

LEGISLATIVE RESEARCH REPORT

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STATE FUNDING OF FEDERAL SCHOOL BREAKFAST AND LUNCH PROGRAMS

PREPARED FOR SENATOR WIELECHOWSKI

BY TIM SPENGLER, LEGISLATIVE ANALYST

You asked about the National School Lunch Program and the School Breakfast Program. Specifically, you were interested in how states supplement the federal funding these programs provide.

National School Lunch Program and School Breakfast Program

The National School Lunch Act of 1946 and the Child Nutrition Act of 1966 authorized the National School Lunch Program (NSLP) and School Breakfast Program (SBP), respectively. These federal school meal programs provide reimbursements that assist schools to provide lunches and breakfasts to kindergarten through high school students enrolled in public and non-profit private schools or residential child care institutions across the country. In order to participate in the programs, schools must serve meals that meet federal nutrition requirements, and must offer these meals free and at a reduced price to eligible children

Both programs have gradually increased the number of children they serve over the decades. In 2008, the NSLP provided low-cost or free lunches to more than 30 million children nationwide while the SBP served around 10 million children. On the federal level, the program is administered by the U.S. Department of Agriculture's (USDA) Food and Nutrition Service, while at the state level it is usually administered by state education agencies, which operate the program through agreements with local school food authorities.¹

Federal Funding

Most of the support the USDA provides to schools for the National School Lunch Program and School Breakfast Program comes in the form of cash reimbursement for each meal served. Children from families with incomes at or below 130 percent of the poverty level are eligible for

¹ As Attachment A, we include fact sheets from the USDA that detail the National School Lunch Program and the School Breakfast Program. Additional USDA information on these programs is available at <http://www.fns.usda.gov/cnd/lunch/> and <http://www.fns.usda.gov/cnd/breakfast/>.

free meals. Students from families whose income is between 130 percent and 185 percent of the poverty level are eligible for reduced-priced meals, for which students can be charged no more than 40 cents.² Children from families with incomes over 185 percent of poverty pay a full price for meals. Local schools set their own prices for full-price meals, but must operate their meal service as a non-profit program. In Table 1, we present the federal reimbursement rates states receive for serving full price, reduced price, and free breakfasts and lunches.

| Table 1: Federal Reimbursement Rates for the National School Lunch Program and the School Breakfast Program, (Fiscal Year 2010) | | | |
|--|------------|---------------|--------|
| National School Lunch Program | | | |
| | Full Price | Reduced Price | Free |
| Contiguous United States | \$0.25 | \$2.28 | \$2.68 |
| Alaska | \$0.41 | \$3.95 | \$4.35 |
| Hawaii | \$0.30 | \$2.75 | \$3.15 |
| School Breakfast Program | | | |
| | Full Price | Reduced Price | Free |
| Contiguous United States | \$0.26 | \$1.16 | \$1.46 |
| Alaska | \$0.26 | \$1.16 | \$2.33 |
| Hawaii | \$0.29 | \$1.40 | \$1.70 |

Notes: In schools that serve 60 percent or more free or reduced price lunches, reimbursement rates are slightly higher.
Sources: U.S. Department of Agriculture, Food and Nutrition Service.

State Efforts to Supplement Federal Funding for Meals for Students

To participate in the federal lunch and breakfast programs, states provide a partial match for the administrative costs of their state programs (generally around 30 percent of the federal funding). As mentioned, states usually operate their school food programs through their departments of education, which in turn have agreements with school food authorities (SFA). SFAs are responsible for the administration of school food services in one or more schools. While the vast majority of the school breakfast and lunch program funding comes from federal cash reimbursements, SFAs may also receive funds from state meal reimbursement programs—which we discuss below—student and adult food sales, and other sources such as catering services, interest on deposits, and revenues from the sale of used equipment.

Federal reimbursement does not fully cover the cost of meals served to students. Initially the programs were intended to cover these costs and appear to have done so in the past. In 1996, however, the USDA established more stringent requirements for the nutritional contents of school meals, which subsequently raised the preparation costs. Reimbursement rates have not increased proportionally as food costs have risen over the years. We were unable to find evidence that schools in any region of the country are able to pay for their school meals solely from federal reimbursement funds.

As mentioned above, some states also supplement federal funding, usually reimbursing schools on a per meal basis. Pennsylvania’s state reimbursement rates, for example, range between

² For Fiscal Year 2010, 130 percent of the poverty level for a family of four is \$28,655; and 185 percent is \$40,793.

