
Kansas Food Security Task Force
A Sub-Committee of the Kansas Food Policy Council

2010 Report and Recommendations

Prepared for Governor Sam Brownback
February 2, 2011

Kansas Food Security Task Force 2010 Report to the Governor of Kansas

EXECUTIVE SUMMARY

Food security, defined as access at all times to enough food to support an active healthy life, is a prerequisite for health and productivity. In an affluent nation like the United States, many would be surprised to learn that substantial numbers of American families are not food secure. Yet, during 2009, more than 17 million families (14.7 percent of the population) worried at some time during the year about not having enough to eat. In nearly 7 million of those homes, someone went hungry when there was not enough food to go around. Kansas is not exempt from the problems of food insecurity and hunger. In fact, over the past decade, rates of household food insecurity and hunger in Kansas have exceeded the national rates (Figure 5 in full report). Between 2007 and 2009, an estimated 164,000 Kansas households worried each year about not having enough to eat.

Food insecurity and hunger have significant negative impact on the health and productivity of our nation. Children who are food insecure are more likely to be poor learners in school and less likely to be prepared at graduation to move into jobs that earn wages sufficient to support themselves and their families. Adults who suffer poorer physical and mental health as a result of inadequate nutrition and the stress of worrying about not having enough food are more likely to perform poorly at work and miss more work days. Although somewhat counterintuitive, food insecurity and obesity often go hand in hand, as many food-insecure families face difficult tradeoffs between the calorie-laden foods that are most affordable and healthier food choices that are frequently beyond the reach of their budgets. The health consequences of food insecurity and hunger contribute directly to escalating health care costs. While the linkages between food insecurity and its consequences are not always obvious, they are real and significant.

Since 2008, difficult economic conditions have pushed increasing numbers of Kansas families into the ranks of the food insecure. Family budgets have been squeezed by high unemployment rates and loss of earning power, and many families have been forced to turn to government and private assistance programs for the first time in their lives. Rates of hunger and food insecurity during 2008 and 2009 were the highest levels recorded since data collection began in 1995. The Kansas Food Security Task Force has been charged with monitoring and studying the problems of food insecurity and hunger in Kansas, and recommending steps that state policymakers could take toward insuring that all Kansans are food secure.

Food assistance and emergency feeding programs provide an essential first line of defense against food insecurity and hunger. Without their services, there is no doubt that rates of food insecurity in the U.S. and Kansas would be much, much worse. Yet, it is also clear from our experience of the past 15 years that food assistance alone cannot solve our food insecurity problems in the longer term. If we are sincere in our desire to end food insecurity and hunger, we must find ways to continue to support immediate needs

for food assistance while at the same time taking steps to reduce poverty and improve the earning power of Kansas families. We must make a serious commitment to bring attention to the problem of food insecurity in Kansas, and to enlist the help of all Kansans in solving the problem.

Addressing the problems of food insecurity and hunger among Kansas families requires a two-pronged approach. In the short term, we must provide a nutrition assistance safety net that assures that all Kansas families have access to the nutritious foods needed to maintain their health and well-being. The recommendations included in this report focus primarily on this short term objective. In the longer term, we must begin to take serious steps toward reducing poverty and increasing access to jobs and job skills training that offer opportunity for all Kansas families to earn wages sufficient to support a modest standard of living. While those longer term goals are beyond the expertise of Kansas Food Security Task Force, progress toward the economic and educational objectives outlined by Governor Brownback and his administration would begin to address these underlying causes and should, if accomplished, help to reduce levels of food insecurity over the longer term.

Food security is not the responsibility of a single sector of government, a single agency, or a single organization. Rather, it is our shared responsibility. Many of the steps that must be taken to achieve meaningful and lasting reductions in food insecurity are also steps that will help to set the state and the nation back on a path to economic prosperity. By taking full advantage of the resources available to us, and by enlisting the help of all Kansans, we believe that it is possible to make significant progress toward the goal of ending food insecurity and hunger in Kansas. Toward that end, we offer the recommendations listed below. Additional background and detail on each of the recommendations is included in the full body of the report.

2010 KANSAS FOOD SECURITY TASK FORCE RECOMMENDATIONS:

1. COMMIT TO ENDING HUNGER AND FOOD INSECURITY IN KANSAS, AND ENLIST THE HELP OF ALL KANSANS IN DOING SO

Recommendation: Work with the Kansas Food Security Task Force to raise awareness of hunger and food insecurity as problems in Kansas, and make a public commitment to end them.

Recommendation: Foster public-private collaboration and partnerships to enlist the help of all Kansans in working toward the elimination of food insecurity and hunger.

2. STRENGTHEN AND SUPPORT THE NUTRITION ASSISTANCE SAFETY NET

Recommendation: Strengthen outreach efforts encouraging eligible Kansans to participate in available federally-funded nutrition assistance programs. Continue

to concentrate efforts on increasing participation rates in the Kansas Food Assistance (SNAP) program.

Recommendation: Expand the number of Kansas meals sites participating in the Summer Food Service Program for school-age children.

Recommendation: Implement state tax incentives to encourage donations of food and monetary support to private-sector emergency food assistance organizations.

3. ENHANCE THE ABILITY OF LOW-INCOME FAMILIES TO ACCESS HEALTHY FOODS

Recommendation: Continue support of and participation in the Senior Farmers' Market Nutrition Program.

Recommendation: Continue to support expansion of Electronic Benefit Transaction (EBT) capability to additional farmers' markets throughout the state.

Recommendation: Implement the WIC Farmers' Market Nutrition Program in Kansas and/or develop provisions to allow fruit and vegetable vouchers from the regular WIC program to be redeemed at farmers' markets.

Recommendation: Foster public-private partnerships to encourage the development and implementation of additional Farmers' Market matching programs, similar to "Beans and Greens," in Kansas.

4. ADDRESS THE UNDERLYING CAUSES OF HUNGER AND FOOD INSECURITY

Recommendation: Focus state-level policy initiatives on poverty reduction, job development, career and technical skills training programs, and savings incentives programs that will offer all Kansas families the opportunity to earn a living wage and achieve financial stability.

CONCLUSION

No Kansan should go hungry. In the short term, we must make certain that all Kansans have access to enough food and healthy food choices. We must support the public and private programs and organizations that provide emergency food assistance, and leverage available federal and private funds to assure access to enough healthy foods for all Kansans. In the longer term, the steps that will address the root causes of hunger and food insecurity are the same steps that will strengthen the Kansas economy and set us on a path to a successful future. By working together, we can solve the problems of food insecurity and hunger, and at the same time build a healthier, stronger Kansas.

Kansas Food Security Task Force 2010 Report to the Governor of Kansas

INTRODUCTION

The Kansas Food Security Task Force was formed in 2006 as a sub-committee of the Kansas Food Policy Council. Its charge is to study the issues of food insecurity and hunger among Kansas households, and to recommend to the Governor steps that might be taken toward reducing hunger and food insecurity levels in our state. Membership includes representation from each of the state agencies responsible for administering federally-funded nutrition assistance programs (Department of Social and Rehabilitation Services, Kansas Department of Health and Environment, Kansas Department on Aging, Kansas Department of Education), Kansas State University and K-State Research and Extension, Food Bank providers in the state, representatives of faith-based organizations with an expressed interest in reducing hunger, and other interested parties. In September of 2010, Governor Mark Parkinson issued Executive Order 10-11, formally recognizing and establishing the Kansas Food Security Task Force (Appendix 1). This document represents our fifth annual report and set of recommendations to the Governor of Kansas.

WHAT IS FOOD SECURITY?

As measured in the United States, the term “food security” is defined as the ability to obtain enough nutritious foods, through socially acceptable means, to support a healthy lifestyle. Individuals and families that are uncertain or anxious about their abilities to obtain enough food are termed “food insecure.” The category of “food insecure” is further divided into two groups to better describe severity. Those individuals and families who report reduced quality or variety in their diets, but no reductions of food intake are described as having “low food security.” Those who report indications of disrupted eating patterns and reduced food intake due to lack of access to food are described as having “very low food security” (Figure1).

Figure 1. Descriptions of Levels of Food Security

Food Security Status	Label	Description of conditions in the household
Food secure	Food secure	No reported indications of food-access problems or limitations, or only minimal anxiety over food sufficiency
Food insecure	Low food security	Reports of reduced quality, variety, or desirability of diet. Little or no indication of reduced food intake
	Very low food security	Reports of multiple indications of disrupted eating patterns and reduced food intake

HOW IS FOOD SECURITY MEASURED?

Since 1995, levels of household food insecurity in the United States have been measured annually through a supplemental Food Security survey module that is administered by the U.S. Census Bureau in conjunction with the Current Population Survey (CPS). A respondent in each household selected for participation in the Food Security Supplement is asked a series of eighteen questions about experiences and behaviors during the previous twelve months that suggest food insecurity, such as being unable to afford balanced meals or cutting the size of meals because of insufficient money to buy food. (See Appendix 2 for the full set of screening questions.) In addition to questions about food security status, families are also queried about their use of public and private food assistance programs, spending on food, and a range of demographic, employment and income characteristics. Results from the CPS food security supplement are analyzed and published annually by the USDA's Economic Research Service.

THE IMPACT OF FOOD INSECURITY AND HUNGER

Access to enough and the right kinds of food is a basic human need and a prerequisite for an active, healthy life. Yet, in more than one of every seven households in the United States, family members struggle to satisfy this basic need. While the signs of food insecurity and hunger as measured in the United States are more subtle than the swollen bellies of starving children often portraying hunger in developing nations, the impact remains startling and profound.

Adults who experience food insecurity report higher rates of anxiety and depression, and poorer overall health status¹. Among seniors, food insecurity is associated with poorer nutritional status and poorer overall health². Ironically, food insecurity is also associated with obesity³, as many food-insecure families face difficult tradeoffs between the calorie-laden foods that are most affordable and healthier food choices that are frequently beyond the reach of their budgets.

The experience of food insecurity during childhood sets children on a path of poor performance and failure from which many never fully recover. Young children age 0 to 3 who grow up in food-insecure homes are more likely than their food-secure peers to have iron-deficiency anemia, are more susceptible to infection, and are more likely to have a history of hospitalization. Children from food insecure homes enter kindergarten with lower math scores, and learn less over the course of their first year in school. By the third grade, children who were food insecure in kindergarten have been shown to have lower reading and math scores than their peers who had not been food insecure. Elementary

¹ Vozoris NT & Tarasuk V. *Household Food Insufficiency is Associated with Poorer Health. The Journal of Nutrition*, 133:120-126, 2003.

² Ziliak JP, Gundersen C & Haist M. *The Causes, Consequences and Future of Senior Hunger in America. Meals on Wheels Association of America*, 2008.

³ Adams E, Grummer-Strawn L, & Chavez G. *Food Insecurity is Associated with Increased Risk of Obesity in California Women. The Journal of Nutrition*, 133:1070-1074, 2003.

students from food insecure homes are more likely to have repeated a grade than peers from food secure homes.

