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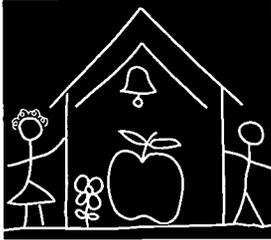
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## ABSTRACT

The School Breakfast Program provides breakfast to millions of children from low-income families who otherwise might go hungry in the morning and be less ready to learn. This report is the eleventh from the Food Research and Action Center (FRAC) to examine the program, its benefits, and the performance of the nation and of each state in reaching children with school breakfasts during the 2001-2002 school year. Data were obtained from state reports to the U.S. Department of Agriculture and from an annual FRAC survey of state nutrition officials. Findings indicate that although there have been gains in school breakfast program participation over the past decade, further major increases in service remain an urgent goal. Participation varies significantly from state to state, with estimates that breakfast programs failed to reach almost 1.9 million eligible children. The obstacles to greater student participation in the school breakfast program were identified by state nutrition officials as: school buses arriving too late for students to participate, students unwilling or unable to arrive early enough, teacher or administrator opposition to classroom breakfasts, lack of parent awareness of the benefits of school breakfast, and students' reluctance to be perceived as "poor." Strategies to increase program participation include creating universal breakfast programs, making it easier for schools to receive the "severe need" reimbursement, and providing grants to start new programs. States' efforts regarding the school breakfast program relate to state funding and breakfast requirements, and direct certification. The report's appendices include descriptions of three model breakfast programs and a delineation of state legislation promoting school breakfast. (Contains a 13-item bibliography.) (KB)

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# SCHOOL BREAKFAST SCORECARD: 2002

*Twelfth Annual Status Report on the*  
SCHOOL  
BREAKFAST  
PROGRAM

*Food Research and Action Center*

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FRAC is the national coordinator of the Campaign to End Childhood Hunger, an effort of hundreds of national, state and local organizations to maximize access to and use of federal nutrition programs as one important means to end childhood hunger. Sign-up for FRAC's weekly *News Digest* at <http://www.frac.org>.

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For more information about school breakfast, visit FRAC's website. If you are interested in technical assistance on starting or improving a breakfast program at your school, contact Nicole Woo at 202-986-2200 ext. 3014.

## INTRODUCTION

**A**t the start of each school day, 8.1 million children – 6.7 million of them from low-income families – start the day right by eating a nutritious breakfast at school. (See Table 1.) Study after study has shown that a good breakfast eaten at school boosts student achievement, reduces absenteeism, and improves student nutrition.

While millions of students gain the health and educational benefits of a school breakfast, there are 18.9 million additional students who participate in school lunch but go without this much-needed nutritional and educational boost in the morning. Of these, 8.9 million are from low-income households. Many of these children are arriving at school not ready to learn and unable to concentrate, because they have not eaten.

This report, FRAC's twelfth annual assessment of the School Breakfast Program, encourages parents, communities, schools, states and the federal government to take advantage of this proven tool for meeting educational and nutritional needs in the country. It examines the program, its benefits, and the performance of the nation and of each state in reaching children with school breakfasts during the 2001-2002 school year. The report estimates the number of additional children states could have helped, and nutrition funding states could have received had each state performed as well as the top-performing states. For most states, such an improvement in school breakfast performance would provide millions of dollars in federal assistance to help thousands of low-income children.

For the first time, FRAC also surveyed state officials regarding obstacles they see to accelerating expansion of the program. In addition, the report reviews solutions to obstacles confronting breakfast expansion, describes state laws and funding streams for breakfast, and discusses opportunities for improvement during the 2003 congressional reauthorization of the program.

Also provided are examples of model breakfast programs at schools that have overcome obstacles to student participation. Models include “universal” breakfasts (when breakfast is served for free to all students) and breakfast in the classroom (an idea winning over educators and support staff wherever it is tried).

## WHY BREAKFAST AT SCHOOL?

**T**here are many reasons to offer breakfast at school. Here are summaries of research findings and other arguments that strongly support breakfast programs in all schools.

### **Defining Hunger and Food Insecurity**

*Households classified as **hungry** by an annual US Department of Agriculture (USDA) and Census Bureau survey are those in which adults have decreased the quality and quantity of food they consume, because of lack of money, to the point where they are quite likely to be hungry on a frequent basis, or in which children's intake has been reduced, due to lack of family financial resources, to the point that children are likely to be hungry on a regular basis and adults' food intake is severely reduced. Approximately 3.3 million households were hungry in 2000, the last year with data available.*

*Even when hunger is not present, households are determined to be **food insecure** by the survey when resources are so limited that adults in the household are running out of food, or reducing the quality of food their family eats, or feeding their children unbalanced diets, or skipping meals so their children can eat, or are forced to use emergency food charities or to take other serious steps to adjust to the economic problems threatening the adequacy of the family's diet. Approximately 7.8 million households were food insecure in 2000.*

**Many children do not eat a nutritious breakfast at home.** Millions of families in the United States cannot afford to feed their children a balanced, healthy breakfast every day. In 2001, approximately 19 million children (27 percent of the nation's children) under the age of 18 lived in a household with an income below 150 percent of the federal poverty threshold. Furthermore, in 2000, according to research by the United States Department of Agriculture and the Census Bureau, 16.2 percent of households with children under 18 were food insecure or hungry. Participation in free and reduced-price school breakfasts helps these households stretch their limited food budgets.

Regardless of income, many families find that early morning school bus schedules, long commutes to jobs, and nontraditional work hours make it difficult to prepare or sit down for a nutritious family breakfast. In addition, children are sometimes not physically capable of eating breakfast at home when they first wake up. Other children may have long periods of time between an early breakfast at home and a late lunch at school, thus making school breakfast an important tool for avoiding the distractions of an empty stomach and preventing unhealthy snacking.

**Missing breakfast impairs learning.** Researchers find that children who skip breakfast are less able to distinguish among similar images, show increased errors, and have slower memory recall. Studies also show that hungry children have lower math scores and an increased likelihood to repeat a grade, and that behavioral, emotional and academic problems are more prevalent among hungry children. In addition, hungry children are more likely to be absent and tardy.

**Eating breakfast at school helps students perform better.** Research has shown that students who eat a school breakfast show a general increase in math and reading scores. In addition, students who increase their participation in the School Breakfast Program improve their math grades. Studies also find that children who eat breakfast at school – closer to class and test-taking time – perform better on standardized tests than those who skip breakfast or eat breakfast at home.

**School breakfast improves student diets.** Breakfasts served as part of the School Breakfast Program are required to provide one-fourth or more of the key nutrients children need every day, and contain no more than 30 percent of calories from fat and 10 percent of calories from saturated fat. Research shows that children who participate in school breakfast eat more fruits, drink more milk, and consume less saturated fat than those who do not eat breakfast or have breakfast at home.

**School breakfast improves behavior and learning environments.** Studies not only show that hungry students have problems in the classroom, but that school breakfast can help. Students who participate in school breakfast have lower rates of absence and tardiness and exhibit decreased behavioral and psychological problems. In addition, children who eat school breakfast have fewer discipline problems and visit school nurses less often.

In short, school breakfast is a proven tool for helping millions of children from food insecure and hungry households, and children from a wide variety of other backgrounds. Moreover, the School Breakfast Program can expand to meet these diverse needs. Like the National School Lunch Program, the School Breakfast Program provides federal funds to reimburse schools for meals they serve to eligible low-income school children without arbitrary caps on participation or funding.

Children from families with incomes at or below 130 percent of the federal poverty line receive meals for free. Children from families with incomes between 130 percent and 185 percent of the poverty line receive meals at a reduced-price – the students pay a share of the cost (no more than 30 cents per breakfast). All other participating students, officially designated as receiving “paid” meals, pay most of the cost for their meals or snacks, although all students’ meals do receive some level of federal support. The exceptions to this pricing structure are schools that offer breakfast at no charge to all students (see page 4). For the income guidelines, see Table 2.

During the 2001-2002 school year, schools were reimbursed \$1.15 in federal funds for each free meal, \$0.85 for each reduced-price meal and \$0.21 for each paid meal. Schools in severe need received slightly higher reimbursements per meal. Federal law defines “severe need” schools as those where 40 percent or more of the lunches served two years prior were served at free or reduced price, and where the costs of the breakfast program exceed the standard federal per meal reimbursement rate. Schools in Alaska and Hawaii are also reimbursed with higher rates per meal.

