

Weitzman Addressing Food Insecurity Institute in School-Based Settings: **Keeping Youth Fed as Costs Rise**

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As schools prepare to reopen in the fall, they will face both the challenge and opportunity to support children facing food insecurity, particularly low-income children and children of color, whose families have been disproportionately impacted by rising costs due to inflation.



Food insecurity remains a persistent problem in the United States (U.S.) impacting more than 12 million children.

Policymakers have made temporary attempts to address child food insecurity through COVID-19 economic relief efforts, including the monthly child tax credit payments and the U.S. Department of Agriculture (USDA) waivers for school nutrition programs. The White House is also taking action to address food insecurity by hosting a Conference on Nutrition, Hunger, and Health on September 28th, 2022, which aims to develop strategies to end hunger and increase healthy eating and physical activity by 2030.

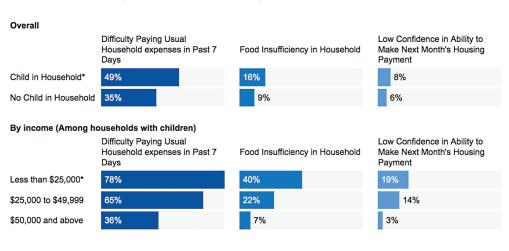
This policy brief discusses initiatives and federal programs addressing youth food insecurity in school-based settings, and makes recommendations on how to leverage these efforts to best address this challenge beyond the current period of inflation.

I. Inflation: Exacerbating Inequities **Across American Households**

As Americans continue to navigate the COVID-19 pandemic and resulting economic ramifications, inflation has introduced additional financial stress, particularly for low-income and communities of color. Inflation has caused prices of items in the United States (U.S.) to rise to record-breaking levels, placing families that are already struggling financially in an even more precarious situation. A Consumer Price Index report from the Bureau of Labor Statistics describes how essentials for many families, such as cereal, beef, and eggs are 15%, 10%, and 33%, respectively, more expensive compared to June of last year." Moreover, households with children have been disproportionately affected by inflation. An analysis of the Household Pulse Survey found that 49% and 16% of households with children are experiencing both difficulty paying for household expenses in the past seven days and food insufficiency, compared to 35% and 9% of households with no children, respectively." These hardships are especially true for households with children making less than \$25,000 annually (Figure 1).iv

Among Households With Children, Lower-Income Households Are Experiencing Higher Rates of Hardship Than Higher Income Households

Share of Adults Experiencing Selected Financial Hardships, by Household Income



NOTE: *Indicates statistically significant difference from other groups at the p<0.05 level. SOURCE: KFF analysis of Household Pulse Survey from June 29 - July 11 (Difficulty Paying Usual Household Expenses and Food Insufficiency); and from April 27 - May 9, 2022 (Low Confidence in Ability to Make Next Month's Housing Payment) • PNG

Figure 1. Share of adults experiencing selected financial hardship, household income. Source: Kaiser Family Foundation (KFF) .

Inflation has also affected families of color and rural households more than other demographics. Bank of America reports that at the start of inflation in 2021, African American, Hispanic, and Latinx communities, and those living in non-urban areas, reported using post-tax income to cover monthly expenses." Further, a recent study conducted by National Public Radio (NPR), the Robert Wood Johnson Foundation, and Harvard School of Public Health found African Americans, Latino, and Native Americans report facing serious financial problems including paying credit cards/loans, paying mortgages/rent and affording food.^{iv}

On August 16, 2022, President Biden signed the Inflation Reduction Act of 2022, which aims to reduce prescription drug and health care costs, address climate change, implement tax code changes, and reduce the federal deficit.vii While this bill will help Americans in lowering their prescription, health care, and energy costs, there are other major social and economic challenges facing families that are not addressed, including food insecurity. For example, it does not provide funding to schools to permanently expand universal school meals program to all school-aged children that had been implemented for the 2021–2022 school year or support school-based programs that could address food insecurity among students. Additionally, the Inflation Reduction Act of 2022 does not extend the pandemic economic relief measures that have expired, such as the Child Tax Credit, which was meaningful in helping families financially.