Older children continue to exhibit the negative effects of food insecurity. Food-insecure children have an increased prevalence of behavioral problems, and are more than twice as likely as their food-secure peers to have seen a psychologist. Elementary children who experience hunger are four times more likely than non-hungry children to have a history of mental health counseling, seven times more likely to be classified as clinically dysfunctional, and twelve times more likely to steal. Food-insecure teenagers are more than twice as likely as food-secure peers to have seen a psychologist, and twice as likely to have been suspended from school. These statistics, drawn from rigorous scientific studies, suggest that children who grow up in food-insecure homes start life at significant disadvantage, from which many never fully recover. Even after controlling for the effects of poverty, food insecurity increases the likelihood that children will be less successful in school and more apt to develop problematic behaviors.⁴

Most food security reports focus primarily on a family's access to *enough* food, and tell us little about the quality of the diets of food-insecure families. Healthy food choices - including a variety of whole grains, fruits and vegetables - are necessary to support good health and active lifestyles. For low-income families, the costs of purchasing fruits and vegetables are sometimes more than the food budget can be stretched to accommodate. Too often, the least expensive food items on the grocery shelves are also the most highly processed, calorie-dense but nutrient-poor food choices. In one recent study, researchers interviewed low-income women and found that when food prices rose, the women reported cutting back on purchases of more expensive foods such as milk, cereal, fruits and meat.⁵ Another study published by USDA in 2008 found that low-income households (incomes less than 130% of the federal poverty level) spent less per capita on foods for at-home consumption than middle income households. Differences were largest for fruit purchases, where purchases by low-income families were 23 percent less than for middle-income households.⁶

Food insecurity and hunger have significant negative impact on the health and productivity of our nation. Children who are poor learners in school are less likely to be prepared at graduation to move into jobs that earn wages sufficient to support themselves and their families. Adults who suffer poorer physical and mental health as a result of inadequate nutrition and the stress of worrying about not having enough food are more likely to perform poorly at work and miss more work days. Although somewhat counterintuitive, food insecurity and obesity often go hand in hand, as families who struggle to obtain enough food are frequently forced to choose foods that are least expensive, but also highly processed and calorie-laden over healthier, but more costly

⁴ Murphy C, Ettinger de Cuba S, Cook J, et al. *Reading, Writing and Hungry. Partnership for America's Economic Success*. November, 2008.

⁵ Seefeldt KS & Castelli T. *Low-income Women's Experiences with Food Programs, Food Spending, and Food-Related Hardships: Evidence from Qualitative Data*. U.S. Department of Agriculture, Economic Research Service, August 2009.

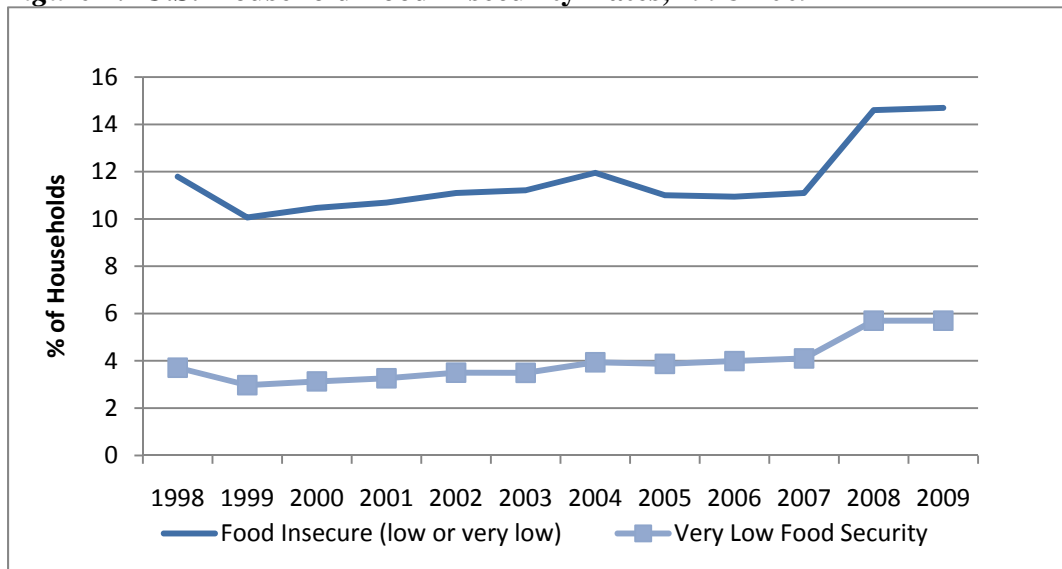
⁶ Stewart H & Blisard N. *Are Lower Income Households Willing and Able to Budget for Fruits and Vegetables?* Economic Research Report No. 64, U.S. Department of Agriculture, Economic research Service, January 2008.

alternatives. The health consequences of food insecurity and hunger contribute directly to escalating health care costs. While the linkages between food insecurity and its consequences are not always obvious, they are real and significant.

FOOD INSECURITY & HUNGER IN THE UNITED STATES

Results from the 2009 CPS Food Security Supplement, released by the U.S. Department of Agriculture (USDA) in November 2010, reveal that national rates of household food insecurity in the United States continued at the highest levels recorded since annual measurement began in 1995.⁷ As the nation headed into an economic recession in late 2008, food insecurity rates rose sharply from previous levels and stayed virtually level throughout 2009 (Figure 2). Across the nation, 17 million households (14.7 percent) were food insecure at some time during 2009. About 6.7 million families (5.7 percent of households) experienced very low food security. These results reflect the continued economic challenges that many families faced in 2009, and likely would have been much worse had it not been for the help provided through public and privately-sponsored nutrition assistance programs.

Figure 2. U.S. Household Food Insecurity Rates, 1998-2009

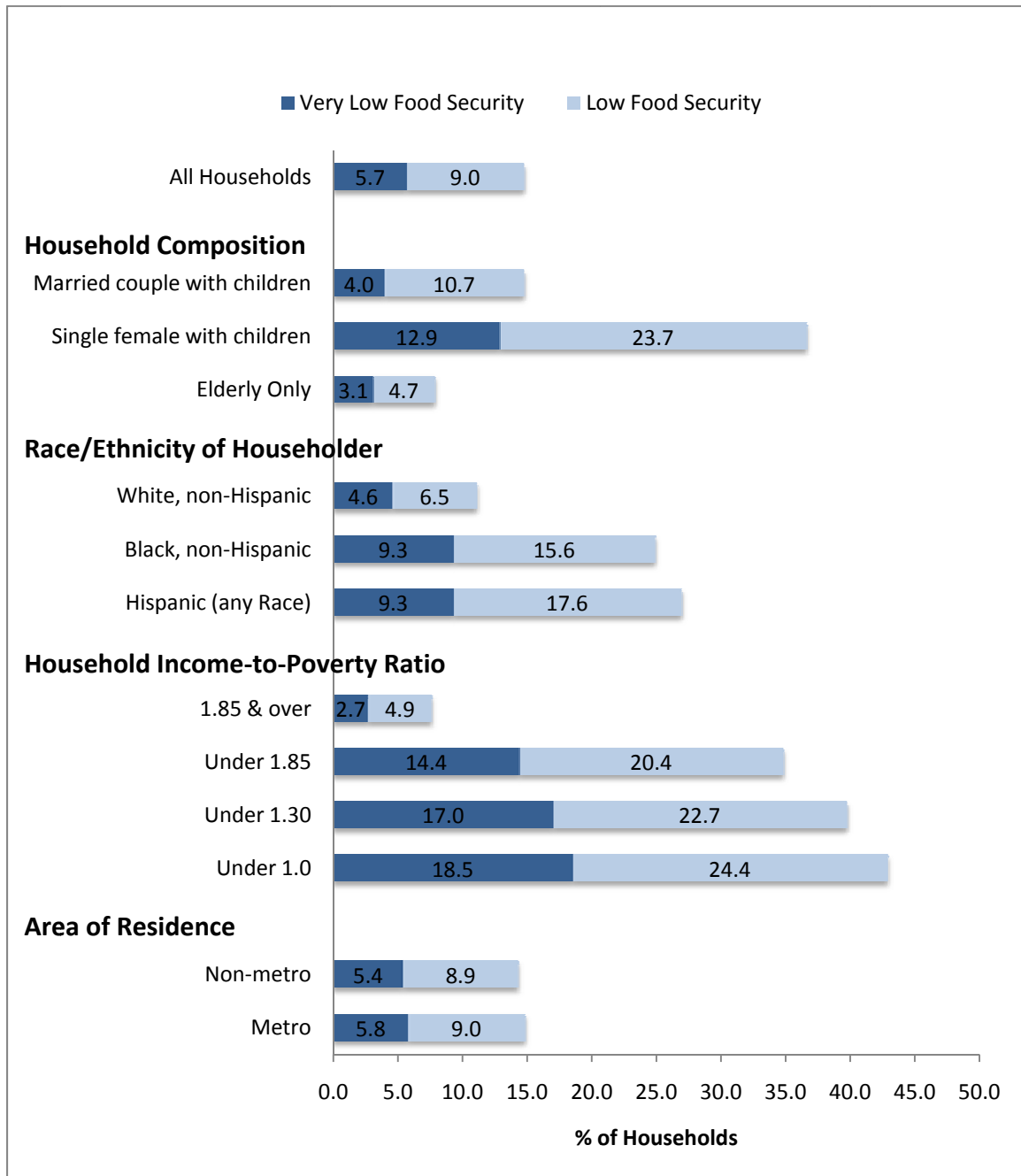


WHO IS FOOD-INSECURE?

Across the nation, certain household characteristics are associated with increased likelihood of food insecurity. Lower household incomes, minority status of the householder, and lower educational attainment levels increase the risk of household food

⁷ Nord M, Cikeman-Jensen A, Andrews M & Carlson S. *Household Food Security in the United States, 2009*. U.S. Department of Agriculture, Economic Research Service., Report Number 108, November 2010.

Figure 3. Food Insecurity Rates by Household Characteristics, United States, 2009



insecurity. Households which include children under the age of 18 are nearly twice as likely to experience food insecurity as childless households (21.3% vs. 11.4%). Households led by single women with children are at more than 3 times greater risk, with more than one-third (36.6 percent) experiencing food insecurity.⁸ In contrast, households composed of only elderly (age 65 or greater) members fare better than average, with 7.8 percent food insecure at some time during 2009 (Figure 3).

Food insecurity is, by definition, a problem resulting from insufficient resources. Previous analyses^{9,10} have shown that the majority of food insecure households are working families, but not earning enough to make ends meet. For many, food insecurity is a transient, but recurrent problem faced when money runs out before the next paycheck comes in, or when unexpected expenses arise. Although food insecurity is far more prevalent among households with lower annual incomes, it is not exclusive to those families. Many factors, such as job loss, divorce, or other unexpected events may disrupt family finances for a period of time but not be reflected in annual income measures.

FOOD INSECURITY & HUNGER IN KANSAS

At the state level, USDA reports only 3-year rolling averages of food insecurity rates. Because levels of household food insecurity rose dramatically during 2008, the most current national 3-year averages (2007-2009) report levels of food insecurity that are lower than the actual 2009 annual rates (a difference of 13.5 vs. 14.7 percent at the national level). Nevertheless, these data are still useful for following trends at the state level.

Compared to other states, Kansas tied with Florida for having the 14th highest rates of household food insecurity between 2007-2009. Among our neighboring states, households in Colorado, Nebraska and Iowa fared somewhat better, with rates of household food insecurity of 12.2, 12.2, and 11.5 percent, respectively. Fifteen percent of households in Missouri, and 15.2 percent in Oklahoma experienced food insecurity over the same time period (Figure 4).

As illustrated in Figure 5, rates of household food insecurity in Kansas have been consistently rising since 1999, and have remained consistently higher than national levels. Between 2007 and 2009, 14.2 percent of Kansas households experienced food insecurity, and 4.8 percent experienced very low food security. As with the national rates, it is very likely that these latest three-year averages, which include the more stable economic conditions in 2007, underestimate actual levels of food insecurity and hunger among Kansas households during 2009.

⁸ Nord M, Coleman-Jensen A, Andrews M & Carlson S. *Household Food Security in the United States, 2009*. USDA Economic Research Service, Report No. 108, November 2010.