*(continued on page 5)*

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## ***Universal Breakfast***

*Universal school breakfast programs are those that provide breakfast to all children, regardless of family income, without charge. Because a universal program reduces administrative burdens, draws no lines between students based on income, and rapidly increases participation so that everyone can do better in school, the idea is gaining popularity. Examples of schools offering universal breakfast programs can be found in the Model Programs section at the end of this report (see pages 25-28).*

*One way schools can offer universal breakfasts is to implement Provision 2 or 3 of the National School Lunch Act, the federal act that also covers school breakfasts. Provisions 2 and 3 allow schools to provide breakfasts for several years without collecting meal applications and still receive federal funding. Under these provisions, one-year's application results – the proportions of students in the free, reduced and paid categories – are then used as the baseline for calculating a school's reimbursements for free, reduced-price and paid meals for the following three or four years, depending on the provision selected. The school then offers breakfast for free to all children. By providing breakfasts at no charge to children regardless of family income through these special provisions in the law, schools save money through eliminating the laborious tasks of collecting, handling and verifying applications for discounted meals. If schools can demonstrate that local economic conditions have not substantially changed at the end of the cycle of the provision, they may be able to continue universal breakfasts without collecting applications from families again.*

*By both eliminating forms that parents complete and inviting all students to eat for free, schools can remove several barriers to participation. Targeting the entire student body for breakfast decreases the stigma of school breakfasts being for "poor kids" only. In addition, offering breakfasts to all students for free allows breakfasts to be served in the classroom, an innovation that is winning over even reluctant educators once the educational and behavioral benefits are seen. Classroom breakfasts also eliminate problems with bus schedules. Teachers find classroom breakfasts have not interfered with class schedules. In fact, educators find students more alert and ready to learn after in-the-classroom breakfasts. Support staff, for their part, find this way of serving breakfast easier than preparing the cafeteria early in the morning and cleaning it twice in one day, concerns often raised about school breakfast before classroom service is tried.*

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(continued from page 3)

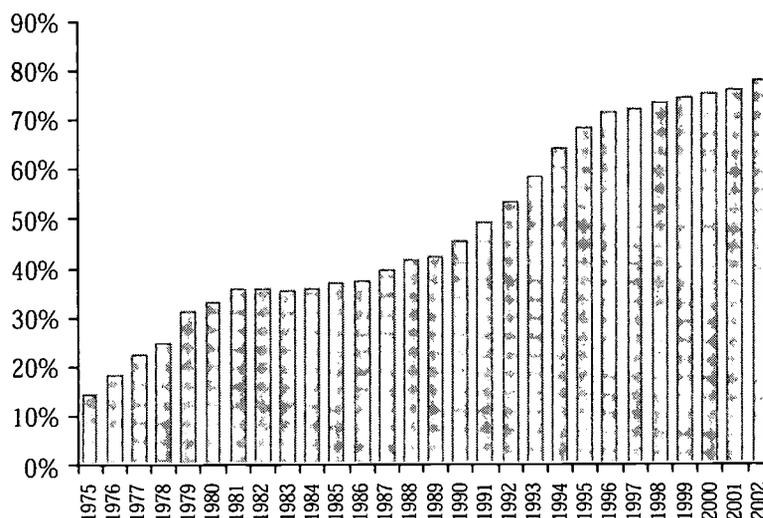
## FRAC'S FINDINGS

The data in this report are from the United States Department of Agriculture and from an annual survey of state child nutrition officials conducted by FRAC. Student participation estimates are based on state data from the month of March, as provided by the USDA and verified by FRAC with state officials. (Participation numbers include a small USDA adjustment for the number of absentees.)

### National Performance

*School Participation.* Since the National School Lunch Program is available in more than 95 percent of schools nationwide, and is broadly used by low-income children, it is a useful benchmark against which to measure the rate of school participation in the School Breakfast Program. Nationally, during the 2001-2002 school year, more than three-quarters of the number of schools that participated in the National School Lunch Program participated in the School Breakfast Program. The percentage of schools offering breakfast out of the number offering lunch is up from the prior year (77.6 percent compared to 76.4 percent). Both the number of schools offering breakfast and the number offering lunch increased. See Table 3 and Figure 1.

**Figure 1:** Number of Schools Offering the Breakfast Program as a Percent of the Number of Schools Offering the Lunch Program

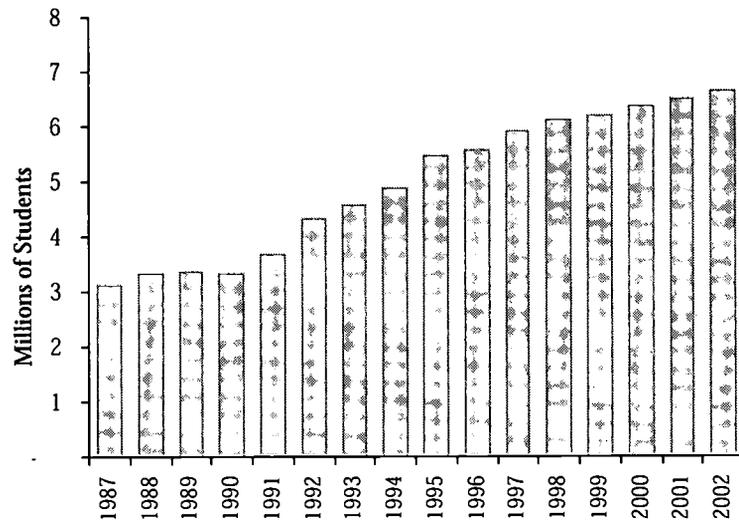


*Student Participation.* Since the late 1980s, when the program began to expand rapidly, states have doubled the number of low-income students receiving free or reduced-price breakfasts. Nonetheless, in 2001-2002, only 42.9 children received free and reduced-price breakfasts per 100 children receiving free and reduced-price school lunches. In 2001-2002, there were approximately 150,000 more children in free or reduced-price school breakfast programs than in the previous school year. However, there was also an increase of 300,000 students participating in free and reduced-price school lunch programs in the same school year. Compared to the 2000-2001 school year, there was just a slight gain of approximately 1 free or reduced-price participant in breakfast per 100 in lunch. See Tables 3, 4a and 4b.

**Figure 2: Student Participation in the Free and Reduced-Price School Breakfasts**

**Free & Reduced-Price School Breakfast Participation**

1987	3.2 million students
1988	3.3
1989	3.4
1990	3.4
1991	3.7
1992	4.3
1993	4.6
1994	4.9
1995	5.5
1996	5.6
1997	5.9
1998	6.1
1999	6.2
2000	6.4
2001	6.5
2002	6.7



In March of 2002, approximately 8.1 million children participated in the School Breakfast Program. Of these, 6.7 million were receiving free or reduced-price meals. In comparison, 27.2 million children participated in the National School Lunch Program in March of the same school year, and 15.6 million of them were in the free and reduced-price categories. (These data do not include children receiving school meals in Puerto Rico, the territories or through the Defense Department.). See Tables 4a and 4b.

Despite gains over the past decade, further major increases in service to students with this important nutritional and educational tool remain an urgent goal for the United States. Below we review state performance in school participation and service to low-income students. On pages 9-10 we discuss what higher performance in school

breakfast could mean for reaching children and bringing federal dollars to do so into each state.

### State Performance

*School Participation.* The School Breakfast Program, like the National School Lunch Program, is an entitlement to schools, meaning that any school offering the meals under the federal guidelines will be reimbursed with federal dollars. However, the school must participate before a hungry child can be fed.

Many states require that all schools or, more frequently, those with a certain proportion of low-income students participate in the School Breakfast Program. Twenty states operated the School Breakfast Program in 90 percent or more of the schools operating the National School Lunch Program for the 2001-2002 school year. They were:

<u>South Carolina</u>	<u>100%</u>	<u>Georgia</u>	<u>94%</u>
<u>West Virginia</u>	<u>99%</u>	<u>Louisiana</u>	<u>92%</u>
<u>Delaware</u>	<u>99%</u>	<u>New Mexico</u>	<u>92%</u>
<u>Texas</u>	<u>98%</u>	<u>Idaho</u>	<u>92%</u>
<u>Arkansas</u>	<u>97%</u>	<u>Florida</u>	<u>91%</u>
<u>District Of Columbia</u>	<u>96%</u>	<u>Kentucky</u>	<u>91%</u>
<u>North Carolina</u>	<u>96%</u>	<u>Tennessee</u>	<u>91%</u>
<u>Hawaii</u>	<u>95%</u>	<u>Iowa</u>	<u>91%</u>
<u>Oregon</u>	<u>94%</u>	<u>Arizona</u>	<u>91%</u>
<u>Rhode Island</u>	<u>94%</u>	<u>Maryland</u>	<u>90%</u>

Meanwhile, nine states – three fewer than last year – reached only 60 percent or fewer schools on this measure.

<u>Alaska</u>	<u>59%</u>
<u>North Dakota</u>	<u>59%</u>
<u>Colorado</u>	<u>58%</u>
<u>Illinois</u>	<u>57%</u>
<u>Ohio</u>	<u>55%</u>
<u>Nebraska</u>	<u>51%</u>
<u>Connecticut</u>	<u>49%</u>
<u>Wisconsin</u>	<u>44%</u>
<u>New Jersey</u>	<u>42%</u>

*Student Participation.* To measure the extent to which a state's schools are reaching students from low-income families, FRAC compares the number of students receiving free or reduced-price breakfasts with the number receiving free or reduced-price lunches. Generally, higher state ratios of

participation in breakfast reflect greater state and local efforts to involve more schools, reduce the stigma students may associate with participation in the program, engage in outreach, educate families about the value of school breakfast, eliminate barriers to application for reduced-price or free meals, move more schools to universal breakfast (see page 4 for description of universal breakfast programs), and otherwise make the program attractive and accessible.

Twelve states provided a free or reduced-price breakfast to 50 children or more for every 100 provided a free or reduced-price school lunch:

<u>West Virginia</u>	<u>57</u>
<u>Kentucky</u>	<u>56</u>
<u>Mississippi</u>	<u>55</u>
<u>Arkansas</u>	<u>54</u>
<u>Oregon</u>	<u>54</u>
<u>Oklahoma</u>	<u>53</u>
<u>Texas</u>	<u>53</u>
<u>Georgia</u>	<u>53</u>
<u>New Mexico</u>	<u>52</u>
<u>South Carolina</u>	<u>51</u>
<u>North Carolina</u>	<u>51</u>
<u>Louisiana</u>	<u>51</u>

These are the same twelve states as last year. As in years past, southern states dominate this list.

Nine states, at the bottom of the national performance list, reach only 34 or fewer low-income students with school breakfast per 100 they reached with school lunch:

<u>Hawaii</u>	<u>34</u>
<u>North Dakota</u>	<u>34</u>
<u>Colorado</u>	<u>34</u>
<u>Nebraska</u>	<u>32</u>
<u>Alaska</u>	<u>32</u>
<u>Utah</u>	<u>28</u>
<u>Illinois</u>	<u>28</u>
<u>New Jersey</u>	<u>24</u>
<u>Wisconsin</u>	<u>24</u>

It is worth noting that there were twelve states on this list last year, and that several of the nine remaining states have improved since last year.

