



Hunger Prevention and Nutrition Assistance Program

2025 Annual Assessment Report

Introduction

Pursuant to Public Health Law § 269, on or before the first day of December each year, the Commissioner of Health shall annually assess changing economic indicators impacting service levels within the Hunger Prevention and Nutrition Assistance Program (HPNAP) in all regions of the state. Such assessment may include but are not limited to: the average cost per meal, personnel costs, transportation costs, fuel costs, and storage capacity. The commissioner shall provide a summary of findings to the governor and the legislature to inform funding levels for HPNAP. This report, based on 2025 information, is the fourth report following the passage of the legislation.

Report Background

HPNAP provides emergency food relief and nutrition services to food insecure populations in New York State. Approximately 400 million emergency meals are now provided annually through a network of more than 2,700 New York State Emergency Food Providers (e.g., food pantries, soup kitchens and shelters). HPNAP directly funds 44 organizations that include the 10 Regional Food Banks and 34 direct service providers that support the 2,700 Emergency Food Programs. Since 2019, New York State has experienced a significant increase in the demand for emergency food, which has resulted in Regional Food Banks needing to increase the amount of emergency food being made available to the entire emergency food network.

Survey Methods

In July 2025, HPNAP deployed an electronic survey to assess the economic needs of the ten HPNAP funded food banks. Food bank staff completing the survey were senior-level executives within their organization, with most having responsibilities directly related to the organization's financial decisions. Nine out of the ten responses are based on estimated or actual expenditure records and calculations.

Findings

Cost increases of up to 10% annually are generally anticipated and considered within normal operation parameters considering Cost of Living Adjustments (COLA) and Consumer Price Index (CPI) information associated with known expenses that these emergency food providers maintain each year. Cost increase findings that exceed 10% are generally considered more remarkable and outside of normal operation parameters and are highlighted below for this report. Expenses differ by each food bank. Therefore, we include "not applicable" as an answer choice.

Individual expenses that are necessary to meet the needs of the food pantries, emergency shelters, and soup kitchens they support across the state are reported in Table 1. Expense increases most likely to exceed 10% include: Food Costs (50%); Truck or Vehicle Purchase



Costs (50%); Food Transportation, Vehicle Maintenance, and Repair Cost (40%); and Facilities Maintenance Costs (40%). Of note, 30% of responding food banks indicated at least a 10% increase in Operations Materials and Supplies costs, compared to only 10% of responding food banks in the 2024 HPNAP Annual Assessment report.

Table 1: Specific program cost needs of the ten regional foodbanks.

	N/A	0%	>0-5%	6-10%	11-20%	21-30%	31-40%	41-50%	>51%	% reporting cost increase (>10%)
Food Cost	-	-	3	2	1	4	-	-	-	50%
Personnel Cost	-	1	5	1	2	-	-	1	-	30%
Consultant Services Cost	1	1	3	2	1	-	-	2	-	33%
Truck or Vehicle Purchases Cost	4	-	1	2	1	1	-	-	1	50%
Food Transportation Fuel Cost	-	1	5	2	1	1	-	-	-	20%
Food Transportation Contract Cost	3	1	5	-	-	-	-	1	-	14%
Food Transportation Vehicle Maintenance and Repair Cost	-	2	4	-	2	2	-	-	-	40%
Food Cold Storage, Shelving and Handling Equipment Cost	2	2	3	1	2	-	-	-	-	25%
Food Cold Storage, Shelving and Handling Equipment Maintenance and Repair Cost	2	2	3	-	3	-	-	-	-	38%
Warehouse and Office Space Cost	2	1	2	2	2	1	-	-	-	38%
Operations Materials and Supplies Cost	-	3	3	1	1	1	-	-	1	30%
Facilities Maintenance Cost	-	1	5	-	2	2	-	-	-	40%

In addition to specific costs, we asked the Regional Food Banks to report any expected increases in their overall cost and requests for food assistance. Next, the survey asked about changes in the needs of regional food banks to address new and unmet need, including: amount of food (pounds), increase in demand for services, maintenance of current services, and new and unmet needs for services.



Nine out of 10 food banks (90%) indicated they would need more than a 10% increase in funding to address new and unmet need.

Table 2: Current, new, and unmet needs in 2026.

	N/A	0%	>0-5%	6-10%	11-20%	21-30%	31-40%	41-50%	>51%	% Reporting Needs increase (>10%) 2025
Anticipated increase in POUNDS OF EMERGENCY FOOD or the number of meals your organization provides	1	2	1	3	3	-	-	-	-	33%
Anticipated INCREASE IN DEMAND for emergency food	-	-	2	2	2	2	2	-	-	60%
Increase in funding needed to MAINTAIN the same services established in 2024	-	-	-	3	2	4	1	-	-	70%
Increase in funding needed to address NEW and UNMET need in 2025	-	-	-	1	2	2	1	2	2	90%

The responses outlined in Table 2 align with the immediate and annual funding increase proposed by the food banks.

Current HPNAP funding levels are approximately \$35.5 million. Food banks were asked to estimate the total HPNAP funding that would be needed to address current and unmet need in 2026.

Ten (10) out of 10 foodbanks (100%) indicated an increased level of funding would be needed for 2026. Their responses are found in Table 3. This is consistent with last year’s report. Of note, the number of foodbanks indicating a need for more than \$75 million in funding increased from 30% of foodbanks in 2024 (3/10) to 60% of foodbanks in 2025 (6/10).



Table 3: Food bank report of funding needs

Funding Amount	Frequency	Percent
\$35.1-45M	1	10%
\$45.1-55M	1	10%
\$55.1-65M	1	10%
\$65.1-75M	1	10%
More than \$75 M	6	60%

All 10 food banks (100%) propose an annual increase to HPNAP funding of 3.1% - > 20% to ensure they can adequately address increasing costs. Five (5) out of ten (10) food banks report needing more than an 11.1% annual increase in HPNAP funding. This finding is highlighted as its upper range exceeds the expected cost increase of around 10% annually.

Table 4: Food bank report of annual funding increase needs

Funding amount	Frequency	Percent
3.1-5%	3	30%
5.1-7%	-	0%
7.1-9%	1	10%
9.1-11%	1	10%
11.1-13%	1	10%
13.1-15%	1	10%
15.1-17%	-	0%
17.1-19%	1	10%
>20%	2	20%

These findings are notable for the following reasons:

- In July 2025, the US inflation rate was 2.7%, which is lower than in 2024 (2.9%) or 2023 (3.2%). Despite the decrease in inflation, food banks continue to indicate a greater need for funding.
- The proposed increased funding rate is 1.2-7.4 times the current rate of inflation.

Limitations

Needs and cost estimates represent a point-in-time assessment and may not reflect the actual and unforeseen needs experienced in calendar year 2025 due, for example, to the dynamic macroeconomic climate (e.g., food, fuel, and operations cost increases), equipment failures, or increased demand and inflation.

If you have any questions, please contact the Hunger Prevention and Nutrition Assistance Program at 518-402-7333 or HPNAP@health.ny.gov. Thank you.