⁹ LaClair B. & Berry M. *Hunger in the Heartland: Household Food Insecurity and Hunger in Kansas, 1995 to 2000*. Kansas Health Institute, 2001.

¹⁰ Nord, M. *Food Insecurity in Households with Children: Prevalence, Severity and Household Characteristics*. EIB-56. US Department of Agriculture, Economic Research Service, September 2009.

Figure 4. State Rates of Household Food Insecurity, 2007-2009

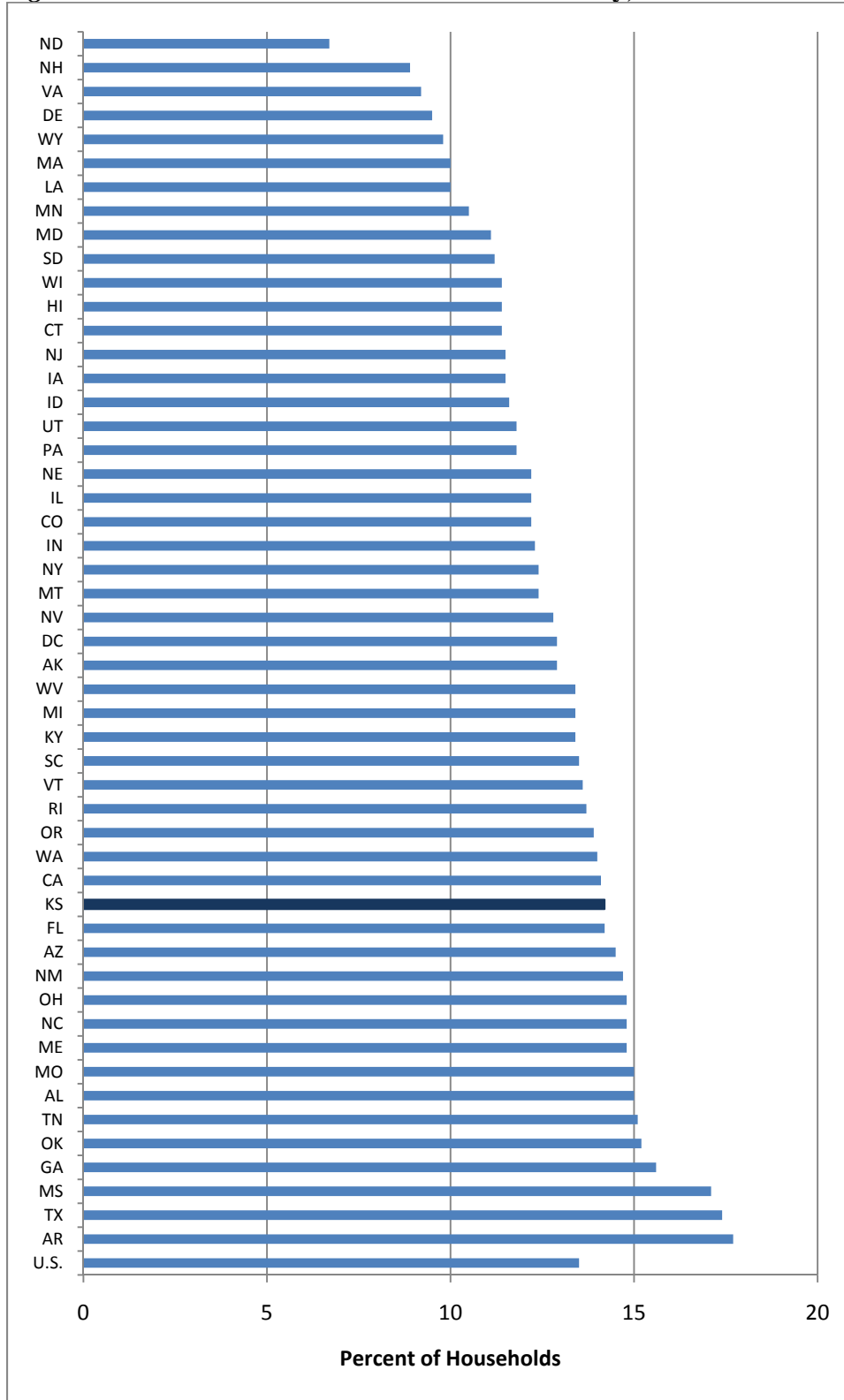
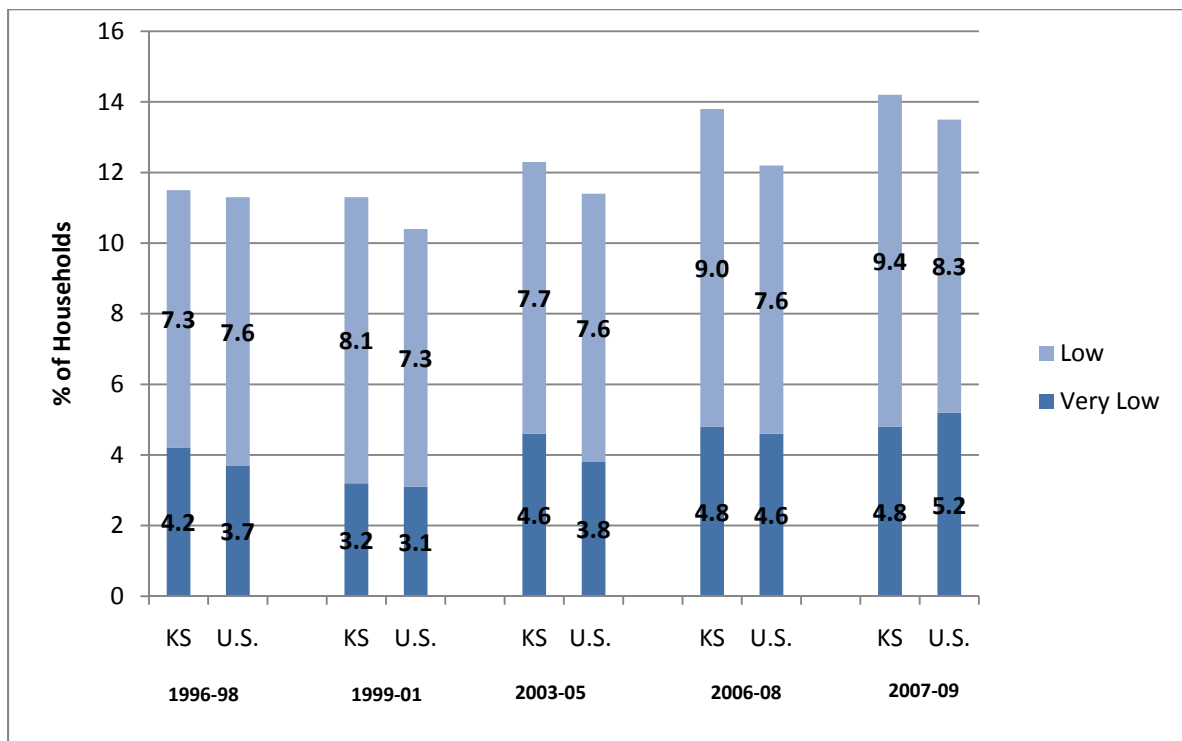


Figure 5. Household Food Security Status, 1996 – 2009, Kansas compared to U.S.



In addition to these three-year, state-level estimates of food insecurity from USDA, other data sources help to provide a more complete understanding of food insecurity in Kansas. Late in 2010, the national hunger-relief organization Feeding America released county-level estimates of food insecurity for the entire United States. These results, generated by a statistical modeling process based upon local economic and demographic indicators, provide estimates of levels of food insecurity during 2008. When displayed geographically (Figures 6 and 7), the data illustrate a general pattern of the highest *rates* (# food insecure individuals / population) of food insecurity among counties in southeast Kansas, but highest numbers of food insecure *individuals* clustered around the major population centers of the state. Feeding America also provided estimated rates of food insecurity broken out by household income levels, with income categories corresponding to eligibility criteria for the major government-sponsored food assistance program. As shown in Figure 8, nearly half (45.0%) of food-insecure families in Kansas have incomes exceeding 185% of the Federal Poverty Level, meaning that they would not be eligible for assistance from the major federally-funded programs including WIC, free and reduced price school meals, or food stamps. Data such as these are invaluable in helping hunger relief organizations and programs determine where and how to more effectively focus their efforts. Details of the county-level data for Kansas are included in Appendix 3.