## UNSERVED LOW-INCOME CHILDREN

Participation by children in the School Breakfast Program varies significantly from state to state. The high participation rates reached by a number of states show, however, that there is large room for improvement in the other states, that millions of eligible, low-income children are missing nutritious and educationally important breakfasts, and that the states, altogether, are forgoing hundreds of millions of dollars in available federal funds for child nutrition.

To provide one estimate of the number of children who go unserved, but whom states could serve, and the amount of federal funding states are forgoing, FRAC assumed each state could do as well as the average of the current top five states in the performance ratio: a goal of 55 free or reduced-price breakfast participants per 100 free or reduced-price lunch participants. This goal is modest because there is no reason to think that even the best performing states are performing optimally.

FRAC figured how many additional children per state could be reached at the 55 per 100 ratio. FRAC then multiplied this unserved population in each state by the reimbursement rate for 180 days of breakfast. This estimates the amount of federal breakfast funding each state could have obtained if it had performed as well as the five best states in the 2001-2002 academic year. (We assumed each state's mix of free and reduced-price students would apply to any new participants, and conservatively assume that no new student's meal is reimbursed at the higher rate that "severe-need" schools receive.)

According to this formula, state school breakfast programs failed to reach almost 1.9 million children eligible for free or reduced-price breakfasts, and states missed approximately \$380 million in federal funding to provide these children with breakfasts. See Table 5 and Figure 3, for a breakdown of each state's unserved children (except the top five performing states: Arkansas, Kentucky, Mississippi, Oregon and West Virginia). As can be seen in the bar chart in Figure 3, those states with the worst ratios on participation have the greatest gap to make up relative to the total student population in their state. But the states sacrificing the most federal funds in absolute terms are those with both large populations and substantial lags in ratios (for instance, California, Florida, Illinois and New York

make up 44 percent of the 1.9 million children who were unserved under this criterion).

## OBSTACLES AND SOLUTIONS

State officials who oversee school breakfast programs were asked to select from a list of 16 choices those five that what they believe are the main obstacles to greater student participation in the School Breakfast Program. See Figure 5.

“School buses arrive too late for children to eat breakfast at school” is the leading obstacle to student participation, selected by three-fourths (74 percent) of the respondents. Serving all children breakfast in the classroom is an increasingly popular answer to this problem. Kentucky has also acted on this by requiring buses to arrive in sufficient time for schools to serve breakfast prior to the instructional day.

“Students unwilling or unable to arrive at school early to eat breakfast” is the second most frequently selected barrier, by 53 percent of the respondents. Even when students go to school early for breakfast, “school breakfast period does not provide enough time for students to eat breakfast” was selected by 40 percent as an obstacle. Again, breakfast in the classroom is a promising way to overcome these morning scheduling obstacles. The Board of Education in West Virginia tackles the problem by requiring that students be given at least 10 minutes to eat after receiving their breakfast.

“Teachers and administrators opposed to classroom breakfast” was selected by half (49 percent) of the respondents as a major barrier to greater participation. Yet focus groups, academic research and informal interviews show that, once they have experienced breakfast in the classroom, teachers and principals overwhelmingly support it. A teacher from a Maryland school that serves breakfast in the classroom said, “I would be upset now if they took the [classroom] breakfast program away.”

By providing simple, nutritious breakfasts in the classroom at the start of the regular school day, the problems of late bus arrivals, students unwilling or unable to go to school early, and inadequate breakfast periods are solved, without disrupting teaching schedules. Clearly, schools, advocates, and state and federal officials need to place more emphasis on spreading

classroom breakfast as a promising method for improving nutrition and academics.

“Parents not aware of academic and behavioral benefits of school breakfast” is also a frequently selected obstacle, by 37 percent of the respondents. This indicates the need for greater outreach and community education about the many positive effects of school breakfast on student test scores, grades, behavior, absentee rates, and tardiness.

“Students do not wish to be perceived as ‘poor’ by participating in breakfast” was selected by one-third (33 percent) of the respondents as a main obstacle. Universal breakfast (see page 4), which allows all students to receive breakfast for free regardless of income, and classroom breakfast have been recognized as important ways for schools to decrease the stigma attached to participation in school breakfast.

## OPPORTUNITIES DURING CONGRESSIONAL REAUTHORIZATION IN 2003

In 2003, Congress will be reviewing and reauthorizing the child nutrition programs, including the School Breakfast and Lunch Programs. This provides an excellent opportunity to remove obstacles that stand in the way of more children receiving a nutritious breakfast every morning before they face the challenges of the school day. Congress can make it easier for schools to participate in the School Breakfast Program, and it can ensure that every child who comes to school needing breakfast will have one readily available. Here are several strategies that could increase School Breakfast Program participation:

**Encouraging participation by schools and children through the creation of “universal” breakfast programs – providing breakfast at no charge to all students.** The experience of school officials and on-going research have shown that offering breakfast free of charge to all children in a school, rather than just to low-income children, improves student achievement, behavior and attendance, and pulls more hungry, low-income children into the program as the stigma applied to a program “just for poor kids” is removed. Universal breakfast programs also eliminate a significant amount of paperwork, freeing resources up for program improvements.

While it would be most desirable to implement universal breakfast in all schools, significant steps can be made in this direction by beginning with certain groups of schools. For example, universal breakfast could be initiated first in schools with high percentages of low-income children, or in elementary schools. As the success of the program is demonstrated and the priority for investing further in universal breakfast programs becomes more clear, the resources could eventually be found to implement breakfasts at no charge in all of our nation's schools.

**Making it easier for schools in low-income areas to get the higher "severe need" reimbursement for the School Breakfast Program.** Removal of the unwieldy cost accounting requirement that schools with large numbers of low-income students must follow to obtain the "severe need" reimbursement (see page 3) would take a lot of the paperwork out of running a school breakfast program. The extra resources provided by the increased reimbursement and the reduction in paperwork costs could draw more schools into the program and allow schools to provide better breakfasts and enhanced services.

**Providing "facility grants" that give schools the resources they need to start "breakfast in the classroom," or to start new breakfast programs and do community outreach on the availability and benefits of the breakfast program.** Schools with limited resources may want to start up a breakfast program, expand its reach among the student body, or operate breakfast-in-the-classroom to overcome logistical problems in getting children to school in time for breakfast, but may not have the resources they need to accomplish these goals. Facilities grants could make the critical difference for many schools.

## STATE EFFORTS

**A**ltogether, 36 states have their own legislative requirements related to the School Breakfast Program and/or provide state funds for school breakfasts. (See pages 29-33 for a table of school breakfast legislation by state.) In addition, almost all states use direct certification to some degree, a federal option that allows states to make students automatically eligible for free school meals if their families

participate in the Food Stamp Program or the Temporary Assistance for Needy Families (TANF) Program.

Also, over two-thirds of the states take some advantage of Provision 2 and/or Provision 3 of the National School Lunch Act, which allow schools to provide breakfasts and/or lunches free to all children under certain circumstances. (For more details on these provisions, see page 4, or the FRAC website.)

### **State Funding and Breakfast Requirements**

To guarantee that the School Breakfast Program is widely available, at least in schools with significant concentrations of poor students, 23 states had laws mandating that certain schools participate in the program for the 2001-2002 school year. Generally, requirements are linked to a school's percentage of low-income students, defined by the proportion of students who apply and are eligible for free and reduced price meals, or by the proportion of students receiving free and reduced price lunches.

The percentage required before the school must offer school breakfasts varies widely. For example, West Virginia requires all schools to participate, while in Washington State all schools with over 40 percent of lunches served at free and reduced price must offer breakfast. In addition to the 23 states requiring some schools to participate, Kentucky and Utah do not require schools to have a breakfast program, but do require schools without one to report why. Kentucky also requires school districts to arrange bus schedules so that all buses arrive in sufficient time for schools to serve breakfast prior to the instructional day.

To assist schools in providing breakfast to students, 20 states provided state funds for one purpose or another related to school breakfast: as additional per meal reimbursements (to supplement the federal per meal reimbursement); as start-up and/or expansion funds to finance costs related to the start of new programs or expansion of participation in existing programs; as payment for the costs of outreach; as incentive grants; or to pay for supervision costs. Some states, such as Pennsylvania, provide additional funding in reimbursements for lunch if breakfast is served.

Four states provide state funding for universal free school breakfast programs in certain schools: Maryland, Massachusetts, Minnesota and Illinois. North Carolina, not

counted in the total number of states providing funding, provides funding for universal breakfasts for kindergarten only. In 2002, Maryland's legislature removed the sunset provision in its highly successful in-the-classroom universal breakfast program.

### **Direct Certification**

Direct certification is a strategy that allows students from households participating in Food Stamps or Temporary Assistance for Needy Families (TANF) to be certified for free school meals without filling out a separate application for the school. This helps increase participation by low-income students. To determine who is eligible, state officials or school officials cross-reference their student files (taking precautions to ensure students' privacy) with participant files at Food Stamp and/or TANF offices. The school or state agency then notifies the eligible households that their children are eligible for free meals and that no additional application is necessary. In some states, a parent must sign the letter and return it to the school in order for the child to participate. In other states, the parents only need to notify the school if they do not want free meals for their children.