II. Threats of Food Insecurity to Children's Well-Being

Food insecurity is a lack of access to the necessary amount of food required for a person to live a healthy life.viii Poverty, lack of job stability, lack of access to affordable housing and healthcare, chronic health issues, and systemic racism are all contributing factors to food insecurity. ** Racial and ethnic minority children are disproportionately affected by food insecurity. Between 2019 and 2020, almost 19% of Black and 16% of Hispanic children experienced food insecurity compared to 6.5% of White children* (Figure 2.) The COVID-19 pandemic had a significant impact on child food insecurity in the U.S. due to states issuing lockdown orders at the start of

the pandemic, and millions of Americans lost their jobs, and subsequently, diminishing their incomes.xi In 2020, almost 15% of households with children were food insecure, which is an increase from a little over 13% in 2019.

It is crucial that food insecurity is addressed, given its effects on children's physical and mental health, academic achievement, and future economic prosperity. Children that start school without proper nourishment are at a disadvantage and struggle academically to keep up with their peers. Kindergartners experiencing food insecurity report lower math scores and learn less over the course of the school year compared to their food secure classmates.xii According to Feeding America, food insecure children are more likely to repeat a grade in elementary school, experience developmental impairments in areas like language and motor skills and have more social and behavioral problems.xiii They are also more likely to be diagnosed with asthma, depression, report suicide ideation, and have a greater risk of hospitalization.xiv xv xvi

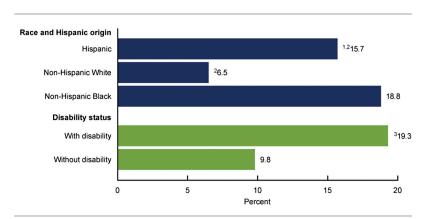


Figure 2. Percentage of children aged 0-17 years who lived in households that experienced food insecurity, by race and Hispanic origin and disability status: United States, 2019-2020.

Source: Center for Disease Control and Prevention (CDC).

As families continue struggling to provide for their children in the midst of inflation, schools must understand the important role they play in keeping their students fed. School-based resources also provide some relief to parents who may be struggling to pay for competing expenses given the rising costs, and who may worry about how to feed their children. For example, families may have had to choose between purchasing school supplies or food. Thus, it is vital that schools and policymakers continue to address the challenges students and their families face in accessing food to ensure that students can thrive and lead healthy lives.

III. School-Based Interventions to Address Youth Food Insecurity

Schools play an important role in keeping food insecure children fed and can also provide important resources to students and families to address hunger and increase access to food. There are multiple different tools that schools utilize to address hunger within their student population, including on-site food pantries and school meal programs. Further, schools with school-based health centers (SBHCs) are also trusted sites that already engage with students to improve their health and well-being, and can play a role in identifying food insecure students and connecting them to resources, which is further described below.

School Meal Programs

Research has indicated that low-income students who have both breakfast and lunch through school nutrition programs have better diets compared to low-income students who did not eat school meals. xvii School nutrition programs were crucial for low-income and marginalized families during the COVID-19 pandemic and will continue to be an important resource as current inflation leaves families with less money for food and potential increases in food insecurity.

The School Breakfast Program (SBP) and the National School Lunch Program (NSLP) are Federal assistance programs that help public and private schools and child care institutions provide low-cost or free breakfast and lunch to school-aged children by receiving federal reimbursement for each breakfast and lunch served. xviii xix Other programs that provide food to children include the Summer Food Service Program (SFSP) and the Seamless Summer Option (SSO), which began in March 2020 through NSLP and provides meals when schools are not in session, and the At-Risk Afterschool Meal Program and Afterschool Snack Program. These programs serve billions of meals every year. During the 2020-21 school year, 2.1 billion breakfasts and almost 3 billion lunches were served through SFSP, SSO, and SBP, combined. $^{ imes}$ It is important to note that there were major declines in meals served due to the COVID-19 pandemic and schools closing and moving toward virtual or hybrid instruction during the 2020-21 school year.