0.10 to 0.17 cents per meal depending on a number of factors. Even with the augmentation, however, the costs of meals are not covered, according to Vonda Fekete, chief state director, Child Nutrition Programs, Pennsylvania Department of Education.³ Ms. Fekete told us that revenue from the sales of à la carte food items is the primary funding mechanism schools use to bridge the fiscal gap. School districts in Pennsylvania also sometimes use general funds, albeit reluctantly, to finance the breakfast and lunch programs.

Along with Pennsylvania, a number of other states augment federal funds for the National Lunch Program and the School Breakfast Program. We identified 23 states that reimburse schools (or otherwise provide state funding) for providing breakfast or lunches.⁴ State reimbursement rates range from 3 cents per meal (Iowa, New Hampshire) up to 20 cent per meal (Virginia). Additionally, five other states mandate that a universal breakfast program be in place.⁵ For example, New Mexico appropriated \$3.45 million for the 2008-2009 school year so that all children at low performing elementary schools can have a free breakfast regardless of the income of their family.

We include, as Attachment B, a report from the Food Research and Action Center entitled "School Breakfast Scorecards: School Year 2007-2008," that details state meal legislation, including mandates, funding, and other requirements.⁶ (You may find the table on page 20 particularly useful in comparing state actions in this area.) According to this report, one of most effective ways for states to help ensure their students are getting enough food is to implement a robust school breakfast program. Some of the benefits of serving breakfast in school include improved school performance, reduced behavioral problems, and improved student diets.

Historically, the NSLP serves around three times as many meals nationwide than the SBP, according to the USDA. The primary reason for many schools not serving breakfast involves logistical, rather than fiscal, difficulties (breakfast is usually more cost effective for schools to serve than lunch). Whereas lunch occurs during a traditional break in the middle of the school day, breakfast often must be served while class is in session, which can be disruptive to teachers and children.⁷

Alaska does not provide state reimbursement to schools that participate in the NSLP or the SBP. Additionally, Alaska is one of 11 states, along with the District of Columbia, that does not have legislation mandating that all or certain schools participate in the federal school meal programs.⁸

³ Vonda Fekete, chief state director, Child Nutrition Programs, Pennsylvania Department of Education can be reached at (717) 787-7698.

⁴ These 23 states are California, Colorado, Connecticut, Florida, Hawaii, Illinois, Iowa, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, Virginia, Washington, and Wisconsin.

⁵ The five states that mandate a universal breakfast program are Illinois, Maryland, Massachusetts, New Mexico, and North Carolina.

⁶ The Food Research and Action Center (FRAC) is a nonprofit organization that works to eradicate hunger and under-nutrition in the United States. (<http://www.frac.org/index.html>) The report details how states are using both the School Breakfast Program and the National School Lunch Program.

⁷ USDA Strategies for schools that are considering implementing or expanding breakfast programs can be viewed at <http://www.fns.usda.gov/cnd/breakfast/expansion/expansionstrategies.htm>.

⁸ This information came from the Food Research and Action Center. Along with the District of Columbia, the 11 states that do not require all or certain school to participate are Alabama, Alaska, Arizona, Delaware, Idaho, Mississippi, Montana, North Dakota, Oklahoma, South Dakota, and Wyoming.

According to information provided by Linda Cote, food service coordinator for the state of Alaska, 43 of the 53 school districts in Alaska have implemented a school lunch program while 34 districts participate in the school breakfast program; although not all schools in each of the participating districts have these programs.⁹

According to Ms. Coate, despite Alaska's higher federal reimbursement rates, she is unaware of any districts where these funds alone are sufficient to cover the expense of the meals. Ms. Coate informs us that larger schools come closest to being able to pay for the meals with the federal reimbursement they receive, as a result of more participants. But even these schools must supplement federal reimbursement funds in some other manner usually in the form of á la carte food sales and monies from school operating funds.

We hope you find this information to be useful. Please let us know if you have questions or need additional information.

⁹ Linda Coate, school food coordinator, Department of Education and Early Development, State of Alaska, (907) 465-8708.

Attachment A

School Breakfast Program and National School Lunch Program, Fact Sheets, United States Department of Agriculture, Food and Nutritional Service, August 2009

NATIONAL SCHOOL LUNCH PROGRAM

1. What is the National School Lunch Program?

The National School Lunch Program is a federally assisted meal program operating in over 101,000 public and non-profit private schools and residential child care institutions. It provides nutritionally balanced, low-cost or free lunches to more than 30.5 million children each school day in 2008. In 1998, Congress expanded the National School Lunch Program to include reimbursement for snacks served to children in afterschool educational and enrichment programs to include children through 18 years of age.