Direct certification greatly simplifies the process for both families and school officials. Over the years, state officials have attributed the participation of millions of children in school food programs to direct certification. However, some states still report local problems implementing direct certification, and it is clear that headway can still be made with this tool for expanding participation. For instance, over a dozen states still only use Food Stamp or TANF applications, not both, to certify eligible families. Moreover, less than half the states reported that 100 percent of schools are participating, and several states reported no private schools participating.

When FRAC asked state officials about barriers to improving direct certification, the most common responses related to technological problems: changes in family names (e.g., separated families) or the use of nicknames often confounds matching. In addition, some schools do not have lists in electronic or other format that agencies can use for matching. Another frequent problem cited is the lack of school staff trained or assigned to handle direct certification.

## CONCLUSION

There is no secret to expanding school and student participation in the School Breakfast Program. This does not mean it is easy: it requires sustained, collaborative hard work over a period of time. But anti-hunger advocates, school officials and state agencies have developed tried-and-true strategies that have worked effectively across the nation for more than a decade. Now it is time to accelerate that progress.

Acceleration is important because the lifestyles of parents and children increasingly make school breakfast an important boost every day, and because school breakfast is ideally suited to today's demands on students to behave, achieve and be healthy.

States can make a significant contribution to school breakfast expansion by providing financial support to breakfast programs to supplement federal funds and to spread universal breakfast programs; by requiring certain schools to offer breakfast; by ensuring that schools know how to take full advantage of paperwork-saving methods such as direct certification and Provisions 2 and 3; and by making available funding to carry out school breakfast outreach campaigns.

Schools, for their part, can integrate breakfast into the school day, serving it first thing in the morning in the classroom; remove the stigma from participation in the breakfast program by marketing it to all children and making sure that there is nothing about their meal programs that distinguishes poor children from their more affluent peers; and provide school breakfast free to all children who want breakfast in order to ensure that every child starts the day ready to learn.

School breakfast is a critical educational and health support that needs to be available to every school child in this country. No child should have to start the school day hungry to learn but unable to do so because of a hungry stomach.

## TECHNICAL NOTES

Participation numbers are estimates by the USDA based on meal count data reported by the states for March of the relevant school year, yielding a daily average for the month. These numbers may undergo revisions by states as accounting procedures find errors, or as estimates of meals served (not used here) become confirmed. For consistency, FRAC has used the numbers as reported to USDA from the 90-day revision of the **March** reports. Furthermore, to calculate participation, USDA uses a formula to adjust numbers upwards to account for participation by students who are absent on one or more days or otherwise do not eat meals every day in a month.

The number of participating schools is reported by states to the USDA in **October** of the relevant school year. This number, which fluctuates over the course of the year, includes residential child care institutions and others using school meal programs which states may not record, but are reported to USDA separately.

**Table 1: Student Participation in School Breakfast Program, March 2002\***

State	Students Participating in Free Breakfast	Students Participating in Reduced-Price Breakfast	Total Students Participating in Free or Reduced-Price Breakfast	Students Participating in Paid Breakfast	Total Students Participating in Breakfast
Alabama	126,348	12,271	138,619	22,372	160,990
Alaska	8,505	1,426	9,931	3,078	13,010
Arizona	112,371	12,872	125,243	20,696	145,940
Arkansas	95,759	9,908	105,667	23,642	129,310
California	676,602	84,247	760,850	81,753	842,603
Colorado	45,212	6,996	52,208	16,769	68,976
Connecticut	40,126	3,650	43,776	6,819	50,594
Delaware	14,379	1,512	15,892	5,824	21,715
District of Columbia	16,725	960	17,685	2,018	19,702
Florida	371,181	40,108	411,289	70,408	481,697
Georgia	281,805	36,023	317,828	86,129	403,957
Hawaii	18,665	3,442	22,107	11,632	33,739
Idaho	22,508	3,534	26,041	6,450	32,492
Illinois	179,005	11,076	190,081	25,445	215,526
Indiana	87,199	11,495	98,693	25,562	124,256
Iowa	37,481	7,215	44,696	26,022	70,717
Kansas	53,780	10,353	64,132	20,181	84,314
Kentucky	133,101	18,573	151,674	44,820	196,494
Louisiana	190,752	17,380	208,132	35,382	243,515
Maine	17,212	3,027	20,239	9,725	29,963
Maryland	81,084	13,445	94,529	27,843	122,372
Massachusetts	93,065	7,228	100,293	18,734	119,027
Michigan	163,243	14,744	177,987	35,167	213,153
Minnesota	63,836	12,826	76,662	44,259	120,920
Mississippi	146,346	11,653	157,999	18,848	176,847
Missouri	115,220	16,267	131,487	40,732	172,219
Montana	12,049	1,826	13,875	4,444	18,319
Nebraska	23,805	4,091	27,896	10,676	38,572
Nevada	28,445	4,055	32,500	6,813	39,313
New Hampshire	8,524	1,612	10,136	7,660	17,796
New Jersey	70,931	6,724	77,655	12,568	90,223
New Mexico	70,407	8,628	79,036	13,196	92,232
New York	356,551	36,132	392,683	72,258	464,941
North Carolina	209,125	30,003	239,128	63,597	302,725
North Dakota	8,027	1,373	9,399	5,318	14,717
Ohio	157,965	14,012	171,977	33,729	205,707
Oklahoma	108,346	16,631	124,977	29,836	154,813
Oregon	77,770	10,486	88,256	23,839	112,095
Pennsylvania	150,820	16,856	167,675	45,672	213,347
Rhode Island	14,429	968	15,397	2,307	17,703
South Carolina	132,860	13,414	146,274	24,824	171,098
South Dakota	13,050	1,731	14,780	4,022	18,803
Tennessee	149,442	19,220	168,661	42,283	210,944
Texas	838,013	83,385	921,399	172,104	1,093,503
Utah	27,512	4,809	32,321	6,874	39,194
Vermont	8,625	1,681	10,305	5,538	15,844
Virginia	118,897	18,144	137,041	45,811	182,852
Washington	94,160	14,972	109,132	22,004	131,136
West Virginia	51,799	9,697	61,496	22,693	84,189
Wisconsin	42,270	6,431	48,700	17,230	65,930
Wyoming	6,246	1,228	7,474	2,527	10,001
<b>TOTAL</b>	<b>5,971,575</b>	<b>700,338</b>	<b>6,671,914</b>	<b>1,428,132</b>	<b>8,100,045</b>

\* See the Technical Notes section on page 16 for details on how the estimated numbers were derived.

**Table 2: Income Guidelines for School Meals Programs**

Free Meals–Maximum Yearly Income  
130% of Federal Poverty Line

	2000-2001	2001-2002	2002-2003
Household Size			
1	\$10,855	\$11,167	\$11,518
2	\$14,625	\$15,093	\$15,522
3	\$18,395	\$19,019	\$19,526
4	\$22,165	\$22,945	\$23,530
5	\$25,935	\$26,871	\$27,534
6	\$29,705	\$30,797	\$31,538
7	\$33,475	\$34,723	\$35,542
8	\$37,245	\$38,649	\$39,546
each additional member	\$3,770	\$3,926	\$4,004

Reduced-Price Meals–Maximum Yearly Income  
185% of Federal Poverty Line

	2000-2001	2001-2002	2002-2003
Household Size			
1	\$15,448	\$15,892	\$16,391
2	\$20,813	\$21,479	\$22,089
3	\$26,178	\$27,066	\$27,787
4	\$31,543	\$32,653	\$33,485
5	\$36,908	\$38,240	\$39,183
6	\$42,273	\$43,827	\$44,881
7	\$47,638	\$49,414	\$50,579
8	\$53,003	\$55,001	\$56,277
each additional member	\$5,365	\$5,587	\$5,698