Nonetheless, even with the decline in service, these programs were vital in keeping children fed during the pandemic and were able to do so due to federal policy changes. Under the Families First Coronavirus Response Act, the first COVID-19 aid package passed in March 2020, the United States



Department of Agriculture (USDA) was given authority to issue waivers that allowed schools to serve free meals to all students, regardless of income, and allowed schools to buy any available food for school meals, regardless of federal nutrition requirements. According to the USDA, 90% of school food authorities across the U.S. leveraged the waivers, and many experts cited them as being crucial to not only keeping the cafeteria afloat during the pandemic but also preventing an increase in food insecurity. Early in the pandemic, U.S. Census Bureau experimental surveys indicated that 20% of at-risk homes with children were experiencing food insecurity, but school meal programs kept food insecurity rates among youth down due to increased access of food and nutrition through the expansion of school meal programs.xxi xxii



Policy Recommendation: Given the known benefits of school meal programs, especially the universal free school meals program, policymakers at the state and federal levels should pass legislation to make these programs permanent. California, Maine, and Vermont have already done so by passing legislation that makes the universal free meals program permanent, regardless of income for the 2022–2023 school year. xxiii xxiv xxv These policy changes promote equity in ensuring that all students have access to meals at school and reduce the financial burdens on families and schools. It would also eliminate any uncertainty about whether these programs will exist yearly and help schools reduce their administrative work and improve their operational efficiency.

On-Site Food Pantries



School food pantries, located inside or near a school, is another intervention that some schools utilize to provide free food for students and their families. They are stocked through partnerships with food banks, community organizations, school resource centers, and private entities as well as with leftover food from the school cafeteria. These pantries allow students and their families to access food without having to travel to a food bank or another location, removing one recorded barrier to food access. In addition, they are a great way to address food needs weeknight and weekends.

The Feeding America network, which is the country's largest domestic hunger relief organization, operates over 4,000 school-based pantries, and as of 2019, reported serving 21 million meals to nearly 110,000 children each year through this initiative.**xvi **xvii

Some states have taken advantage of the expansions through the Good Samaritan Act, which allows schools to donate leftover cafeteria food to nonprofits free of liability, by passing legislative action permitting schools to donate the leftover food to themselves and source their own food pantries. For example, Texas passed Senate Bill 725 in 2017, which allowed schools to create food pantries using leftover cafeteria food, such as unopened,

pre-packaged beverages, and nonperishables items including unopened granola bars and cereals, as long as state and local health codes are followed.xxviii Schools across the U.S. have also implemented food share tables as a way to redistribute food to other students in need.xxix Students return whole food and beverages they do not eat in designated stations where it is left for other students to take or place in their school food pantries.

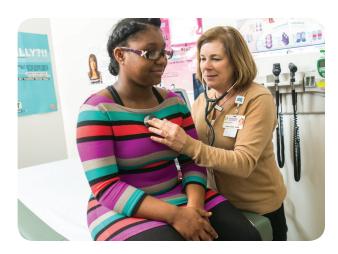


Policy Recommendation: State and federal governments should provide additional funding and resources that help school districts create, source, and manage school-based food pantries. In addition, since a total of 530,000 tons of cafeteria food per year is wasted, schools should work with their states in supporting legislation that allows them to use surplus cafeteria food for school based food pantries.*** Schools can also collaborate with community organizations in repurposing leftover food into weeknight and weekend meals for students in most need.