The Food and Nutrition Service administers the program at the Federal level. At the State level, the National School Lunch Program is usually administered by State education agencies, which operate the program through agreements with school food authorities.

2. How does the National School Lunch Program work?

Generally, public or nonprofit private schools of high school grade or under and public or nonprofit private residential child care institutions may participate in the school lunch program. School districts and independent schools that choose to take part in the lunch program get cash subsidies and donated commodities from the U.S. Department of Agriculture (USDA) for each meal they serve. In return, they must serve lunches that meet Federal requirements, and they must offer free or reduced price lunches to eligible children. School food authorities can also be reimbursed for snacks served to children through age 18 in afterschool educational or enrichment programs.

3. What are the nutritional requirements for school lunches?

School lunches must meet the applicable recommendations of the 1995 Dietary Guidelines for Americans, which recommend that no more than 30 percent of an individual's calories come from fat, and less than 10 percent from saturated fat. Regulations also establish a standard for school lunches to provide one-third of the Recommended Dietary Allowances of protein, Vitamin A, Vitamin C, iron, calcium, and calories.

School lunches must meet Federal nutrition requirements, but decisions about what specific foods to serve and how they are prepared are made by local school food authorities.

4. How do children qualify for free and reduced-price meals?

Any child at a participating school may purchase a meal through the National School Lunch Program. Children from families with incomes at or below 130 percent of the poverty level are eligible for free meals. Those with incomes between 130 percent and 185 percent of the poverty level are eligible for reduced-price meals, for which students can be charged no more than 40 cents. (For the period July 1, 2009, through June 30, 2010, 130 percent of the poverty level is \$28,665 for a family of four; 185 percent is \$40,793.)

Children from families with incomes over 185 percent of poverty pay a full price, though their meals are still subsidized to some extent. Local school food authorities set their own prices for full-price (paid) meals, but must operate their meal services as non-profit programs.

Afterschool snacks are provided to children on the same income eligibility basis as school meals. However, programs that operate in areas where at least 50 percent of students are eligible for free or reduced-price meals may serve all their snacks for free.

5. How much reimbursement do schools get?

Most of the support USDA provides to schools in the National School Lunch Program comes in the form of a cash reimbursement for each meal served. The current (July 1, 2009 through June 30, 2010) basic cash reimbursement rates if school food authorities served less than 60% free and reduced price lunches during the second preceding school year are:

| | | |
|----------------------|-------------------------------|----------------------|
| Free lunches: | Reduced-price lunches: | Paid lunches: |
| \$2.68 | \$2.28 | \$0.25 |
| Free snacks: | Reduced-price snacks: | Paid snacks: |
| \$0.74 | \$0.37 | \$0.06 |

Higher reimbursement rates are in effect for Alaska and Hawaii, and for schools with high percentages of low-income students. For the latest reimbursement rates visit FNS website at www.fns.usda.gov/cnd/Governance/notices/naps/NAPs.htm.

6. What other support do schools get from USDA?

In addition to cash reimbursements, schools are entitled by law to receive USDA foods, called "entitlement" foods, at a value of 19.50 cents for each meal served in Fiscal Year 2009-2010. Schools can also get "bonus" USDA foods as they are available from surplus agricultural stocks.

Through Team Nutrition USDA provides schools with technical training and assistance to help school food service staffs prepare healthful meals, and with nutrition education to help children understand the link between diet and health.

7. What types of foods do schools get from USDA?

States select entitlement foods for their schools from a list of various foods purchased by USDA and offered through the school lunch program. Bonus foods are offered only as they become available through agricultural surplus. The variety of both entitlement and bonus USDA foods schools can get from USDA depends on quantities available and market prices.

A very successful project between USDA and the Department of Defense (DoD) has helped provide schools with fresh produce purchased through DoD. USDA has also worked with schools to help promote connections with local small farmers who may be able to provide fresh produce.

8. How many children have been served over the years?

The National School Lunch Act in 1946 created the modern school lunch program, though USDA had provided funds and food to schools for many years prior to that. About 7.1 million children were participating in the National School Lunch Program by the end of its first year, 1946-47. By 1970, 22 million children were participating, and by 1980 the figure was nearly 27 million. In 1990, over 24 million children ate school lunch every day. In Fiscal Year 2007, more than 30.5 million children each day got their lunch through the National School Lunch Program. Since the modern program began, more than 219 billion lunches have been served.