**Table 3: School Participation in School Lunch and Breakfast Programs**

State	2000-2001 School Year			2001-2002 School Year			Rank	Change in Percentage Points
	Schools Participating in NSLP*	Schools Participating in SBP*	SBP School Participation to NSLP	Schools Participating in NSLP*	Schools Participating in SBP*	SBP School Participation to NSLP		
Alabama	1,525	1,184	77.6%	1,537	1,204	78.3%	31	0.7%
Alaska	428	236	55.1%	411	244	59.4%	43	4.2%
Arizona	1,369	1,182	86.3%	1,411	1,276	90.4%	19	4.1%
Arkansas	1,260	1,226	97.3%	1,261	1,226	97.2%	5	-0.1%
California	10,122	7,688	76.0%	10,348	7,944	76.8%	32	0.8%
Colorado	1,520	898	59.1%	1,671	964	57.7%	45	-1.4%
Connecticut	1,092	505	46.2%	1,089	536	49.2%	49	3.0%
Delaware	214	212	99.1%	215	212	98.6%	3	-0.5%
District of Columbia	171	160	93.6%	172	165	95.9%	6	2.4%
Florida	3,119	2,822	90.5%	3,176	2,895	91.2%	15	0.7%
Georgia	2,126	1,989	93.6%	2,128	1,993	93.7%	11	0.1%
Hawaii	286	269	94.1%	290	275	94.8%	8	0.8%
Idaho	588	465	79.1%	597	546	91.5%	14	12.4%
Illinois	4,456	2,480	55.7%	4,446	2,537	57.1%	46	1.4%
Indiana	2,245	1,520	67.7%	2,291	1,566	68.4%	36	0.6%
Iowa	1,660	1,500	90.4%	1,642	1,488	90.6%	18	0.3%
Kansas	1,617	1,335	82.6%	1,581	1,301	82.3%	28	-0.3%
Kentucky	1,529	1,372	89.7%	1,524	1,387	91.0%	16	1.3%
Louisiana	1,719	1,526	88.8%	1,702	1,562	91.8%	12	3.0%
Maine	721	568	78.8%	738	589	79.8%	30	1.0%
Maryland	1,508	1,355	89.9%	1,498	1,341	89.5%	20	-0.3%
Massachusetts	2,306	1,457	63.2%	2,330	1,518	65.2%	39	2.0%
Michigan	4,041	2,916	72.2%	4,027	2,975	73.9%	33	1.7%
Minnesota	1,897	1,238	65.3%	1,839	1,225	66.6%	37	1.4%
Mississippi	923	821	88.9%	924	821	88.9%	21	-0.1%
Missouri	2,646	2,069	78.2%	2,542	2,102	82.7%	27	4.5%
Montana	808	472	58.4%	816	522	64.0%	40	5.6%
Nebraska	902	385	42.7%	1,026	521	50.8%	48	8.1%
Nevada	450	390	86.7%	464	403	86.9%	24	0.2%
New Hampshire	499	361	72.3%	506	370	73.1%	34	0.8%
New Jersey	2,590	1,045	40.3%	2,642	1,115	42.2%	51	1.9%
New Mexico	800	732	91.5%	800	732	91.5%	13	0.0%
New York	5,902	4,973	84.3%	5,917	5,006	84.6%	26	0.3%
North Carolina	2,196	2,105	95.9%	2,235	2,134	95.5%	7	-0.4%
North Dakota	444	260	58.6%	435	257	59.1%	44	0.5%
Ohio	4,146	2,071	50.0%	4,270	2,363	55.3%	47	5.4%
Oklahoma	1,869	1,664	89.0%	1,851	1,606	86.8%	25	-2.3%
Oregon	1,315	1,253	95.3%	1,324	1,250	94.4%	9	-0.9%
Pennsylvania	3,912	2,544	65.0%	3,864	2,525	65.3%	38	0.3%
Rhode Island	374	351	93.9%	374	351	93.9%	10	0.0%
South Carolina	1,107	1,101	99.5%	1,099	1,095	99.6%	1	0.2%
South Dakota	667	397	59.5%	687	428	62.3%	42	2.8%
Tennessee	1,637	1,478	90.3%	1,679	1,526	90.9%	17	0.6%
Texas	6,994	6,831	97.7%	7,042	6,884	97.8%	4	0.1%
Utah	781	545	69.8%	798	562	70.4%	35	0.6%
Vermont	337	285	84.6%	336	273	81.3%	29	-3.3%
Virginia	1,970	1,739	88.3%	1,970	1,730	87.8%	22	-0.5%
Washington	2,015	1,729	85.8%	1,984	1,725	86.9%	23	1.1%
West Virginia	817	804	98.4%	790	781	98.9%	2	0.5%
Wisconsin	2,450	943	38.5%	2,471	1,077	43.6%	50	5.1%
Wyoming	363	206	56.7%	376	235	62.5%	41	5.8%
<b>TOTAL</b>	<b>96,433</b>	<b>73,657</b>	<b>76.4%</b>	<b>97,146</b>	<b>75,363</b>	<b>77.6%</b>		<b>1.2%</b>

\* Totals include public and private schools, and a small number of residential child care institutions.

**Table 4a: Low-Income Student Participation in School Meals, March 2002\***

State	NSLP Free and Reduced-Price Participation	SBP Free and Reduced-Price Participation	Students in SBP per 100 in NLSF*	Rank	Change in Ratio from Prior School Year
Alabama	330,196	138,619	42.0	23	0.3
Alaska	31,310	9,931	31.7	47	4.1
Arizona	301,992	125,243	41.5	26	-0.1
Arkansas	194,586	105,667	54.3	4	-0.4
California	1,936,020	760,850	39.3	30	-1.2
Colorado	155,249	52,208	33.6	45	3.4
Connecticut	126,785	43,776	34.5	42	0.2
Delaware	33,374	15,892	47.6	16	1.5
District of Columbia	42,210	17,685	41.9	24	0.6
Florida	946,981	411,289	43.4	21	0.1
Georgia	605,935	317,828	52.5	8	-0.4
Hawaii	64,699	22,107	34.2	43	-1.9
Idaho	74,036	26,041	35.2	38	1.1
Illinois	687,958	190,081	27.6	49	-0.1
Indiana	262,716	98,693	37.6	32	-0.8
Iowa	123,588	44,696	36.2	36	0.4
Kansas	133,330	64,132	48.1	15	4.8
Kentucky	271,453	151,674	55.9	2	0.5
Louisiana	406,499	208,132	51.2	12	-0.3
Maine	49,717	20,239	40.7	27	0.0
Maryland	215,414	94,529	43.9	20	-0.2
Massachusetts	221,535	100,293	45.3	19	1.2
Michigan	421,747	177,987	42.2	22	2.7
Minnesota	192,781	76,662	39.8	28	1.7
Mississippi	288,157	157,999	54.8	3	0.3
Missouri	286,302	131,487	45.9	18	0.3
Montana	36,871	13,875	37.6	31	4.0
Nebraska	87,210	27,896	32.0	46	-4.1
Nevada	81,760	32,500	39.7	29	-0.5
New Hampshire	28,250	10,136	35.9	37	1.5
New Jersey	325,207	77,655	23.9	50	-0.9
New Mexico	153,365	79,036	51.5	9	1.6
New York	1,137,100	392,683	34.5	41	-0.3
North Carolina	466,743	239,128	51.2	11	2.5
North Dakota	27,612	9,399	34.0	44	0.8
Ohio	470,900	171,977	36.5	35	-1.2
Oklahoma	234,191	124,977	53.4	6	-0.2
Oregon	164,777	88,256	53.6	5	-1.0
Pennsylvania	457,689	167,675	36.6	34	1.1
Rhode Island	41,410	15,397	37.2	33	-0.9
South Carolina	285,118	146,274	51.3	10	-0.4
South Dakota	42,402	14,780	34.9	39	0.0
Tennessee	349,776	168,661	48.2	14	0.1
Texas	1,746,417	921,399	52.8	7	0.4
Utah	115,507	32,321	28.0	48	0.3
Vermont	21,016	10,305	49.0	13	1.3
Virginia	295,896	137,041	46.3	17	-0.1
Washington	260,781	109,132	41.8	25	0.5
West Virginia	107,745	61,496	57.1	1	0.8
Wisconsin	204,757	48,700	23.8	51	0.6
Wyoming	21,548	7,474	34.7	40	2.0
<b>TOTAL</b>	<b>15,568,618</b>	<b>6,671,914</b>	<b>42.9</b>		<b>0.1</b>

\* See the Technical Notes section on page 16 for details on how the estimated numbers were derived.

**Table 4b: Low-Income Student Participation in School Meals, March 2001\***

State	NSLP Free and Reduced-Price Participation	SBP Free and Reduced-Price Participation	Students in SBP per 100 in NLSP*	Rank
Alabama	322,285	134,320	41.7	22
Alaska	30,613	8,467	27.7	49
Arizona	289,417	120,242	41.5	23
Arkansas	189,415	103,562	54.7	3
California	1,991,564	806,524	40.5	27
Colorado	150,920	45,688	30.3	46
Connecticut	123,880	42,581	34.4	41
Delaware	30,420	14,041	46.2	16
District of Columbia	47,756	19,712	41.3	25
Florida	912,065	394,828	43.3	21
Georgia	583,289	308,227	52.8	7
Hawaii	62,257	22,476	36.1	34
Idaho	72,798	24,808	34.1	42
Illinois	673,366	186,387	27.7	48
Indiana	240,239	92,245	38.4	30
Iowa	119,394	42,713	35.8	36
Kansas	129,258	55,984	43.3	20
Kentucky	267,655	148,342	55.4	2
Louisiana	410,430	211,255	51.5	10
Maine	49,717	20,239	40.7	26
Maryland	213,748	94,186	44.1	19
Massachusetts	218,576	96,409	44.1	18
Michigan	410,939	162,265	39.5	29
Minnesota	192,511	73,344	38.1	31
Mississippi	290,729	158,430	54.5	5
Missouri	280,732	128,027	45.6	17
Montana	37,576	12,635	33.6	43
Nebraska	84,784	30,592	36.1	35
Nevada	75,488	30,346	40.2	28
New Hampshire	27,004	9,282	34.4	40
New Jersey	317,731	78,750	24.8	50
New Mexico	146,217	73,031	49.9	11
New York	1,135,668	396,127	34.9	38
North Carolina	449,221	218,913	48.7	12
North Dakota	28,026	9,308	33.2	44
Ohio	442,144	166,608	37.7	33
Oklahoma	231,619	124,089	53.6	6
Oregon	152,694	83,359	54.6	4
Pennsylvania	450,639	160,075	35.5	37
Rhode Island	39,778	15,151	38.1	32
South Carolina	282,503	146,004	51.7	9
South Dakota	43,368	15,115	34.9	39
Tennessee	332,454	159,855	48.1	13
Texas	1,672,819	876,132	52.4	8
Utah	109,807	30,425	27.7	47
Vermont	21,013	10,022	47.7	14
Virginia	291,863	135,438	46.4	15
Washington	253,922	105,116	41.4	24
West Virginia	114,893	64,606	56.2	1
Wisconsin	196,866	45,688	23.2	51
Wyoming	21,732	7,100	32.7	45
<b>TOTAL</b>	<b>15,263,803</b>	<b>6,519,068</b>	<b>42.7</b>	

\* See the Technical Notes section on page 16 for details on how the estimated numbers were derived.

