	Under 13 years old	Under 10 years old	Middle and high school students	All Ranges	Elementary School Children	High school students	6 to 10 years old	Under 13 years old
Motivation for Children to Attend Site *	NA	Activities	Food and Activities	Food and Activities	Activities	Activities	Activities	Food
Type of Organization	Community-based non-profit	National non-profit	School district	Community-based non-profit	School district	School district	School district	Community-based non-profit
Adequacy of reimbursement *	Partial	Partial	Partial	Partial	Partial	Complete	Complete	Partial
Concerns about regulations *	Yes	NA	Yes	No	Yes	No	Yes	NA
No. of 40-Percent sites	1	1	6	4	0	1	1	4
Open/Enrolled	Open	Open	Open	NA	NA	Open	Open	Both

* As reported by the sponsor

Source: The Pennsylvania Rural Area Pilot Evaluation, 2007, Sponsor Visits, 2005

While sponsors' financial and other burden concerns were not identified, it became clear that a quantitative analysis comparing costs and administrative burden to reimbursements was outside the scope of this evaluation because all but two sponsors visited indicated that they do not report the full cost of administration, especially the value of the administrator's time.

Contact Details of Sponsors Visited

The contact details of the sponsors visited, including the names and addresses of the program administrated are provided on Table E-3.

Table E-3 – Contact Information of Sponsors Visited

Armstrong Board of Commissioners Daniel L. Dodd Armsdale Administration Building 124 Armsdale Road Suite 211 Kittanning, Pa 16201 Phone: (724) 548-3408	Pocono Mountain School District Janice M. Finnochio Pocono Mountain School Swiftwater, PA 18370 Phone: (570) 839-7121
Greater Susquehanna Valley YMCA Bonita L. Wassmer 12 Bound Avenue Milton, PA 17847 Phone: (570) 742-7321	Somerset Area School District Richard Whipkey 645 S Columbia Avenue, Suite 110 Somerset Pa 15501-2513 Phone: (814) 444-3212
Marion Center Area School District Theresa A. MacBlane 22810 Rt. 403 Hwy North Marion Center, PA 15759 Phone: (724) 397-5551	West Branch Area School District Laura Frye 356 Allport Cutoff Morrisdale, PA 16858 Phone: (814) 345-5627
Northwest Tri-County IU 5 Adele L. Hosu Millcreek Learning Center 3814 Asbury Road Erie, PA 16506 Phone: (814) 836-0870	Westmoreland Co Food Bank, Inc Texie Waddell 100 Devonshire Drive Delmont, Pa 15626-1607 Phone: (724) 468-8660