Figure 6. County-level Food Insecurity Rates

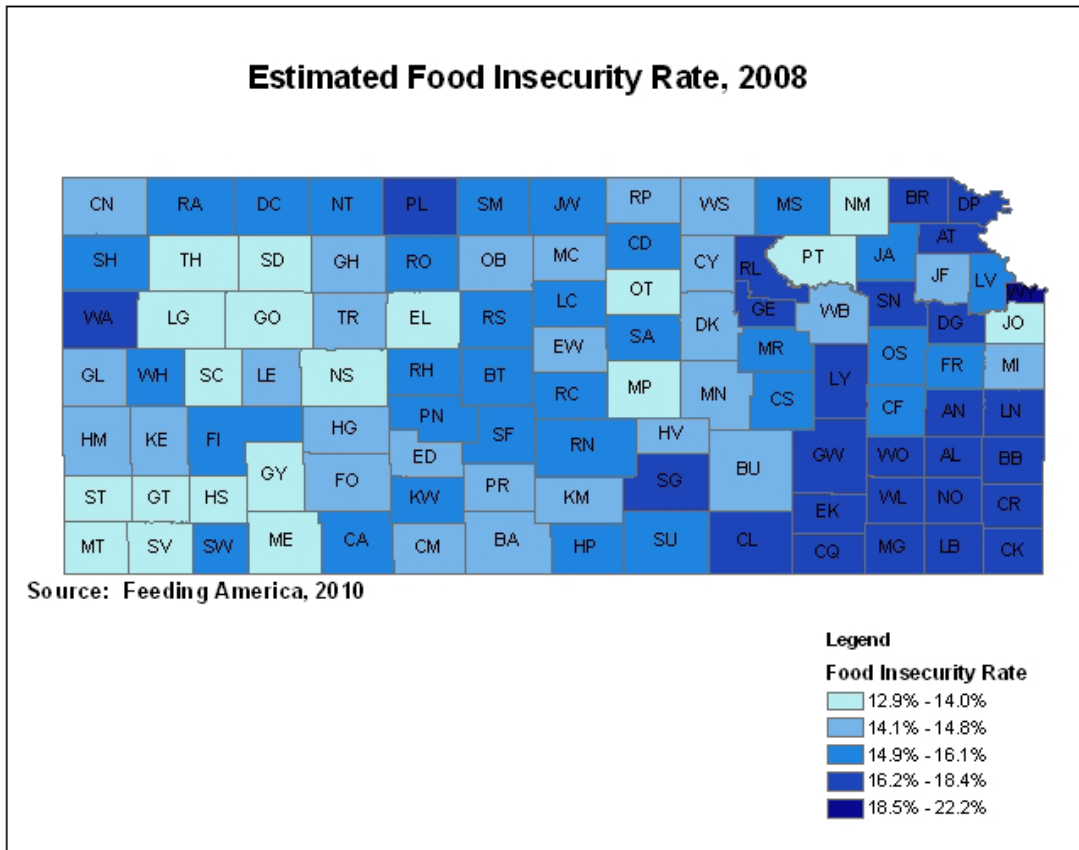


Figure 7. Geographic Distribution of Food-Insecure Individuals, Kansas, 2008

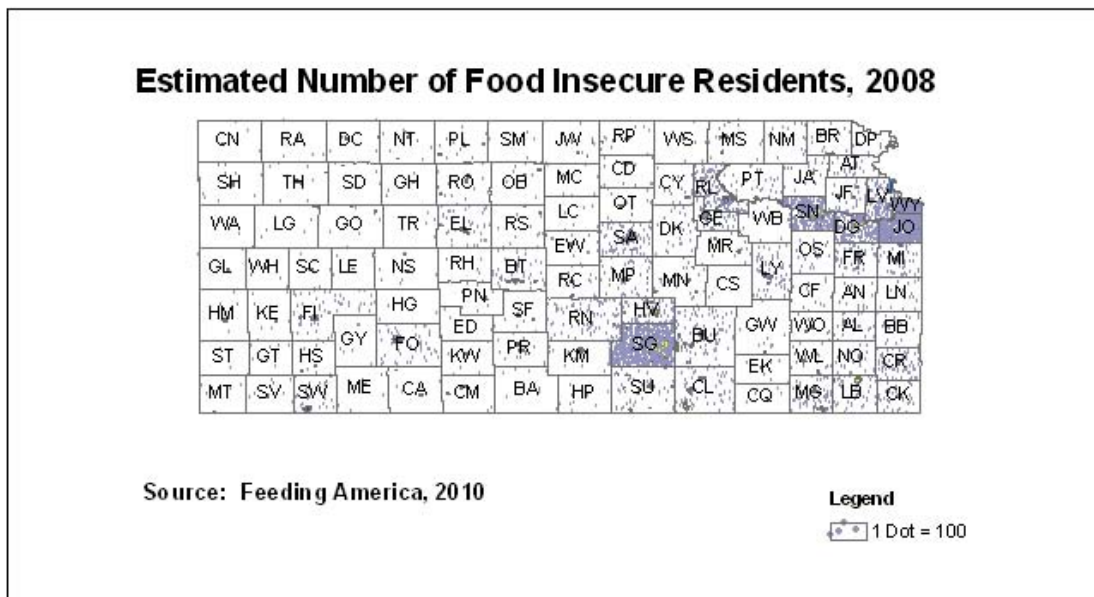
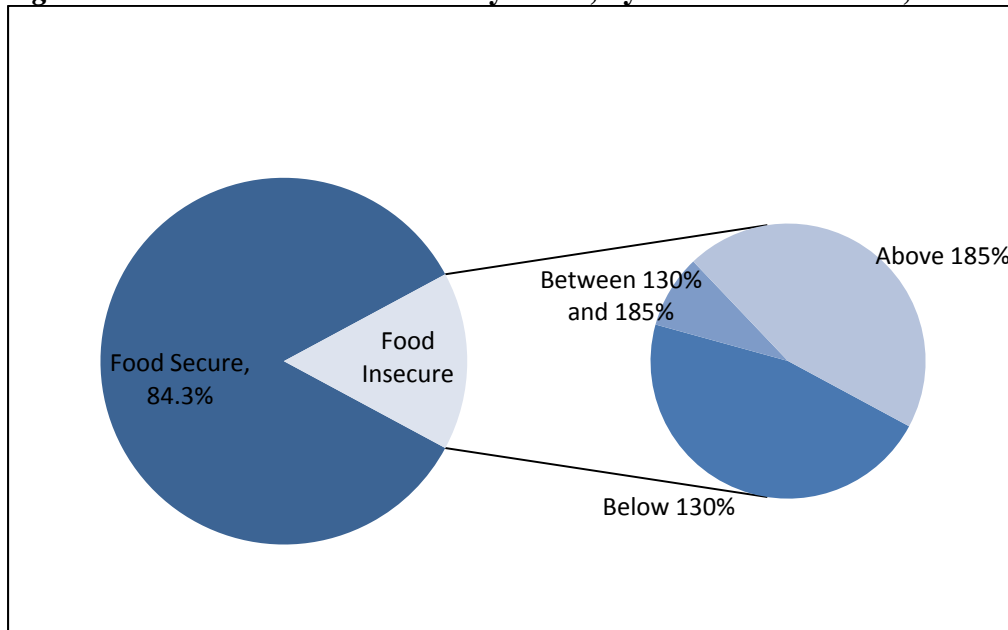


Figure 8. Estimated Food Insecurity Rates, by Household Income, 2008



Source: Feeding America, 2010

FOOD INSECURITY AND CHILDREN

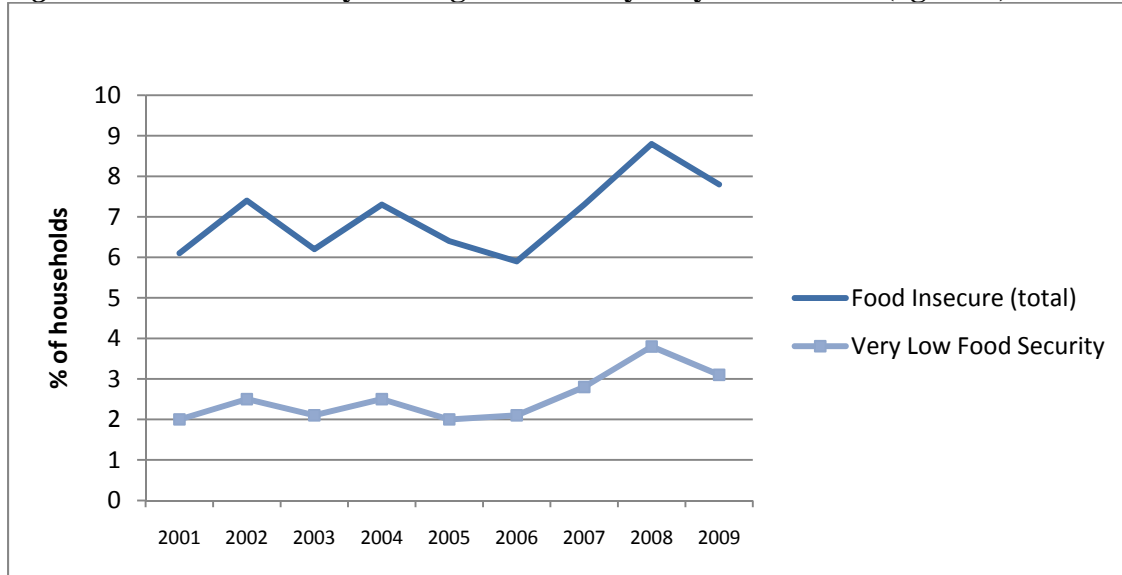
Although the overall levels of food insecurity and hunger in Kansas are sufficient cause for concern and corrective action, food insecurity among children should elevate the level of concern to high alert. Households which include children experience food insecurity at a rate nearly double that of childless households, and households led by single mothers are at substantially higher risk yet. Recent USDA estimates reveal that more than one in five (21.3 percent) percent of U.S. households with children experience food insecurity¹¹. As previously discussed in this report, the impact of food insecurity upon children is particularly devastating, in terms of health, their ability to learn, and their ability to become productive members of society.

FOOD INSECURITY AND SENIORS

Historically, seniors have been less likely to experience food insecurity than younger households, especially households with children. Nevertheless, senior households are not immune to the experience of food insecurity, and recent economic trends appear to have adversely impacted their food security status as well as others. Data from the most recent annual USDA reports of household Food Security revealed a sharp increase in senior food insecurity levels in 2008, but suggest that the situation may have improved somewhat during 2009 (Figure 9). Despite the improvement, food insecurity rates remained higher than those experienced during 2001 to 2006, and warrant continued monitoring.

¹¹ Nord, Coleman-Jensen, Andrews & Carlson, 2009.

Figure 9. Food Insecurity Among U.S. Elderly-only Households (age 65+)



Source: Data published by USDA, Economic Research Service, annual reports on Household Food Security in the United States

THE KANSAS FOOD ASSISTANCE SAFETY NET

For food-insecure families, the nutrition assistance safety net consists of a patchwork of public and privately-funded programs and services. Depending upon a family's household income, financial resources, age of household members, citizenship status, residential location and other factors, food-insecure households may qualify for help from one or more of nearly a dozen federally-funded nutrition assistance programs (Table 1). Responsibility for administration of the federally sponsored nutrition programs is spread across multiple government agencies at both the federal and state levels. In addition to government-sponsored assistance, an extensive network of private-sector organizations such as food banks, local food pantries, and meal programs works to distribute emergency food assistance to those in need. Navigating this system, visiting multiple locations and completing multiple applications for assistance can be both frustrating and time-consuming for those seeking help.

Over recent years, participation in the federally-sponsored nutrition programs has risen dramatically as increasing numbers of households have had difficulty making ends meet. Numbers of participants in the Supplemental Nutrition Assistance Program (SNAP, formerly referred to as Food Stamps, and known in Kansas as the Kansas Food Assistance Program) are at record highs, both nationally and in Kansas (Figure 10). The Kansas Department of Social and Rehabilitation Services (SRS), which administers the SNAP program in Kansas, has been challenged to meet the increasing workloads with

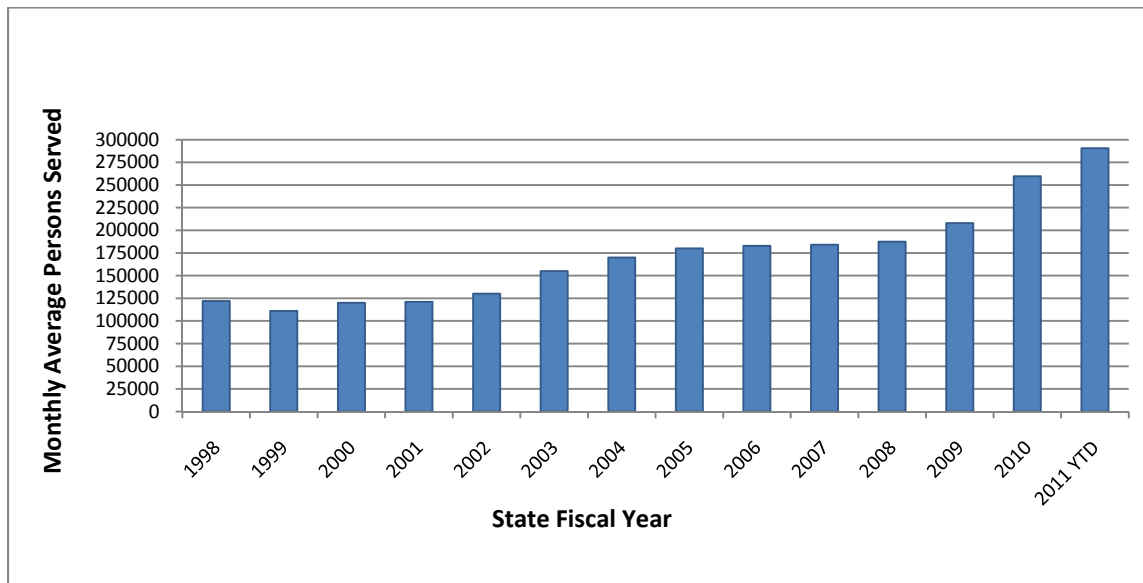
Table 1. Federally-sponsored Nutrition Assistance Programs