School-Based Health Centers

SBHCs are in a unique position to address child food insecurity due to the demographics of the populations they serve being similar to the demographics of those more likely to experience food insecurity. The primary populations SBHCs serve are Hispanic (38%) and Black students (24%).**** Additionally, 89% of SBHCs provide care to students who attend schools that receive Title I funding due to a large proportion of their students coming from low-income families, and 70% of SBHC students meet the eligibility requirements to receive free or reduced-priced lunches.**xxiii

SBHCs are another resource available to schools to address food insecurity within their student population. They are trusted spaces by students and families, and SBHC staff already have an understanding of the medical, social, and economic challenges that their patients face. Given the growing recognition of the social determinants of health, one of which is food security, SBHCs have increasingly taken an interest in ensuring their patients have access to food. One of the strategies that has been implemented by some SBHCs is a social determinants of health screening to identify which



of the children coming into the clinic are food insecure. Some SBHCs have also developed follow-up interventions by creating an on-site food pantry, partnering with community organizations that can provide food to students, and having staff who can assist families in signing up for food benefits such as the Special Supplemental Nutrition Program for Women, Infants and Children (WIC) and the Supplemental Nutrition Assistance Program (SNAP).

Currently, there are efforts by the School Based Health Alliance to better understand the role of SBHCs in addressing food insecurity. Their SBHC Food Access Learning Network is comprised of SBHCs that will be implementing food access interventions at their centers and disseminating best practices through a toolkit. The goal of this initiative is to utilize SBHCs as a trusted center to promote federal nutrition programs and increase healthy eating to increase positive health outcomes and food security.



Policy Recommendation: Policymakers and SBHC operators should invest in SBHCs as a trusted hub to identify students with food needs and develop interventions to address them. SBHCs should implement a food insecurity screening given to patients to better understand their patient population and their social needs. This must be implemented in tandem with a follow-up plan to connect those students to services if a need is identified. These interventions should increase access to food through immediate and long-term resources having an on-site food pantry, developing partnerships with community organizations, such as a food bank, and connecting the patient and their family to a navigator who can assist the family in applying for SNAP or other food-related benefits.

IV. Federal Action to Address Youth Hunger

Over the last two years, the federal government has taken action to address the growing issue of food insecurity and youth hunger. These actions by Congress and the Executive Branch aim to increase access to food in the school setting and at home.

Congressional Action

The Keep Kids Fed Act

The USDA waivers included in the first COVID-19 aid package to ensure children had access to food through their school were set to expire on June 30, 2022, and would have forced many students to begin paying for meals at school. On June 25th, President Joe Biden signed the Keep Kids Fed Act, which extended some of the flexibilities of the school meal waivers through the FY 2022-23 school year.xxxiv The bill was introduced by Senators Debbie Stabenow (D-MI) and John Boozman (R-AR), and Representatives Bobby Scott (D-VA) and Virginia Foxx (R-NC). This bill did not extend the waiver issued in 2020 that allowed all students to eat school meals free of



charge as it reinstates income limits and includes the reduced-price meal category. The prior waivers allowed those in the reduced-price meal category to be eligible for free school meals.

The Keep Kids Fed Act also includes other important policy changes that will help students stay fed, as well as help schools sustain their meal programs by: allowing school meal sites to continue their summer meal programs through September 2022; providing schools with an additional temporary reimbursement of 40 cents per lunch and 15 cents per breakfast, and child care centers with an extra 10 cents reimbursement per meal; providing additional funding support to the USDA to support schools; and extending no-cost waivers for schools unable to meet nutrition standards due to supply chain disruptions and to reduce administrative and reporting burdens.xxx

The Healthy Meals, Healthy Kids Act

Federal child nutrition programs were last authorized in 2010 through the Healthy, Hunger-Free Kids Act of 2010. Some of the authorities included the legislation expired in 2015, and there is currently an effort in Congress to reauthorize the programs. Representatives Bobby Scott (D-VA) and Suzanne Bonamici, (D-OR) introduced the Healthy Meals, Healthy Kids Act, which would expand access to free school meals, provide more money in meal reimbursements to schools, address food insecurity in the summer, protect children from unpaid school meal fees, and expand and improve the WIC program. xxxvi

As of this writing, the latest congressional action on this bill was its passage in the House Committee on Education and Labor. The bill advanced by a 27–20 vote along partisan lines with no support from Republican lawmakers.