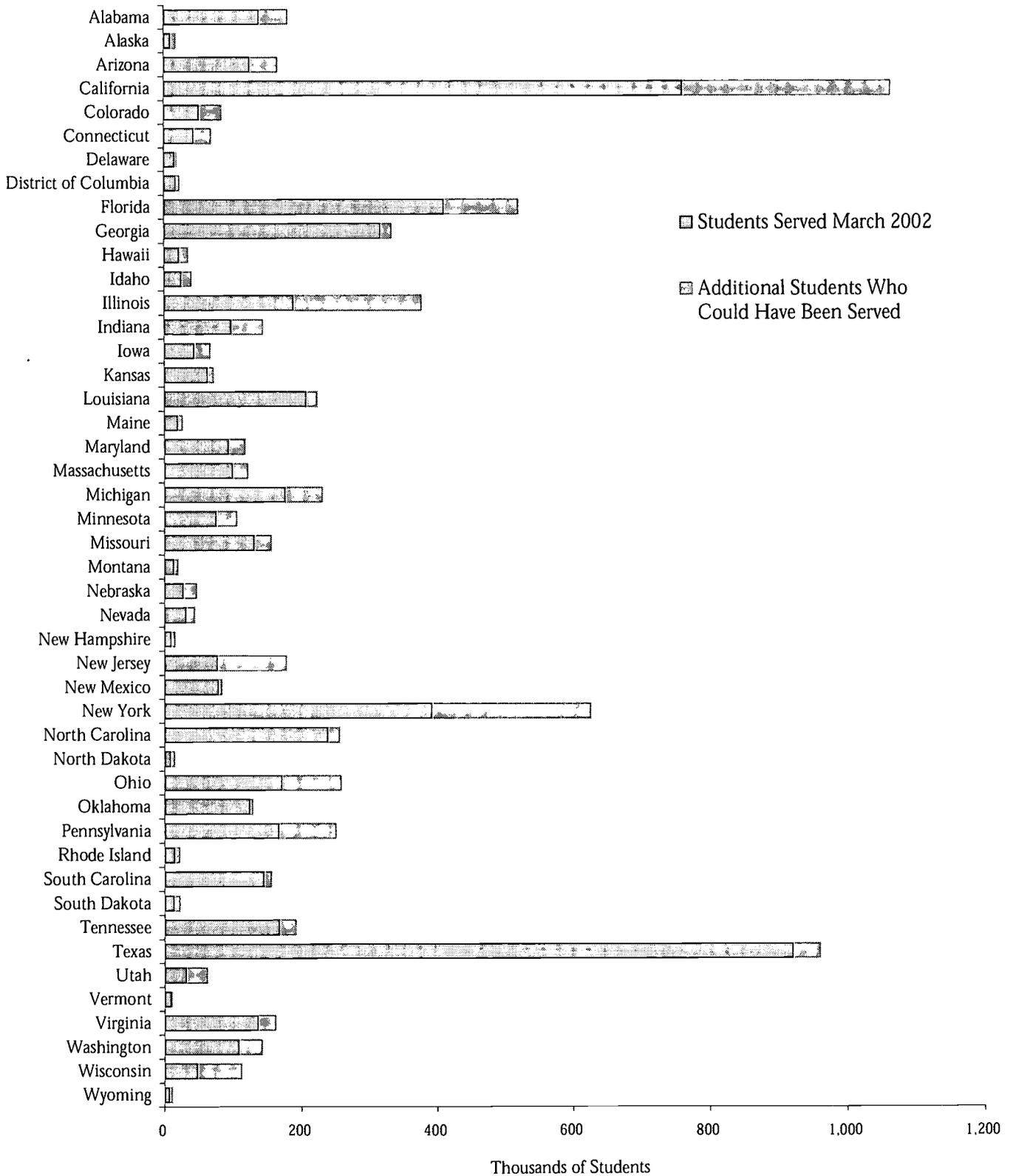
**Table 5: Increased Participation and Federal Payments if States Served 55 Students Free or Reduced-Price Breakfasts for Each 100 Served Free or Reduced-Price School Lunches\***

State	SBP Free and Reduced-Price Participation, March 2002	SBP Participation if SBP Reached 55/100 NSLP, March 2002	Increase in SBP Participation if this Standard was Reached	Potential Increased Funding for 180 School Days
Alabama	138,619	181,608	42,989	\$8,693,250
Alaska	9,931	17,221	7,289	\$2,331,414
Arizona	125,243	166,096	40,852	\$8,229,702
California	760,850	1,064,811	303,961	\$61,102,509
Colorado	52,208	85,387	33,179	\$6,627,998
Connecticut	43,776	69,732	25,956	\$5,256,037
Delaware	15,892	18,356	2,464	\$497,394
District of Columbia	17,685	23,216	5,531	\$1,128,677
Florida	411,289	520,840	109,550	\$22,100,001
Georgia	317,828	333,264	15,436	\$3,100,843
Hawaii	22,107	35,584	13,478	\$3,113,225
Idaho	26,041	40,720	14,678	\$2,930,844
Illinois	190,081	378,377	188,296	\$38,384,739
Indiana	98,693	144,494	45,801	\$9,192,674
Iowa	44,696	67,974	23,278	\$4,615,652
Kansas	64,132	73,331	9,199	\$1,823,963
Louisiana	208,132	223,575	15,442	\$3,126,945
Maine	20,239	27,344	7,106	\$1,413,472
Maryland	94,529	118,478	23,949	\$4,773,536
Massachusetts	100,293	121,844	21,551	\$4,377,174
Michigan	177,987	231,961	53,974	\$10,931,279
Minnesota	76,662	106,030	29,368	\$5,813,859
Missouri	131,487	157,466	25,979	\$5,204,122
Montana	13,875	20,279	6,404	\$1,280,029
Nebraska	27,896	47,965	20,069	\$3,995,427
Nevada	32,500	44,968	12,469	\$2,496,984
New Hampshire	10,136	15,538	5,402	\$1,071,732
New Jersey	77,655	178,864	101,209	\$20,477,030
New Mexico	79,036	84,351	5,315	\$1,068,865
New York	392,683	625,405	232,722	\$47,017,219
North Carolina	239,128	256,709	17,581	\$3,520,128
North Dakota	9,399	15,187	5,787	\$1,152,360
Ohio	171,977	258,995	87,018	\$17,629,797
Oklahoma	124,977	128,805	3,828	\$764,907
Pennsylvania	167,675	251,729	84,053	\$16,942,778
Rhode Island	15,397	22,776	7,379	\$1,502,383
South Carolina	146,274	156,815	10,540	\$2,129,618
South Dakota	14,780	23,321	8,541	\$1,713,975
Tennessee	168,661	192,377	23,716	\$4,763,197
Texas	921,399	960,529	39,130	\$7,908,723
Utah	32,321	63,529	31,208	\$6,209,295
Vermont	10,305	11,559	1,253	\$248,407
Virginia	137,041	162,743	25,701	\$5,136,447
Washington	109,132	143,430	34,297	\$6,845,474
Wisconsin	48,700	112,617	63,916	\$12,774,892
Wyoming	7,474	11,852	4,377	\$867,231
<b>Total</b>	<b>6,106,822</b>	<b>7,998,045</b>	<b>1,891,223</b>	<b>\$382,286,205</b>

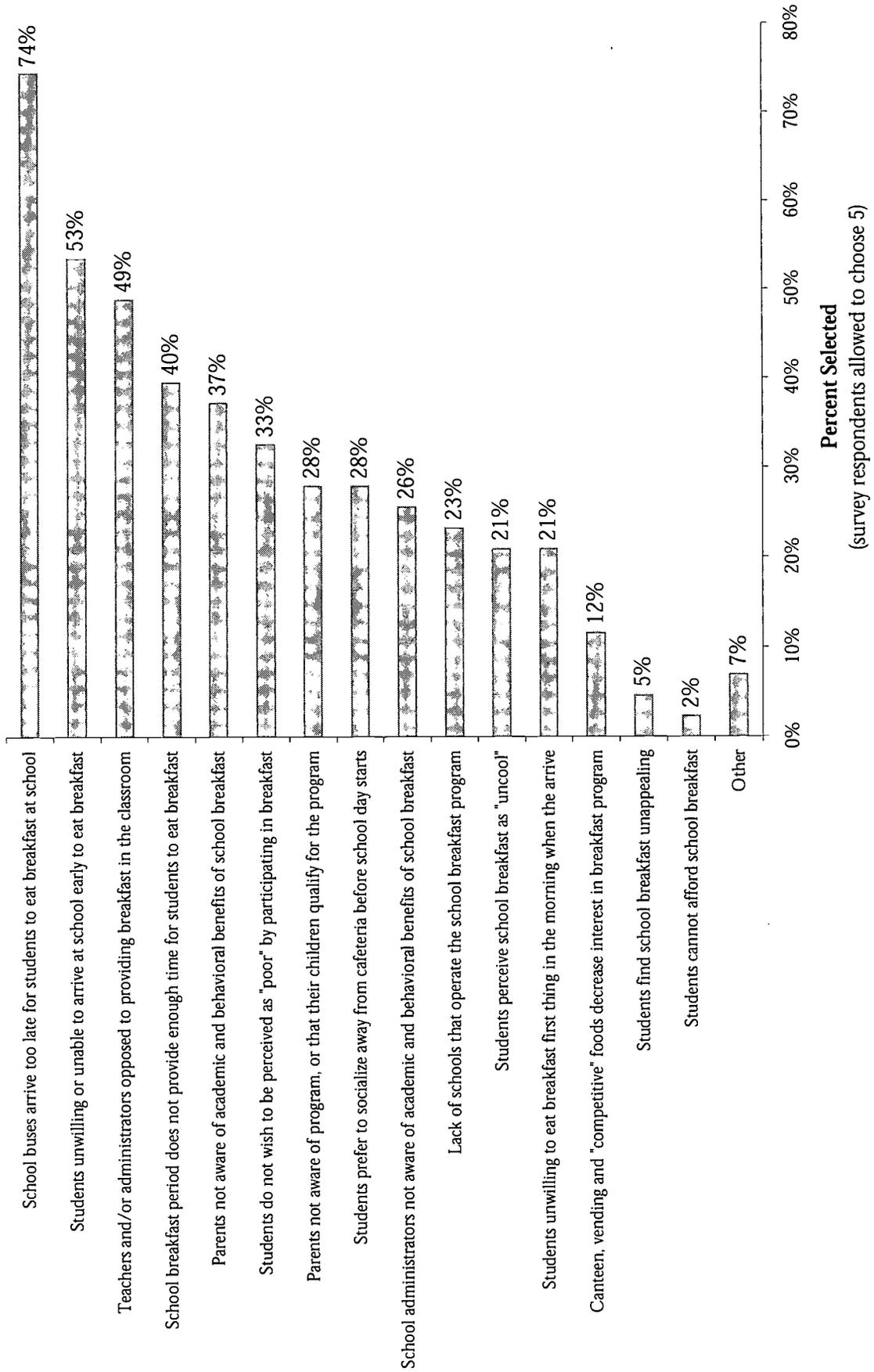
\* See page 9 and the Technical Notes section on page 16 for details on how the estimated numbers were derived.