Program	Eligibility	Assistance Provided
Supplemental Nutrition Assistance Program (SNAP)/ KS Food Assistance Program	Gross income up to 130% FPL, Net income (after deductions) up to 100% FPL.	Monthly benefit, in the form of an electronic transaction card, to be used to purchase food for home use.
The Emergency Food Assistance Program (TEFAP)	Income up to 130% FPL	Quarterly distribution of food for home use.
Commodity Supplemental Food Program (CSFP)	Income up to 185% FPL for pregnant, post-partum or breastfeeding women, infants and children. Income up to 130% FPL for seniors age 60+.	Monthly distribution of food for home use. Available in 28 Kansas counties.
Women, Infants & Children Supplemental Nutrition Program (WIC)	Pregnant, postpartum, or breastfeeding women, infants and children up to age 5, income up to 185% FPL.	Monthly issue of vouchers for the purchase of specific food items.
WIC Farmers' Market Program	Certification as a WIC participant in a state or territory that participates in the program.	Vouchers for the purchase of fresh, unprepared, locally grown fruits and vegetables at farmers' markets. <u>Program not available in Kansas.</u>
Free & Reduced Price School Meal Programs	Income up to 130% FPL receive free meals; between 131% and 185% of FPL receive reduced-price meals.	Breakfasts and lunches provided through school meals programs to children in school.
Summer Food Service Program	School-aged children in qualifying locations where summer meal sites operate.	Free meals and snacks for low-income school children during summer recess. Meals must be consumed at meal sites, location must have 50% of children qualifying for free or reduced-price school meals.
Child & Adult Care Food Program (CACFP)	Meal subsidy to care provider, based upon number of participating clients who meet income eligibility guidelines (less than 130% FPL for free meals, 131-185% FPL for reduced-price).	Prepared meals to children and adults cared for by participating child care centers, family child care homes, and adult day care centers.
Senior Congregate Meals (ENP-CM)	People aged 60+ and their spouses.	Prepared meals at community meal sites.
Senior Home-Delivered Meals	People aged 60+ and their spouses, if homebound with no support system and unable to prepare meals, or are isolated.	Prepared meals delivered to the home.
Senior Farmers' Market Nutrition Program	Low income people aged 60+ who also participate in CSFP, TEFAP, or ENP-CM.	Vouchers for purchase of locally grown fruits, vegetables and herbs at participating farmers' markets or roadside stands. Program available in 22 Kansas counties in 2010.

current staffing levels. Even though caseloads have increased dramatically, many low-income people who would be eligible for help through the SNAP program are not receiving benefits. Kansas participation rates (number of participants/ number of eligible individuals) in the SNAP program rank among the lowest in the United States. SRS estimates the current Kansas Food Assistance participation rate at 68 percent; USDA official estimates depict a less optimistic situation, with 47.8 percent of eligible individuals receiving SNAP benefits in 2009.¹² Participation rates vary widely at the county level, with highest participation generally in the southeast portion of Kansas, and much lower participation among western Kansas counties (Figure 11).

Under-participation is particularly problematic among older persons, who are often reluctant to ask for and accept help, or who mistakenly believe that they are not eligible. Because the SNAP program is entirely funded with federal money, this low participation rate means that as much as \$400 million dollars in federal aid potentially available to low-income Kansans goes untapped each year. These foregone dollars represent not only a lost opportunity to increase the food purchasing power and reduce the food insecurity of low-income Kansas families, but also a missed opportunity to infuse money into local Kansas economies. USDA economists estimate that every \$5.00 in SNAP benefits results in \$9.20 in community spending.¹³

Figure 10. Participation in the KS Food Assistance (SNAP) Program, FY 1994-2010

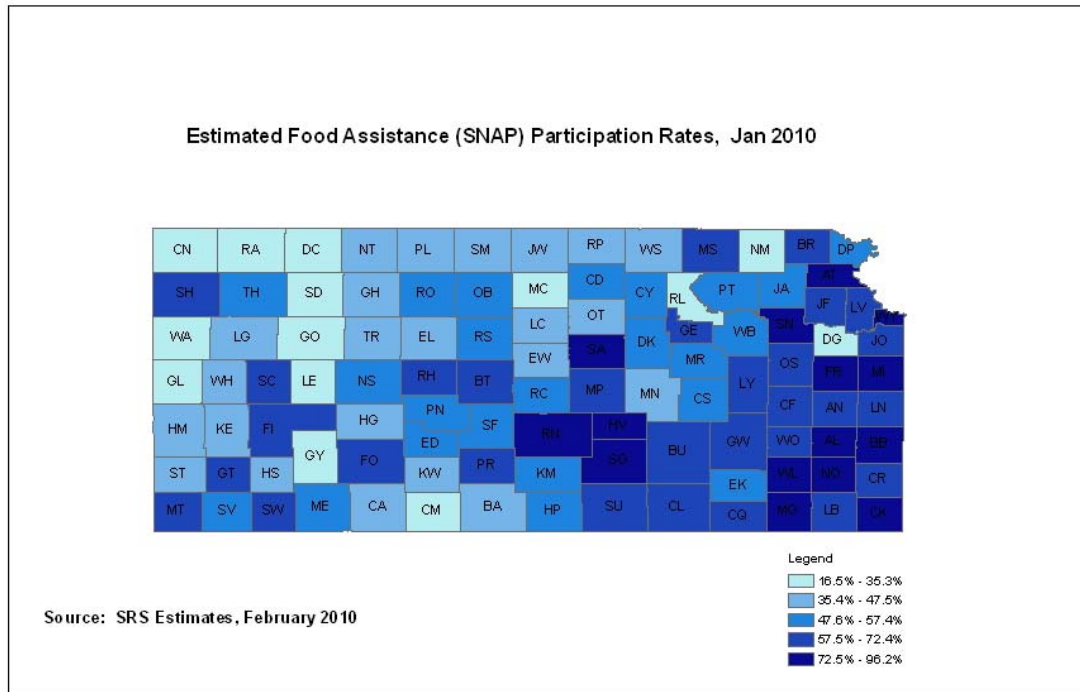


Source: SRS Public Assistance Reports

¹² _____. *Calculating the SNAP Program Access Index: A Step-By-Step Guide*. USDA, Food and Nutrition Service, October 2010.

¹³ _____. *The Benefits of Increasing The Supplemental Nutrition Assistance (SNAP) Program Participation in Your State*. USDA, November 2009.

Figure 11. County level estimates of participation in the SNAP program



Caseloads in other nutrition assistance programs have also increased. Kansas schools have seen gradual but steady increases in the percentage of students participating in free or reduced price school meal programs over the past five years. During the current 2010-2011 school year, almost one-half (47.4 percent) of Kansas students are eligible for either free or reduced price meals, compared to 37.5 percent in 2004-2005.

Several federally-sponsored programs provide crucial nutrition assistance services to low-income children in the United States. Many children benefit through the SNAP (the Supplemental Nutrition Assistance Program, formerly known as Food Stamps) assistance that their families receive. The Special Supplemental Nutrition Program for Women, Infant and Children (WIC) provides pregnant and nursing mothers, infants and children up to age five with vouchers to be used for the purchase of specified food items. Federally-sponsored school meal programs (breakfast, lunch, and after-school snacks) provide nutritionally balanced meals for school-age children; children from low-income families are eligible for school meals at free or reduced prices. The Child and Adult Care Food program reimburses participating day care providers for meals and snacks served to low-income children and adults in day care. Despite the combined efforts of all of these programs and more, too many children are living in food-insecure families, and may themselves be food-insecure or hungry. Because many low-income families rely heavily upon the school-based feeding programs to assure that their children are fed, times when school is out of session are times of particular vulnerability for food insecurity.

USDA also administers a Summer Food Service Program, which is designed to help fill in the food assistance gap over the summer recess months. In most states, the reach of this program is substantially less than the School Meals programs operated during the

school session. This has been particularly true in rural states like Kansas. The logistics of connecting food service to students who live in rural areas distant from their schools are challenging. Administrative requirements that Summer Feeding sites must be located in areas where 50 percent or more of the student population qualifies for free or reduced price school meals also limit the program’s ability to reach all low-income students. The Kansas Department of Education, which oversees the Summer Food Service program in Kansas, has worked diligently in recent years to increase participation and extend the number of Kansas children served, and steady progress has been made (Table 2). These gains may be difficult to maintain, however, as tight school budgets force the elimination of school-based summer education programs and potential host schools. Private-sector organizations such as churches and nonprofits are eligible to serve as sponsors and feeding sites, but outreach and coordination with potential private-sector sponsors is more challenging and efforts are constrained by the amount of time that KSDE staff have available to devote to them.

Table 2. The Summer Food Service Program in Kansas

School Term	School Year		Summer Food Service Program			
	% Students Eligible for FRPL	# Students Eligible for FRPL	Average Daily Attendance	Meals Served	% of School Year Participants	# Sites
2010-11	47.4%	228,363	n/a	n/a	n/a	n/a
2009-10	45.7%	216,506	18,147	786,420	8.4%	290
2008-09	42.7%	201,943	17,632	774,467	8.7%	260
2007-08	39.8%	187,639	17,225	796,283	9.2%	254
2006-07	39.2%	182,540	14,430	704,846	7.9%	244
2005-06	38.9%	180,285	13,771	691,007	7.6%	248
2004-05	38.6%	179,049	9,238	615,903	5.2%	218
2003-04	37.5%	174,592	11,043	598,449	6.3%	204

FRPL = Free or Reduced Price Lunch

Source: Data from KS State Department of Education and USDA

REAUTHORIZATION OF THE CHILD NUTRITION ACT – UPCOMING CHANGES

Several of the federally-sponsored nutrition programs that primarily serve children are authorized through federal legislation known as the Child Nutrition Act. After many months of discussion and debate, in December of 2010 Congress passed and President Obama signed into law The Healthy, Hunger-Free Kids Act, providing revisions and reauthorization for the Child Nutrition Act. Provisions contained within the bill will result in many programmatic changes to be phased in over the next five years. Those changes include:

- Broadening the Afterschool Meal Program to include all 50 states
- Requiring coordinated outreach for the Summer Food Program
- Changes to the Summer Food program to make it easier for nonprofits to participate

- Expansion of direct certification for free or reduced price school meals
- Improved eligibility rules so more child care homes can use the CACFP program
- A 6 cents per meal reimbursement increase for school meals when performance incentives are met
- Establishes nutrition standards for all foods sold on school campuses
- Provides \$50 million over five years for farm-to-school programs
- Mandates transition from WIC vouchers to electronic benefit transfer nationwide
- Creates a commodity program to serve children on weekends and holidays
- Provides \$50 million for State Childhood Hunger Challenge Grants
- Provides \$40 million for research into causes and consequences of hunger and to develop demonstration projects to end childhood hunger

Many of these changes are targeted toward improving access to programs, as well as the nutritional quality of the foods they serve and will, hopefully, move us toward the goal of healthier, food-secure children. Unfortunately, \$2.2 billion in SNAP benefits, reducing monthly allotments in late 2013 and early 2014, were sacrificed to offset costs of the bill. President Obama has made a commitment to seek restoration of that funding, but if his efforts are not successful we may find that we have fixed some problems only to exacerbate others down the road.