9. How much does the program cost?

The National School Lunch Program cost \$9.3 billion in FY 2008. By comparison, the lunch program's total cost in 1947 was \$70 million; in 1950, \$119.7 million; in 1960, \$225.8 million; in 1970, \$565.5 million; in 1980, \$3.2 billion; in 1990, \$3.7 billion; and in 2000, 6.1 billion.

For more information:

For information on the operation of the National School Lunch Program and all the Child Nutrition Programs, contact the State agency in your state that is responsible for the administration of the programs. A listing of all our State agencies may be found on our web site at www.fns.usda.gov/cnd, select "Contact Us", then select "Child Nutrition Programs."

You may also contact us through the office of USDA, Food and Nutrition Service, Public Information Staff at 703-305-2286, or by mail at 3101 Park Center Drive, Room 914, Alexandria, Virginia 22302.

August 2009

THE SCHOOL BREAKFAST PROGRAM

1. What is the School Breakfast Program?

The School Breakfast Program is a federally assisted meal program operating in public and nonprofit private schools and residential child care institutions. It began as a pilot project in 1966, and was made permanent in 1975. The School Breakfast Program is administered at the Federal level by the Food and Nutrition Service. At the State level, the program is usually administered by State education agencies, which operate the program through agreements with local school food authorities in more than 87,000 schools and institutions.

2. How does the School Breakfast Program work?

The School Breakfast Program operates in the same manner as the National School Lunch Program. Generally, public or nonprofit private schools of high school grade or under and public or nonprofit private residential child care institutions may participate in the School Breakfast Program. School districts and independent schools that choose to take part in the breakfast program receive cash subsidies from the U.S. Department of Agriculture (USDA) for each meal they serve. In return, they must serve breakfasts that meet Federal requirements, and they must offer free or reduced price breakfasts to eligible children.

3. What are the nutritional requirements for school breakfasts?

School breakfasts must meet the applicable recommendations of the Dietary Guidelines for Americans which recommend that no more than 30 percent of an individual's calories come from fat, and less than 10 percent from saturated fat. In addition, breakfasts must provide one-fourth of the Recommended Dietary Allowance for protein, calcium, iron, Vitamin A, Vitamin C and calories. The decisions about what specific food to serve and how they are prepared are made by local school food authorities.

4. How do children qualify for free and reduced price breakfasts?

Any child at a participating school may purchase a meal through the School Breakfast Program. Children from families with incomes at or below 130 percent of the Federal poverty level are eligible for free meals. Those with incomes between 130 percent and 185 percent of the poverty level are eligible for reduced-price meals. (For the period July 1, 2009, through June 30, 2010, 130 percent of the poverty level is \$28,665 for a family of four; 185 percent is \$40,793.) Children from families over 185 percent of poverty pay full price, though their meals are still subsidized to some extent.

5. How much reimbursement do schools get?

Most of the support USDA provides to schools in the School Breakfast Program comes in the form of a cash reimbursement for each breakfast served. The current (July 1, 2009 through June 30, 2010) basic cash reimbursement rates for non-severe need are:

| | |
|---------------------------------|---------------|
| Free breakfasts | \$1.46 |
| Reduced-price breakfasts | \$1.16 |
| Paid breakfasts | \$0.26 |

Schools may qualify for higher "severe need" reimbursements if 40% of their lunches are served free or at a reduced price in the second preceding year. Severe need payments are up to 28 cents higher than the normal reimbursements for free and reduced-price breakfasts. About 74 percent of the breakfasts served in the School Breakfast Program receive severe need payments. Higher reimbursement rates are in effect for Alaska and Hawaii.

Schools may charge no more than 30 cents for a reduced-price breakfast. Schools set their own prices for breakfasts served to students who pay the full meal price (paid), though they must operate their meal services as non-profit programs.

For the latest reimbursement rates visit FNS website at

www.fns.usda.gov/cnd/Governance/notices/naps/NAPs.htm

6. What other support do schools get from USDA?

Through Team Nutrition, USDA provides schools with technical training and assistance to help school food service staffs prepare healthy meals, and with nutrition education to help children understand the link between diet and health.

7. How many children have been served over the years?

In Fiscal Year 2007, over 10.1 million children participated every day. That number grew to 10.5 million in Fiscal Year 2007. Of those, 8.1 million received their meals free or at a reduced-price.

Participation has slowly but steadily grown over the years: 1970: 0.5 million children; 1975: 1.8 million children; 1980: 3.6 million children; 1985: 3.4 million children; 1990: 4.0 million children; 1995: 6.3 million children; 2000: 7.5 million children.