**FIGURE 3**

Total Number of Low-Income Students States Would Have Served, If They Had Served 55 Students Free & Reduced-Price Breakfasts per 100 Served Free & Reduced-Price Lunches



**Figure 4**  
**State Officials' Perceptions of Obstacles to Increasing Student Participation in the School Breakfast Program**



## **APPENDIX A: MODEL PROGRAMS**

### **Modesto City School District Modesto, California**

Every morning, children pull red toy wagons filled with insulated bags of nutritious food across the campuses of five elementary schools in Modesto City. These wagons transport school breakfast from the cafeterias to the classrooms, where every student may participate in breakfast at no cost. Breakfast in the classroom has become an entrenched part of the school day in these schools and enjoys the broad support of principals, teachers and parents.

After learning about the clear link between eating breakfast and improvements in student attentiveness and test scores, Modesto City Schools food services director, Criss Atwell, decided to use Provision 2 to implement universal free breakfast (see page 4) in 1997. With support from the director of business services and the superintendent, Atwell decided to try universal breakfast in one pilot school. Even with the superintendent's support, it was essential to overcome the initial skepticism of the principal, teachers and custodians before starting the program.

According to Atwell, serving breakfast in the classroom is the key to the success of the program. When breakfast was served in the cafeteria, many students missed breakfast because they were unable to get to school early, and participation rates ranged from 22% to 39%. Many of the children who did not participate in school breakfast started their school day hungry. Now, with breakfast served in the classroom at the start of the school day, participation rates have increased to 90% to 97% in the five schools. Teachers and principals report that their students are more attentive and that learning environments have improved.

Serving universal breakfast through Provision 2 is "absolutely not a financial drain," says Atwell. Increased volume of school breakfast has increased revenues, while labor costs have remained level. Provision 2 greatly reduces paperwork, so the employees who used to process school meal applications have been shifted to meal production. In fact, Atwell uses the extra breakfast revenues to spend 50% more on food for breakfast, resulting in higher quality meals for the children of Modesto City.

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## **Glynn County Schools Brunswick, GA**

With the support of the entire school community – principals, administrators, teachers and food service workers – Glynn County Schools are able to provide every student in the district with a nutritious start to the school day. Even with only about 45% of its students eligible for free or reduced-price school meals, Glynn County uses Provision 2 (see page 4) to provide breakfast at no cost to all students, regardless of income, and without losing money on the meal.

After learning about Provision 2 from the Georgia Department of Education, School Nutrition Director Marie Richardson decided to try it “because breakfast is such an important meal to help with student test scores and education.” She asks, “After all, isn’t that what we’re here for?”

Principals and school administrators encourage school breakfast participation by adjusting schedules to ensure that school buses arrive at least 10 minutes before the start of the school day. Across the district, all the students go straight into cafeteria after getting off the buses in the morning. And principals allow students on any late buses to still get breakfast.

High student participation in school breakfast is essential to the financial success of the program, as high meal volume leads to lower per-meal costs, says Richardson. Providing breakfast at no cost to all students helps the meal service move faster and eliminates the need for cashiers, reducing labor costs. Glynn County also keeps the meals quick and simple, so that only two employees can serve up to 500 breakfasts. Yet they maintain the quality of the meals, offering a choice of fresh fruit or juice every morning, as well as hot breakfast several days per week.

Glynn County teachers observe that school breakfast helps their students in the classroom. Richardson believes many of the children wouldn’t eat breakfast otherwise. Some of the children have long bus rides and are too sleepy to eat at home, while other children fend for themselves in the morning and don’t like to eat alone. She sees that the students like to eat breakfast together at school, as it gives them a chance to see friends and talk while sharing a meal.

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## **Massachusetts Department of Education's Superintendents School Breakfast Campaign**

In an effort to bring statewide attention to the importance of school breakfast as an educational tool, David Driscoll, Commissioner of Education for the Commonwealth of Massachusetts, selected several superintendents to spearhead a school breakfast campaign. This unique approach to expanding school breakfast has resulted in many creative partnerships and successful efforts to increase participation in the program.

In its first year, FY00, the campaign employed several methods to highlight the importance of the school breakfast program. The Commissioner and the lead superintendents sent a letter and brochure about the links between breakfast and educational success to all Massachusetts superintendents. Several lead superintendents presented on the connection between school breakfast and academic success at regional superintendents' meetings. The campaign also contacted superintendents without school breakfast programs and placed articles in educational association newsletters.

Project Bread, Massachusetts' leading anti-hunger organization, complemented the Commissioners' campaign with a school breakfast media campaign. Project Bread conducted focus groups of parents and students and developed a series of television ads, billboards and posters to promote the educational benefits of school breakfast. The television ads ran on stations throughout the state, billboards appeared in Boston and Springfield, and posters were placed on public transportation in the greater Boston area.

In response to the superintendents campaign, districts throughout Massachusetts expanded participation in school breakfast, especially through the introduction of universal breakfast programs. Orange introduced universal free breakfast in all Orange elementary schools. Taunton brought universal breakfast to its neediest elementary school: after attendance and other morning exercises, all the students go to the cafeteria for breakfast. According to Principal Ann Dargon, "Teachers comment on the difference in the quality of the students' work, attention and behavior."

In Boston, three schools made innovative changes to their schedules to include universal free breakfast as part of the school day. In addition, four new schools started universal breakfast, bringing Boston's total number of universal breakfast schools to 20. At one Boston middle and elementary school, the children eat breakfast for

15 minutes in homeroom while attendance is taken and homework is collected, and each student is responsible for cleaning up his or her own space. Principal Isabel Méndez says, “Kids learn pride and responsibility by being in charge of getting breakfast and bringing leftovers back to the cafeteria.” Project Bread and the Commissioner are partnering to conduct research on the academic and sociological benefits of Boston’s universal breakfast program.

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## APPENDIX B: STATE LEGISLATION PROMOTING SCHOOL BREAKFAST

<b>AR</b>	State Requirement	School breakfast is required in schools with 20 percent or more free or reduced-price (F&RP) eligible students. ARK. CODE ANN. § 6-18-705.
<b>AZ</b>	Reporting Requirement	Schools that have 35 percent or more F&RP eligible students and that do not participate in school breakfast must report the reasons for nonparticipation. HR 2211, 45 <sup>th</sup> Leg., 1 <sup>st</sup> Reg. Sess. (Az. 2001). The legislation was not renewed for FY 2002.
<b>CA</b>	Meal Requirement	Public schools must provide at least one free or reduced-price meal daily to all F&RP eligible students. CAL. EDUC. CODE § 49550.
	State Funds	Grants of up to \$15,000 are available per school on a competitive basis, up to the annual appropriation (\$1 million for school year 2001-02), for nonrecurring start-up and expansion expenses where 20 percent or more of students are approved for free or reduced price meals. CAL. EDUC. CODE § 49550.3.  The State provides an additional reimbursement, adjusted annually. CAL. EDUC. CODE § 49536. For the 2002-03 school year, the State provides \$0.1343 per F&RP breakfast served to both public and private schools.
<b>CT</b>	State Requirement	School breakfast is required in K-8 schools where 80 percent of lunches served are F&RP eligible. CONN. GEN. STAT. ANN. § 10-266w.
	State Funds	Within the limits of annual appropriation, the State offers a \$3,000 flat grant to each severe need school (those where 40 percent or more of the lunches served in the second prior year were to F&RP eligible students), and up to \$0.10 per breakfast served in each severe need school.
<b>FL</b>	State Requirement	School breakfast is required in all public elementary schools. FLA. STAT. ch. 228.195.
	State Funds	In public elementary schools the State provides the difference between the federal reimbursement and the average statewide school breakfast cost for every school breakfast served. FLA. STAT. ch. 228.195.
<b>GA</b>	State Requirement	School breakfast is required in K-8 schools with 25 percent or more F&RP eligible students and in all other schools with 40 percent or more F&RP eligible students. GA. CODE ANN. § 20-2-66.
<b>HI</b>	State Funds	The State provides approximately \$0.14 per breakfast.
<b>IA</b>	State Requirement	Through school year 2001, the State required that all public school students have access to breakfast. The breakfast mandate was repealed in 2002. IOWA CODE ANN. § 283A.2.
	State Funds	The State provides \$0.04 per breakfast until funds are depleted. The total breakfast funding varies each year; for school year 2001-02 it was \$326,000.