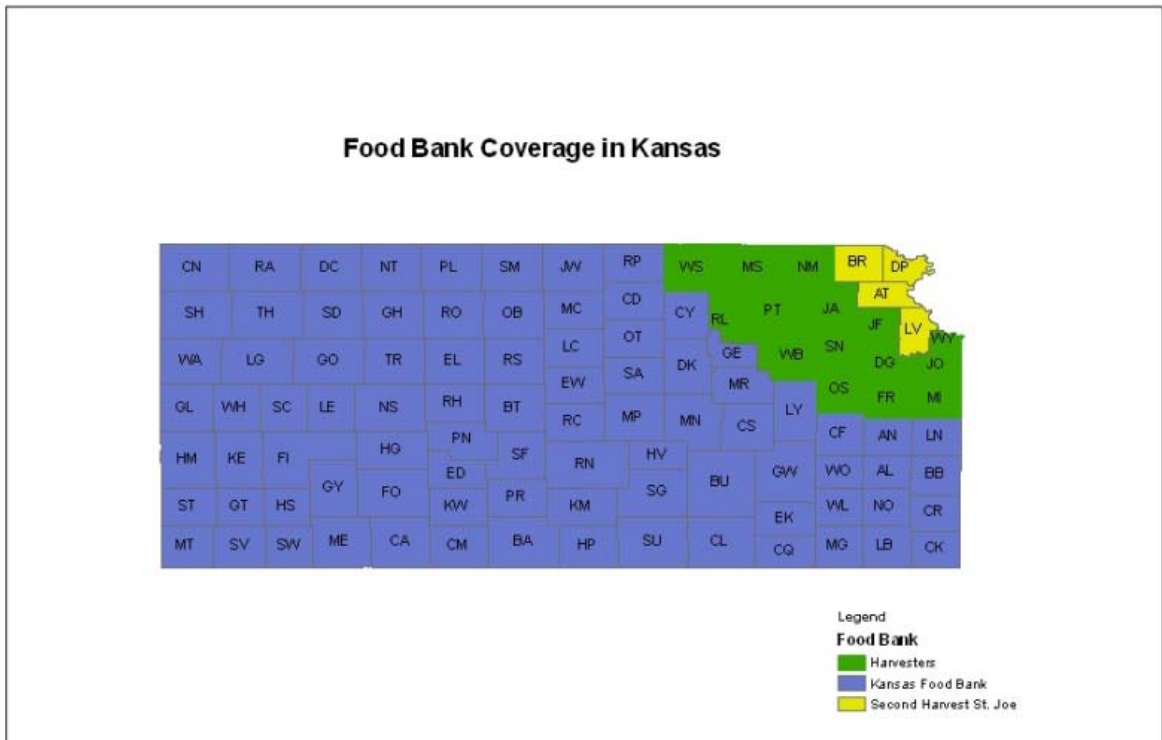
PRIVATE-SECTOR FOOD ASSISTANCE

In addition to the federally-sponsored nutrition assistance programs, a network of privately funded food banks, food pantries, and emergency meal programs provide assistance to food-insecure individuals and families. Feeding America, the primary private distributor of food assistance in the U.S., administers a network of 200 affiliate food banks serving all 50 states. In turn, the food banks distribute food and grocery products to more than 61,000 local charitable organizations. In 2009, Feeding America affiliates distributed more than 2.5 billion pounds of food to 37 million Americans, including 14 million children and 3 million seniors.

In Kansas, three Feeding America affiliate food banks - the Kansas Food Bank, Harvesters and Second Harvest of St. Joe - distribute food to those in need through a network of more than 350 local agencies (Figure 12). During 2009, these agencies served an estimated 198,400 Kansans. Like the Kansas Food Assistance (SNAP) program, private assistance organizations have also experienced dramatic increases in requests for assistance. At the same times that need has increased, donations of food and money have decreased, resulting in some local organizations having difficulty meeting the needs of their clients.

In 2010, all three of the food banks serving Kansas participated in a study conducted by Feeding America. The combined results provide important findings that help to deepen our understanding of the problems of hunger and food insecurity in Kansas.

Figure 12. Food Bank Distribution Areas in Kansas



Highlights from the Kansas report are outlined below:

- 46% of households served by Kansas food pantries or emergency meal programs had at least one adult who was working. 77% had incomes below the poverty level.
- 29% of households served reported having at least one family member in poor health. 30% did not have health insurance and 57% had unpaid medical or hospital bills.
- 10% of emergency food recipients were homeless.
- 56% of clients reported having to choose between paying for food and paying for utilities or heating fuel, 42% had to choose between food and either rent or mortgage payments, and 40% had to choose between food and paying for medicine or medical care.
- Many client households were also receiving government help. 40% were receiving SNAP benefits. Among households with children aged 0 to 3, 72% were participating in the WIC program. Among households with school-age children, 75% were participating in the federal school lunch program and 59% in the school breakfast program.

These findings suggest that substantial numbers of the clients turning to emergency food assistance providers are working families, struggling to survive by supplementing their insufficient earnings with benefits from multiple public and private assistance programs.

ACCESS TO HEALTHY FOODS AMONG LOW- INCOME & FOOD-INSECURE FAMILIES

For families who are facing concerns about being able to obtain *enough* food, sometimes nutritional quality must be sacrificed in order to satisfy quantity needs. Unfortunately, the foods that are least expensive are often those that are also least nutritious – highly processed and calorie laden, but not nutrient rich. Fresh fruits and vegetables may be priced beyond the budgets of many low-income families.

Recent changes have made it easier for some Kansas Food Assistance (SNAP) beneficiaries to access fresh fruits and vegetables. The Food Assistance program provides benefits in the form of an electronic transaction card, much like a debit card, that can be used at participating retailers to purchase foods for home use. Because a purchase with food assistance benefits requires that the vendor have the ability to process the electronic transaction, sales in outdoor settings such as farmers' markets have been largely unavailable to food assistance customers. Advances in wireless technology have made such sales possible, but involve startup costs for a vendor or market to purchase a wireless point-of-sale device and set up a system for handling the sales transactions. In 2008, the Kansas Department of Social and Rehabilitative Services (SRS) set aside a portion of funds received as bonus money from the SNAP program, to be used to expand the capacity of Kansas farmer's markets to process Food Assistance benefits. SRS and the Kansas Rural Center worked in partnership with Kansas farmers' markets to obtain point-of-sale devices and set up procedures to handle sales transactions using the devices. During the 2010 growing season, thirteen farmers' markets operating in twelve Kansas counties were able to accept electronic food assistance benefits. This capability not only allows food assistance consumers to take advantage of fresh fruits and vegetables at the peak of their season, but offers the added benefit of supporting local farmers and growers with increased sales.

Nationally, USDA administers two other programs aimed at increasing access to fresh fruits and vegetables for low-income families: the Senior Farmers' Market Nutrition Program and the WIC Farmers' Market Nutrition Program. These federally-funded programs provide a modest benefit to low-income participants in the form of vouchers that can be used to purchase fresh fruits and vegetables at local farmers' markets. Although Kansas had participated in the Senior Farmers' Market Nutrition Program from 2003 to 2008, state participation was discontinued in 2009 due to state budgetary cutbacks in the Kansas Department of Aging. For the 2010 Farmers' Market season, the Kansas Department of Health assumed responsibility for reinstating the program and operated it in twenty-two Kansas counties. Kansas is one of only a handful of states that has never participated in the WIC Farmers' Market Nutrition Program. Some states, including Oklahoma, have developed procedures whereby the fruit and vegetable vouchers from the standard WIC benefit package can be redeemed at farmers' markets; this option is not offered by the Kansas WIC program, either.

To further enhance access to healthy, fresh fruits and vegetables by low-income families, private funders in some areas of the United States have begun to supplement benefits

from government food assistance programs with matching funds. One such program, the Kansas City Beans & Greens project, operated in the Kansas City, Kansas area during the 2010 summer market season. Funded by a collaboration of several local foundations and the Missouri Department of Agriculture, the program offered matching vouchers up to a maximum of \$30 per week to participants in the SNAP and Senior Farmers' Market Nutrition Programs, which could be used to purchase locally grown foods or vegetable and herb plants at five area farmers' markets. Programs such as Greens & Beans encourage healthy eating habits among low-income families, as well as increasing sales to local food growers and producers, and more partnerships of this nature should be encouraged in Kansas.

FINDING SOLUTIONS - 2010 RECOMMENDATIONS

During 2010, economic conditions have remained challenging for both families and government. At the same time that many state governments have experienced budget shortfalls that forced cuts in services and programs, families have been squeezed by high unemployment rates and loss of earning power. Many families have been forced to turn to government and private assistance programs for the first time in their lives. Rates of hunger and food insecurity have continued at the highest levels recorded since data collection began in 1995. Although the current economic environment limits options for state government to implement or expand programs, we cannot afford the longer-term costs of failure to act. Food insecurity and hunger have serious, costly and life-long consequences, particularly for our children.

Food assistance programs provide an essential first line of defense against food insecurity and hunger. Without their services, there is no doubt that rates of food insecurity in the U.S. and Kansas would be much, much worse. Yet, it is also clear from our experience of the past 15 years that food assistance alone cannot solve our food insecurity problems in the longer term. If we are sincere in our desire to end food insecurity and hunger, we must find ways to continue to support immediate needs for food assistance while at the same time taking steps to reduce poverty and improve the earning power of Kansas families who are currently at the lower end of the income scale. We must begin to involve not only anti-hunger advocates and the administrators of feeding programs in our efforts, but also those leaders and policymakers who have the skills and expertise to guide poverty reduction and workforce development. And, we must make a serious commitment to bring attention to the problem of food insecurity in Kansas, and to enlist the help of all Kansans in solving the problem.

The priorities identified by Kansas Governor Sam Brownback correlate closely with our objective of eliminating food insecurity and hunger. Decreasing the number of children (and their families) living in poverty, and increasing access to jobs that provide sufficient income to support a modest standard of living for Kansas families are key steps that could directly address the primary underlying causes of food insecurity. Encouraging savings could also help families to improve their financial security and be better positioned to see themselves through situations of unexpected expenses or job loss. Access to affordable health insurance could help to alleviate one of the major expenses that frequently forces families to choose between buying food and paying other bills. By

reducing the numbers of Kansas children that live in food-insecure households, we will improve the ability of those same children to focus and learn in school, enhancing not only educational performance scores but also their long-term chances to become productive adults with the capacity to join the workforce be able to support themselves and their families.

Addressing the problems of food insecurity and hunger among Kansas families requires a two-pronged approach. In the short term, we must provide a nutrition assistance safety net that assures that all Kansas families have access to sufficient amounts of nutritious foods needed to maintain their health and well-being. The recommendations included in this report focus primarily on this short term objective. In the longer term, we must begin to take serious steps toward reducing poverty and increasing access to jobs and job skills training that offer opportunity for all Kansas families to earn wages that support a modest standard of living. While those longer term goals are beyond the expertise of Kansas Food Security Task Force, progress toward the economic and educational objectives outlined by Governor Brownback and his administration would begin to address these underlying causes and could, if accomplished, help to reduce levels of food insecurity over the longer term.

Food security is not the responsibility of a single sector of government, a single agency, or a single organization. Rather, it is our shared responsibility. Many of the steps that must be taken to achieve meaningful and lasting reductions in food insecurity are also steps that will help to set the state and the nation back on a path to economic prosperity. By taking full advantage of the resources available to us, and by enlisting the help of all Kansans, we believe that it is possible to make significant progress toward the goal of ending food insecurity and hunger in Kansas.

RECOMMENDATIONS:

1. COMMIT TO ENDING HUNGER AND FOOD INSECURITY IN KANSAS, AND ENLIST THE HELP OF ALL KANSANS IN DOING SO

The first step toward solving any problem is recognition that it exists. To date, the problems of food insecurity and hunger among Kansas families have remained largely invisible to the majority of Kansas citizens and policymakers. We need to draw public attention to the problem, and to enlist public and private support in solving it.

Current efforts to alleviate food insecurity and hunger in Kansas consist of a patchwork of federal, state, and local government agencies and private-sector organizations, focused primarily on the provision of emergency food assistance. Few focus on addressing the underlying causes that lead to food insecurity. With so many organizations working independently of one another, there is the potential for duplication of effort, inefficiencies, and sometimes competition for resources. Building more cohesive partnerships could help to establish common goals, coordinate efforts, and leverage resources to be applied toward the goal of eliminating food insecurity. The Office of Public-Private Partnerships in Fairfax County, Virginia is one example that might serve

as a model of successful promotion of public-private collaboration, bringing together businesses and community organizations to address critical local needs.¹⁴

Recommendation: Work with the Kansas Food Security Task Force to raise awareness of hunger and food insecurity as problems in Kansas, and make a public commitment to end them.