USDA Action

Due to supply-chain issues, it has been increasingly difficult for schools to purchase food for their meal programs. On June 30, 2022, the Biden Administration took action to address this challenge by allocating \$943 million in additional funding to the USDA to support schools purchase of American-grown foods for their meal programs. Similar assistance was given to the USDA in December 2021, with \$1 billion which states can use this school year as well as next to provide schools with funding for commodity purchases.xxxvii

The USDA also announced on July 22, 2022, that it will increase the reimbursement schools receive for each meal served. This is an addition to the reimbursement increase included in the Keep Kids Fed Act. Now, the reimbursement rates will increase by approximately

\$0.68 per free/reduced-price lunch and \$0.32 per free/reduced-price breakfast. The USDA states that this action will increase school meal and child care meal program funding by \$4.3 billion and will help these meal providers deal with rising food costs caused by inflation. XXXVIIII

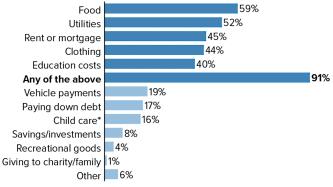
Child Tax Credit

In 2021, Congress also took action that could have prevented children and families from going hungry by including the Child Tax Credit (CTC) in the American Rescue Plan. CTC payments began in July 2021 for roughly 39 million households, which includes 88% of children in the United States.** The maximum CTC payment was \$3,600 for children under the age of six and \$3,000 per child for children between ages 6 and 17.xl

Studies show the impact of these payments on poverty and food insecurity. An analysis by the Center on Poverty and Social Policy at Columbia University found that the advance Child Tax Credit reached 61.2 million children in December 2021 and kept 3.7 million children from poverty, including 163,000 Asian children, 737,000 Black children, 1.4 million Latino children, and 1.4 million White children.xli Further, another study published in the Journal of the American Medical Association (JAMA) found that CTC payments reduced household food insufficiency by approximately 26%.×111 Lastly, we know that low-income families spent the expanded child tax credit funds on their most basic needs including food; according to the **Center on Budget and Policy Priorities** (CBPP), **59% of** households with incomes below \$35,000 spent their payments on food (Figure 3).xiiii

Families With Low Incomes Spend Expanded Child Tax Credit on Most Basic Needs, Education

Percent of households with incomes below \$35,000 who spent their credit payments on:



*Percent of households with child(ren) under age 5.

Note: Education costs include school books and supplies, school tuition, tutoring services. after-school programs, and transportation for school. Household income is in 2020. Figures are for households who reported receiving a Child Tax Credit payment in the last 30 days in data collected July 21-September 27, 2021.

Source: CBPP analysis of U.S. Census Bureau Household Pulse Survey public use files for survey weeks 34-38.

Figure 3. Families with low incomes spend expanded child tax credit on most basic needs, education.

Source: Center on Budget and Policy Priorities (CBPP)

Conference on Hunger, Nutrition and Health

As part of the Biden-Harris Administration's goal to end hunger and increase healthy eating and physical activity by 2030, the White House will host the second Conference on Hunger, Nutrition, and Health on September 28, 2022.xiiv Not held since 1969, the conference will bring together stakeholders from the public and private sectors, including all federal agencies and Congress, to launch a national strategy outlining policies and metrics to achieve their goal. The conference will be an opportunity for the federal government to take permanent action addressing food insecurity among youth. These actions may include supporting the school-based interventions covered in this brief and passing enduring legislation that secures food for all youth.

V. Conclusion

With inflation increasing, many families are struggling to feed their children. There are much needed programs, interventions, and policies to address food insecurity among students. Schools and SBHCs are implementing programs to address food insecurity among their students by implementing food pantries and forming partnerships with food banks and other organizations; however, more is needed to identify students who are food insecure, especially vulnerable student populations, such as elementary and racial/ethnic minority students. Additionally, federal and state policies must address the root causes of food insecurity, such as unemployment, affordable housing, systemic racism, and access to affordable healthcare to ensure that all families have access to quality and healthy foods.

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