<b>IL</b>	State Funds	<p>The State provides start-up funds of up to \$3,500 per school for nonrecurring costs; priority is given to schools with at least 50 percent F&amp;RP eligible students.</p> <p>The State provides \$0.145 per free breakfast served. Schools are eligible for additional \$0.10 reimbursement for each free, reduced-price and paid breakfast served if breakfast participation increases; the additional reimbursement is automatic if the number of breakfasts served in the month exceeds the number of breakfasts served in the same month the previous year by 10 percent.</p>
	State Funds for Universal Breakfast	<p>The State provides funding for a Universal Breakfast Pilot Program for schools with 80 percent or more F&amp;RP lunch eligible students.</p>
<b>IN</b>	State Requirement	<p>School breakfast is required in public schools with 25 percent or more F&amp;RP eligible students. IND. CODE ANN. § 20-5-13.5-4.</p>
<b>KS</b>	State Requirement	<p>School breakfast is required in schools with 35 percent or more F&amp;RP eligible students. KAN. STAT. ANN. § 72-5125.</p>
<b>KY</b>	Scheduling Requirement	<p>School districts are required to arrange bus schedules so that all buses arrive in sufficient time for schools to serve breakfast prior to the instructional day. KY. REV. STAT. ANN. § 158.070.</p>
	Reporting Requirement	<p>All schools without breakfast must report on the reasons and any problems that inhibit participation. KY. REV. STAT. ANN. § 157.065.</p>
<b>LA</b>	State Requirement	<p>The school board must operate the breakfast program if at least 25 percent of the students enrolled in one or more schools in the system are F&amp;RP eligible. LA. REV. STAT. ANN. § 17:192.</p>
<b>MA</b>	State Requirement	<p>School breakfast is required in public schools where 40 percent or more of the lunches served in the second prior year were to F&amp;RP eligible students and where more than 50 F&amp;RP meal applications are on file from the preceding school year. MASS. GEN. LAWS ch.69 §1C.</p>
	State Funds	<p>Mandated schools may receive an additional \$0.10 for F&amp;RP meals if breakfast costs exceed federal severe need reimbursements. The State allocates \$2.2 million for start-up and outreach grants for both the breakfast and summer food programs, and for the state mandate reimbursement.</p>
	State Funds for Universal Breakfast	<p>The State provides \$5.3 million for FY 2003 universal breakfast grants and reimbursements. \$1.5 million is allocated for grants, with the balance going to reimbursement. This results in approximately \$0.30 reimbursement per breakfast if costs exceed other reimbursements (this reimbursement is separate from the additional \$0.10 for mandated schools).</p>

<b>MD</b>	State Requirement	School breakfast is required in elementary public schools, but those schools with less than 15 percent F&RP eligible students may be exempted. MD. CODE. ANN., EDUC. § 7-701 and §7-702.
	State Funds	The State provides \$0.1325 for F&RP breakfasts in non-severe need schools and \$0.50 in severe need schools (those where 40 percent or more of the lunches served in the second prior year were to F&RP eligible students).
	State Funds for Universal Breakfast	The State sponsors Maryland Meals for Achievement, an in-classroom universal school breakfast program. MD. CODE. ANN., EDUC. § 7-704. The 2001-02 appropriation was \$1.9 million.
<b>MI</b>	State Requirement	School breakfast is required in public schools with 20 percent or more F&RP eligible students during immediate preceding school year. MICH. COMP. LAWS § 380.1272a.
	State Funds	The State provides per meal reimbursements, subject to annual appropriation, to cover the lesser of actual costs or 100 percent of the cost of an efficiently operated program. MICH. COMP. LAWS § 380.1272d. \$5,328,000 was appropriated for school year 2001-02 and \$6,274,900 is appropriated for school year 2002-03.
<b>MN</b>	State Requirement	School breakfast is required in public schools with 33 percent or more F&RP eligible students. MINN. STAT. ANN. § 124D.117.
	State Funds for Universal Breakfast	These schools are eligible for additional reimbursement through participation in the “Fast Break to Learning” universal breakfast program. MINN. STAT. ANN. § 124D.1156.
	State Funds	The State also provides reimbursements for traditional breakfast programs: \$0.051 per breakfast in schools with up to 32 percent F&RP eligible students; an additional \$0.105 per meal for F&RP breakfasts in schools with 33 percent to 39 percent F&RP eligible students; and \$0.051 per meal for paid breakfasts only in severe need schools (those where 40 percent or more of the lunches served in the second prior year were to F&RP eligible students). MINN. STAT. ANN. § 124D.115.  In school year 2001-02, \$2.5 million was provided to schools participating in the “Fast Break to Learning” program and \$713,000 was provided in traditional breakfast reimbursements. The State appropriations for school year 2002-03 are \$2.8 million for the “Fast Break to Learning” program and \$700,000 for the traditional breakfast program.
<b>MO</b>	State Requirement	School breakfast is required in schools with 35 percent or more F&RP eligible students. MO. REV. STAT. § 191.803.
<b>MT</b>	State Funds	Schools may apply for breakfast program start-up funds. MONT CODE ANN. § 20-10-208 (terminates June 30, 2003).  \$54,865 was available in start-up funds for the 2001-02 and 2002-03 school years.
<b>NC</b>	State Funds for Universal Breakfast (Kindergarten only)	The State appropriates funds to provide free universal breakfast to kindergarten students.

<b>NE</b>	State Funds	The State provides \$0.05 per breakfast in those public schools that also participate in a lunch program. NEB. REV. STAT. § 79-10,138.
<b>NJ</b>	State Funds	For school year 2002-03, the State appropriated \$1.5 million to provide \$0.10 for all breakfast meals served: free, reduced price and paid.
	Pending State Requirement	Senate Bill 1498, pending this session, would establish a school breakfast mandate for public schools in which the proportion of prior-year F&RP eligibility was at or above a specified level: 40 percent in 2002-03; 35 percent in 2003-04; and 20 percent in subsequent school years.
<b>NY</b>	State Requirement	School breakfast is required in elementary schools; in schools located in school districts with at least 125,000 inhabitants; and in schools that participate in school lunch program and have 40 percent or more lunches served to F&RP eligible students. N.Y. COMP. CODES R. & REGS. tit. 8, § 114.2.
	State Funds	The State provides \$0.11 for free, \$0.17 for reduced-price, and \$0.0025 for paid breakfast.  The State also provides reimbursement of all expenses exceeding revenues in first year of breakfast implementation in a public school.
<b>OH</b>	State Requirement	School breakfast is required in schools with either 50 percent or more F&RP eligible students or 33 percent free eligible students. OHIO REV. CODE ANN. § 3313.81.3.
	State Funds	State appropriated \$2.5 million for FY 2001-02 to supplement breakfast reimbursements at \$0.10 per breakfast and \$500,000 for rural start-up programs.
<b>OR</b>	State Requirement	School breakfast is required in all schools where 25 percent or more of the students are F&RP eligible, and in Chapter I schools. OR. REV. STAT. §327.535
<b>PA</b>	State Funds	The State provides \$0.10 per each breakfast and lunch served. The State provides an additional \$0.02 (\$0.12 total) per lunch to schools that participate in both lunch and breakfast. The State also provides an additional \$0.04 (\$0.14 total) per lunch to schools that have over 20 percent student enrollment in school breakfast. 22 PA. CODE § 191.3.
<b>RI</b>	State Requirement	School breakfast is required in all public schools. R.I. GEN. LAWS § 16-8-10.1.
	State Funds	The State appropriated \$735,000 in school year 2002-03 for breakfast supervision costs, which reflects the amount actually used in school year 2001-02 with an inflation factor for increased costs.
<b>SC</b>	State Requirement	School breakfast is required in all public schools. S.C. CODE ANN. § 59-63-790.
<b>TN</b>	State Requirement	School breakfast is required in K-8 schools with 25 percent or more F&RP eligible students and in all other schools with 40 percent or more F&RP eligible students. TENN. CODE ANN. § 49-6-2302.

<b>TX</b>	State Requirement	School breakfast is required in public schools and open-enrollment charter schools with 10 percent or more F&RP eligible students. TEX. EDUC. CODE ANN. § 33.901.
<b>UT</b>	Reporting Requirement	The State requires elementary schools without breakfast to report reasons for nonparticipation every three years. UTAH CODE ANN. § 53A-19-301.
<b>VA</b>	State Requirement	School breakfast is required in public schools with 25 percent or more F&RP eligible students. VA. CODE ANN. § 22.1-207.3.
<b>VT</b>	State Funds	The State appropriated \$95,339 in FY 2002 for breakfast reimbursements. The per plate reimbursement rate is determined by dividing total funds by total number of breakfasts served.
<b>WA</b>	State Requirement	School breakfast is required in schools where over 40 percent of the lunches served are F&RP. WASH. REV. CODE § 28A.235.140
	State Funds	The superintendent of public instruction may grant additional funds for breakfast start-up and expansion grants, when appropriated. WASH. REV. CODE § 28A.235.150  The State provides \$4.5 million for meal reimbursements, plus an incentive reimbursement for school lunch if school breakfast is served. The State provides approximately \$0.15 per F&RP breakfast, adjusted at the end of the year to utilize entire appropriation.
<b>WI</b>	State Funds	The State provided \$1,055,400 in 2001-02 to reimburse up to \$0.10 per breakfast served that meets the nutritional requirements of 7 CFR § 220.8 or 220.8a, in both public and private schools. WIS. STAT. §115.341.
<b>WV</b>	State Requirement	School breakfast is required in all schools. W. VA. CODE § 18-5-37.
	Board of Education Time Requirement	The Board of Education requires that students be afforded at least 10 minutes to eat after receiving their breakfast. W. VA. CODE ST. R. tit. 126, § 86-7.

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