Recommendation: Foster public-private collaboration and partnerships to enlist the help of all Kansans in working toward the elimination of food insecurity and hunger.

2. STRENGTHEN AND SUPPORT THE NUTRITION ASSISTANCE SAFETY NET

Until we achieve the longer-term goals of economic opportunity and financial stability for all Kansas families, we must continue to insure that safety net programs are in place and available to provide emergency food assistance to those who need it. We must also make certain that Kansans know where to turn and how to access the systems when help is needed. In Kansas, as across the United States, nutrition safety net services are provided through a complicated patchwork of government sponsored programs and private-sector organizations. Both public and private programs provide critical services and must be supported to assure that they have access to the resources needed to carry out their missions.

The quickest and most direct route to reducing hunger and food insecurity is to assure that food-insecure Kansans take advantage of the assistance programs available to them. Taking full advantage of all federally funded nutrition programs available to Kansas, and increasing the participation of eligible Kansans in those programs that are available to them not only helps to alleviate food insecurity and hunger but offers the added benefit of infusing additional federal dollars into the state economy.

Some programs, such as the Summer Food Service program, operate on a limited basis in Kansas and could be expanded. Doing so will likely require concentrated outreach and relationship-building with potential private sector partners. Providing staffing support to KSDE for additional outreach efforts, or enlisting the assistance of private-sector organizations and volunteers are possible options.

As the need for emergency food assistance has increased over recent years, many private-sector assistance agencies have found it difficult to meet the needs of their clients. While demand has increased, difficult economic conditions have resulted in decreased donations of both monetary support and food. Actions to encourage donations in support of private food assistance organizations are needed to ensure that the agencies are able to continue to provide help to food-insecure families. Some states, including Missouri, have taken such steps by offering state income tax credits for donations of food or money to food banks and food pantries.

¹⁴ For more information about the Fairfax Co. Office of Public-Private Partnerships, see <http://fairfaxcountypartnerships.org>.

Recommendation: Strengthen outreach efforts encouraging eligible Kansans to participate in available federally-funded nutrition assistance programs. Continue to concentrate efforts on increasing participation rates in the Kansas Food Assistance (SNAP) program.

Recommendation: Expand the number of Kansas meal sites in the Summer Food Service Program.

Recommendation: Implement state tax incentives to encourage donations of food and monetary support to private-sector emergency food assistance organizations.

3. ENHANCE THE ABILITY OF LOW-INCOME FAMILIES TO ACCESS HEALTHY FOODS

Healthy, balanced diets are essential to good health and productive lifestyles. Current data tell us that the majority of Kansans are not eating diets that conform to recognized dietary guidelines, especially in the categories of fruits and vegetables. Low-income families tend to consume even fewer servings and fruits and vegetables, due at least in part to their higher prices. Several federally-sponsored food assistance programs provide benefits that help low-income families extend their food budgets. Within those programs, opportunities exist to expand the number of families served, and encourage participating families to use their food benefits to purchase healthy fruits and vegetables.

The largest of these programs, known as the Supplemental Nutrition Assistance Program (SNAP) at the federal level, or the Kansas Food Assistance program in our state, is serving record numbers of people. Expanding the number of Kansas farmers' markets able to accept food assistance transactions would offer a double benefit – encouraging low-income families to eat more fresh fruits and vegetables, and supporting local farmers and growers.

Although the national WIC program has recently added fruits and vegetables to the list of foods that can be purchased with WIC benefits, Kansas WIC consumers are not currently able to spend those benefits at farmers' markets. States do have flexibility to allow WIC vouchers to be spent at farmers' markets; Oklahoma provides a model that could be replicated. Either offering this option in Kansas, or participating in the WIC Farmers' Market Program would improve access and encourage consumption of fresh produce by WIC participants, and would again support Kansas farmers and growers.

Recommendation: Continue state support of and participation in the Senior Farmers' Market Nutrition Program.

Recommendation: Continue to support expansion of Electronic Benefit Transaction (EBT) capability to additional farmers' markets throughout the state.

Recommendation: Implement the WIC Farmers' Market Nutrition Program in Kansas and/or develop provisions to allow fruit and vegetable vouchers from the regular WIC program to be redeemed at farmers' markets.

Recommendation: Foster public-private partnerships to encourage the development and implementation of additional Farmers' Market matching programs, similar to "Beans and Greens," in Kansas.

4. ADDRESS THE UNDERLYING CAUSES OF HUNGER AND FOOD INSECURITY

While food assistance programs provide critical support to food-insecure families, most do not address the underlying problems of financial insecurity and poverty. Only by reducing levels of poverty, and creating jobs and economic opportunity will we be able to achieve lasting reductions in the rates of food insecurity and hunger in our state. While specific recommendations about steps that should be taken are beyond the expertise of the Food Security Task Force, we cannot overstate the importance of considering ways to boost the earning power and financial stability of low-income families as part of the overall solution.

Recommendation: Focus state-level policy initiatives on poverty reduction, job development, career and technical skills training programs, and savings incentives programs that will offer all Kansas families the opportunity to earn a living wage and achieve financial stability.

CONCLUSION

The problems of food insecurity and hunger among Kansas families are serious, and growing. Although billions of dollars have been invested in anti-hunger programs in the U.S. in each of recent years, rates of domestic food insecurity have not declined and have, instead, increased. It is becoming increasingly clear that food assistance programs alone cannot solve this problem. Food insecurity and hunger are largely symptoms of wages that are insufficient to provide for a family's basic needs.

Over the past year, economic conditions have continued to be difficult for many Kansas families. Food assistance programs have been faced with record numbers of people seeking help, many for the first time in their lives. Rates of hunger and food insecurity rose sharply in 2008, and remained high in 2009. Given economic conditions, it is unlikely that the situation has improved significantly during 2010.

We recognize that the state of Kansas is currently facing significant economic challenges and that it is difficult at such a time to think about expanding services or programs, but the long-term costs of failure to act are likely to be far greater than the costs of implementing effective solutions. The recommendations put forth in this report could be implemented with minimal investment of state dollars, and some could result in the infusion of significant levels of federal and private funds. Many present opportunities to

enlist the assistance of private-sector partners and build models and relationships that could be easily applied toward tackling other quality of life issues in Kansas. Many of the solutions to the problems of hunger and food insecurity are also steps toward improving the economic security of families, and strengthening the overall economy of the state. Small investments in improving food security will reap long-term benefits and much larger returns - improved health, worker productivity and financial stability.

No Kansan should go hungry. In the short term, we must make certain that all Kansans have access to enough food and healthy food choices. We must support the public and private programs and organizations that provide emergency food assistance, and leverage available federal and private funds assure access to enough healthy foods for all Kansans. In the longer term, the steps that will address the root causes of hunger and food insecurity are the same steps that will strengthen the Kansas economy and set us on a path to a successful future. By working together, we can solve the problems of food insecurity and hunger, and at the same time build a healthier, stronger Kansas.

2010 KANSAS FOOD SECURITY TASK FORCE MEMBERSHIP

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APPENDIX 1.

Executive Order 10-11: Kansas Food Security Task Force

WHEREAS, all Kansans deserve to live full and meaningful lives without the fear of not knowing where they will find their next meal and should never have to choose between shelter or health care and buying food; and

WHEREAS, food security is defined as access to sufficient amounts of nutritionally adequate and safe foods; and

WHEREAS, the consequences of food insecurity can be far reaching, causing adults who experience food insecurity to have poorer overall health and be more likely to suffer from anxiety and depression. Children who grow up in food insecure households are also more likely to struggle in school and more likely to have health concerns, such as iron deficiency and lowered immune status; and

WHEREAS, Kansans who are food insecure come from many different backgrounds, ethnic groups, and include both the unemployed and the working poor; and

WHEREAS, rates of household food insecurity have been consistently rising over the past decade and the gap between national and Kansas food insecurity rates has continually widened, and

WHEREAS, despite having a robust agricultural economy that provides food for people all over the world, Kansas has the eighth highest percentage of residents who are facing food insecurity and are either cutting back the quantity and quality of food or skipping meals all together, and

WHEREAS, Kansas must remain committed to fighting food insecurity.

NOW, THEREFORE, pursuant to the authority vested in me as Governor of the State of Kansas, I hereby establish the Kansas Food Security Task Force (“Task Force”) with the following purposes and charges:

1. The Task Force shall provide advice and counsel to the Governor on issues that concern food insecurity and hunger in Kansas.
2. The Task Force shall act in an advisory capacity and shall do the following:
 1. Assess and monitor food insecurity and hunger in Kansas.
 2. Review the status of services provided to Kansans who face food insecurity.
 3. Advise the Governor on ways to improve the participation of food-insecure families in available nutrition assistance programs.
 4. Encourage community-level action to reduce food insecurity and hunger.
 5. Identify ways to eliminate the root causes of food insecurity and hunger in Kansas.
3. On an annual basis, the Task Force will submit to the Governor a report that reviews the prior year’s accomplishments and Task Force activities, and outline recommendations and priorities for the upcoming year.
4. The Task Force shall be composed of the following:

1. A representative from each of the Kansas state agencies that administer federally-sponsored nutrition programs, including the Kansas Department of Social and Rehabilitation Services, the Kansas Department of Health and Environment, the Kansas Department on Aging, and the Kansas State Department of Education.
2. A representative of the Kansas State Research and Extension Services.
3. A representative of a major food bank provider in the State of Kansas.
4. Three representatives of not-for-profit organizations with an expressed interest in reducing hunger.
5. Any other members as determined necessary by the Governor to achieve the purposes of the Task Force as set forth in this Order.
5. The Task Force shall be appointed by the Governor and shall serve at his/her pleasure.
6. The Governor shall designate a Chair to coordinate Task Force activities.
7. The Task Force will meet on the call of the Chair as necessary to carry out the objectives set forth in this Order.
8. Members shall serve without compensation with the exception that expenses incurred in the furtherance of the organizations' mission are allowed to be reimbursed with documentation and prior approval. Approved expenses include mileage reimbursement for travel to Task Force meetings.

This document shall be filed with the Secretary of State as Executive Order 10-11, and shall become effective immediately.

APPENDIX 2. - Questions Used to Assess the Food Security of Households in the Current Population Survey

1. “We worried whether or not our food would run out before we got money to buy more.” Was that often, sometimes, or never true for you in the past 12 months?
2. “The food that we bought just didn’t last and we didn’t have money to get more.” Was that often, sometimes, or never true for you in the past 12 months?
3. “We couldn’t afford to eat balanced meals.” Was that often, sometimes, or never true for you in the past 12 months?
4. In the last 12 months, did you or other adults in the household ever cut the size of your meals or skip meals because there wasn’t enough money for food? (Yes/No)
5. (If yes to Question 4) How often did this happen – almost every month, some months but not every month, or only in 1 or 2 months?
6. In the last 12 months, did you ever eat less than you felt you should because there wasn’t enough money for food? (Yes/No)
7. In the last 12 months, were you ever hungry, but didn’t eat, because there wasn’t enough money for food? (Yes/No)
8. In the last 12 months, did you lose weight because there wasn’t enough money for food? (Yes/No)
9. In the last 12 months did you or other adults in your household ever not eat for a whole day because there wasn’t enough money for food? (Yes/No)
10. (If yes to Question 9) How often did this happen – almost every month, some months but not every month, or only in 1 or 2 months?

(Questions 11-18 were asked only if the household included children age 0-17)

11. “We relied on only a few kinds of low-cost food to feed our children because we were running out of money to buy food.” Was that often, sometimes, or never true for you in the past 12 months?
12. “We couldn’t feed our children a balanced meal, because we couldn’t afford that.” Was that often, sometimes, or never true for you in the past 12 months?
13. “The children were not eating enough because we just couldn’t afford enough food.” Was that often, sometimes, or never true for you in the past 12 months?
14. In the last 12 months, did you ever cut the size of any of the children’s meals because there wasn’t enough money for food? (Yes/No)
15. In the last 12 months, were the children ever hungry but you just couldn’t afford any more food? (Yes/No)
16. In the last 12 months, did any of the children ever skip a meal because there wasn’t enough money for food? (Yes/No)
17. (If yes to Question 16) How often did this happen – almost every month, some months but not every month, or only in 1 or 2 months?
18. In the last 12 months did any of the children ever not eat for a whole day because there wasn’t enough money for food? (Yes/No)

Households are classified as food-insecure if they report three or more food-insecure conditions.

APPENDIX 3. Feeding America County-Level Food Insecurity Estimates

County	Population	Food Insecurity Rate	Number of Food Insecure Residents	Food insecurity rate for residents with incomes less than 130% of FPL	Percent of the food insecure population with incomes less than 130% of the FPL	Food insecurity rate for residents with incomes between 130% and 185% of FPL	Percent of the food insecure population with incomes between 130% and 185% of the FPL	Food insecurity rate for residents with incomes above 185% of FPL	Percent of the food insecure population with incomes above 185% of the FPL
ALLEN	13319	0.168	2237	0.429	0.571	0.135	0.091	0.081	0.339
ANDERSON	7984	0.165	1319	0.432	0.551	0.137	0.092	0.08	0.357
ATCHISON	16481	0.164	2703	0.432	0.533	0.141	0.094	0.083	0.373
BARBER	4674	0.148	690	0.412	0.53	0.121	0.092	0.074	0.378
BARTON	27703	0.154	4254	0.406	0.541	0.116	0.078	0.085	0.382
BOURBON	14851	0.169	2507	0.427	0.58	0.136	0.091	0.079	0.329
BROWN	10009	0.165	1655	0.422	0.579	0.13	0.087	0.079	0.334
BUTLER	63562	0.144	9139	0.424	0.449	0.132	0.09	0.079	0.46
CHASE	2804	0.156	438	0.424	0.528	0.131	0.095	0.08	0.377
CHAUTAUQUA	3768	0.165	624	0.429	0.563	0.134	0.094	0.08	0.343
CHEROKEE	21082	0.178	3762	0.44	0.586	0.144	0.09	0.083	0.324
CHEYENNE	2742	0.148	406	0.416	0.513	0.124	0.098	0.078	0.389
CLARK	2108	0.149	314	0.41	0.534	0.119	0.088	0.077	0.377
CLAY	8859	0.144	1277	0.409	0.532	0.119	0.093	0.071	0.375
CLOUD	9453	0.151	1424	0.41	0.561	0.119	0.091	0.072	0.348
COFFEY	8409	0.155	1300	0.434	0.487	0.138	0.095	0.082	0.418
COMANCHE	1950	0.142	277	0.408	0.525	0.117	0.098	0.071	0.378
COWLEY	34065	0.166	5667	0.425	0.553	0.133	0.082	0.085	0.366
CRAWFORD	38868	0.18	7012	0.437	0.594	0.142	0.086	0.085	0.32
DECATUR	2912	0.15	436	0.411	0.552	0.121	0.095	0.072	0.353

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DICKINSON	19328	0.143	2763	0.416	0.486	0.125	0.095	0.076	0.419
DONIPHAN	7753	0.173	1342	0.454	0.51	0.156	0.1	0.09	0.39
DOUGLAS	114748	0.167	19168	0.421	0.576	0.132	0.078	0.08	0.346
EDWARDS	3082	0.144	444	0.4	0.501	0.11	0.081	0.088	0.418
ELK	3047	0.176	537	0.438	0.578	0.141	0.094	0.085	0.328
ELLIS	27801	0.14	3894	0.403	0.525	0.114	0.089	0.071	0.385
ELLSWORTH	6250	0.143	893	0.413	0.484	0.124	0.097	0.079	0.419
FINNEY	40998	0.15	6148	0.393	0.428	0.103	0.055	0.129	0.517
FORD	33293	0.148	4913	0.389	0.421	0.1	0.057	0.132	0.523
FRANKLIN	26562	0.156	4145	0.437	0.475	0.142	0.097	0.085	0.428
GEARY	31171	0.169	5253	0.445	0.459	0.161	0.103	0.1	0.438
GOVE	2548	0.138	351	0.403	0.521	0.114	0.095	0.068	0.383
GRAHAM	2592	0.148	383	0.413	0.535	0.124	0.098	0.072	0.367
GRANT	7395	0.134	989	0.39	0.373	0.099	0.056	0.119	0.571
GRAY	5688	0.132	751	0.397	0.444	0.108	0.08	0.085	0.476
GREELEY	1266	0.145	184	0.413	0.472	0.12	0.086	0.088	0.442
GREENWOOD	6861	0.173	1189	0.437	0.571	0.14	0.091	0.084	0.338
HAMILTON	2631	0.145	382	0.397	0.455	0.106	0.069	0.109	0.476
HARPER	5857	0.152	893	0.411	0.565	0.12	0.091	0.073	0.345
HARVEY	33675	0.142	4788	0.413	0.46	0.122	0.086	0.085	0.454
HASKELL	3919	0.134	523	0.39	0.432	0.101	0.069	0.098	0.499
HODGEMAN	1948	0.142	276	0.411	0.49	0.12	0.093	0.077	0.417

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JACKSON	13240	0.158	2087	0.439	0.478	0.143	0.096	0.085	0.427
JEFFERSON	18421	0.147	2716	0.432	0.445	0.137	0.094	0.081	0.462
JEWELL	3142	0.15	470	0.41	0.564	0.119	0.093	0.07	0.344
JOHNSON	534093	0.133	71213	0.429	0.314	0.137	0.082	0.087	0.604
KEARNY	4159	0.142	592	0.398	0.44	0.108	0.069	0.105	0.491
KINGMAN	7719	0.142	1096	0.411	0.509	0.12	0.09	0.072	0.401
KIOWA	2541	0.15	382	0.412	0.548	0.12	0.091	0.074	0.36
LABETTE	21871	0.184	4016	0.452	0.555	0.157	0.095	0.092	0.349
LANE	1743	0.146	254	0.425	0.472	0.131	0.099	0.078	0.429
LEAVENWORTH	74276	0.157	11652	0.448	0.405	0.157	0.096	0.093	0.499
LINCOLN	3261	0.149	487	0.42	0.517	0.127	0.097	0.076	0.386
LINN	9616	0.166	1595	0.443	0.517	0.146	0.097	0.085	0.386
LOGAN	2593	0.135	351	0.401	0.514	0.112	0.095	0.069	0.391
LYON	35562	0.168	5980	0.425	0.511	0.132	0.08	0.105	0.41
MARION	12100	0.147	1779	0.42	0.501	0.127	0.097	0.076	0.402
MARSHALL	10178	0.149	1520	0.421	0.513	0.128	0.097	0.076	0.39
MCPHERSON	29044	0.138	3994	0.413	0.465	0.122	0.094	0.074	0.441
MEADE	4359	0.135	588	0.399	0.458	0.11	0.081	0.085	0.461
MIAMI	30989	0.145	4498	0.433	0.419	0.139	0.092	0.082	0.489
MITCHELL	6292	0.142	893	0.41	0.516	0.12	0.094	0.071	0.39
MONTGOMERY	34395	0.173	5948	0.45	0.509	0.155	0.099	0.092	0.392
MORRIS	6037	0.152	917	0.424	0.504	0.13	0.096	0.081	0.4

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MORTON	2978	0.137	409	0.4	0.453	0.11	0.078	0.09	0.47
NEMAHA	10112	0.139	1406	0.411	0.495	0.121	0.096	0.071	0.409
NEOSHO	16223	0.169	2739	0.435	0.549	0.14	0.091	0.085	0.36
NESS	2945	0.138	405	0.407	0.498	0.116	0.095	0.072	0.407
NORTON	5370	0.149	801	0.416	0.518	0.127	0.099	0.077	0.383
OSAGE	16327	0.161	2629	0.439	0.502	0.142	0.093	0.083	0.404
OSBORNE	3804	0.148	564	0.409	0.56	0.119	0.094	0.069	0.346
OTTAWA	6026	0.138	834	0.411	0.486	0.121	0.097	0.073	0.417
PAWNEE	6291	0.149	935	0.412	0.512	0.126	0.092	0.079	0.396
PHILLIPS	5339	0.172	921	0.457	0.504	0.156	0.103	0.089	0.393
POTTAWATOMIE	19695	0.133	2618	0.407	0.459	0.118	0.091	0.072	0.45
PRATT	9411	0.144	1359	0.41	0.513	0.12	0.091	0.075	0.396
RAWLINS	2503	0.151	377	0.412	0.559	0.121	0.092	0.071	0.349
RENO	63427	0.155	9840	0.421	0.515	0.13	0.091	0.084	0.394
REPUBLIC	4812	0.148	712	0.411	0.547	0.12	0.095	0.071	0.358
RICE	10060	0.152	1528	0.417	0.507	0.125	0.088	0.085	0.405
RILEY	71069	0.166	11804	0.413	0.59	0.127	0.078	0.079	0.332
ROOKS	5136	0.159	815	0.432	0.522	0.137	0.1	0.08	0.378
RUSH	3232	0.152	491	0.422	0.522	0.129	0.099	0.077	0.379
RUSSELL	6641	0.155	1029	0.419	0.549	0.127	0.094	0.076	0.357
SALINE	54657	0.15	8174	0.415	0.497	0.126	0.088	0.084	0.414
SCOTT	4577	0.129	588	0.398	0.441	0.109	0.085	0.078	0.474

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SEDGWICK	482863	0.163	78611	0.431	0.483	0.143	0.086	0.096	0.432
SEWARD	23016	0.149	3437	0.39	0.413	0.101	0.056	0.139	0.531
SHAWNEE	174709	0.166	29088	0.439	0.483	0.149	0.09	0.096	0.427
SHERIDAN	2510	0.139	349	0.4	0.541	0.111	0.089	0.067	0.369
SHERMAN	6013	0.15	904	0.403	0.551	0.113	0.081	0.08	0.368
SMITH	3901	0.158	617	0.427	0.542	0.133	0.102	0.077	0.356
STAFFORD	4326	0.151	653	0.412	0.525	0.12	0.088	0.082	0.387
STANTON	2148	0.139	299	0.393	0.436	0.104	0.066	0.105	0.499
STEVENS	5056	0.138	699	0.403	0.396	0.112	0.069	0.107	0.534
SUMNER	23616	0.153	3610	0.423	0.512	0.13	0.091	0.08	0.397
THOMAS	7277	0.137	999	0.403	0.51	0.114	0.091	0.07	0.399
TREGO	2882	0.142	408	0.407	0.533	0.117	0.097	0.069	0.37
WABAUNSEE	6922	0.142	984	0.422	0.451	0.129	0.094	0.078	0.455
WALLACE	1404	0.174	244	0.448	0.517	0.149	0.094	0.094	0.389
WASHINGTON	5791	0.144	831	0.416	0.505	0.124	0.102	0.073	0.393
WICHITA	2148	0.149	320	0.407	0.472	0.115	0.076	0.101	0.452
WILSON	9698	0.178	1724	0.458	0.522	0.157	0.101	0.092	0.377
WOODSON	3285	0.179	588	0.441	0.586	0.144	0.094	0.084	0.32
WYANDOTTE	154287	0.222	34254	0.488	0.519	0.199	0.087	0.141	0.393
STATE TOTAL	2,802,134	0.157	440,275	0.429	0.464	0.139	0.086	0.092	0.450