8. How much does the program cost?

For Fiscal Year 2008, the School Breakfast Program cost \$2.4 billion, up from \$1.9 billion in Fiscal Year 2005. The cost in previous years was in 1970, \$ 10.8 million; in 1980, \$287.8 million; in 1990, \$ 599.1 million; and in 2000, \$1.39 billion.

For more information:

For information on the operation of the School Breakfast Program and all the Child Nutrition Programs, contact the State agency in your state that is responsible for the administration of the programs. A listing of all our State agencies may be found on our web site at www.fns.usda.gov/cnd, select "Contact Us" then select "Child Nutrition Programs."

You may also contact us through the office of USDA, Food and Nutrition Service, Public Information Staff at 703-305-2286, or by mail at 3101 Park Center Drive, Room 914, Alexandria, Virginia 22302.

August 2009

Attachment B

“School Breakfast Scorecard: School Year 2007-2008,” Food Research and Action Center, January 2009



School Breakfast Scorecard

School Year 2007–2008

FOOD RESEARCH AND ACTION CENTER

January 2009

FRAC
1875 Connecticut Avenue, NW
Suite 540
Washington, DC 20009
(202) 986-2200 / www.frac.org



About FRAC

The Food Research and Action Center (FRAC) is the leading national organization working for more effective public and private policies to eradicate domestic hunger and undernutrition.

For more information about FRAC, or to sign up for FRAC's Weekly News Digest, visit www.frac.org. For information about school meals, go to http://www.frac.org/html/federal_food_programs/federal_index.html.

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Claneil Foundation
Entertainment Industry Foundation
Evangelical Lutheran Church in America
General Mills Foundation
Robert Wood Johnson Foundation
Land O'Lakes Foundation
A.L. Mailman Family Foundation

MAZON: A Jewish Response to Hunger
The Moriah Fund
Charles Stewart Mott Foundation
New Directions Foundation
David and Lucile Packard Foundation
Presbyterian Hunger Program
Pritzker Early Childhood Foundation
Public Welfare Foundation
Taste of the NFL



Executive Summary

The School Breakfast Program plays an invaluable role in reducing childhood hunger and improving nutrition, as well as supporting a range of positive outcomes that advance key national priorities. School breakfast supports child development, improves health, boosts student achievement and student behavior, and reduces obesity. But with less than half of eligible low-income children participating in the breakfast program now, and as substantial numbers of new children become eligible as families lose jobs or see their incomes reduced dramatically during this recession, it is essential to reduce barriers to participation and accelerate the expansion of school breakfast participation.

Key Findings for 2008

- In 2007-2008 8.5 million low-income children participated in the School Breakfast Program on an average day, an increase of 327,000 children or 4 percent compared to the prior school year.
- In 2007-2008, the National School Lunch Program reached 18.4 million low-income children on an average day, an increase of 2.5 percent compared to the prior year. Nationally, comparing free and reduced-price school breakfast participation to free and reduced-price lunch participation, 45.9 low-income children ate breakfast for every 100 children who ate lunch in school year 2007-2008. This was up from a ratio of 45.3:100 in 2006-2007, and 40.9:100 in school year 1997-1998.
- Nationally, if the school breakfast to lunch ratio had reached the goal of 60:100, 2.5 million more children would have been eating a healthy school breakfast every day, and states would have received an additional \$561 million in federal child nutrition funding in school year 2007-2008.
- South Carolina joined New Mexico in exceeding the ratio of 60 low-income children eating breakfast for every 100 eating lunch. Seven other states – West Virginia, Oklahoma, Kentucky, Mississippi, Georgia, Idaho and Vermont – surpassed the ratio of 55 low-income children for every 100 eating lunch.
- The lowest ranked states continued to be Illinois, Utah, Alaska, New Hampshire, and Connecticut.
- The new Administration, Congress, states and local school districts all have an important role to play in expanding the participation of low-income children in the School Breakfast Program.

Key School Breakfast Program Policy Recommendations for Child Nutrition Reauthorization

- Provide funding to start up and sustain universal classroom breakfast programs (free for all students), especially in schools that qualify for “severe need” breakfast reimbursement.
- Provide funding for outreach activities so that more children receive the nutrition they need.
- Raise the income eligibility cut-off for free school breakfast to 185 percent of poverty and eliminate the reduced-price copayment.
- Provide USDA commodities to schools for breakfast meals.
- Require USDA to issue proposed regulations updating the school meal patterns within 18 months of publication of the Institute of Medicine report.
- Provide funding to improve the quality of school breakfast (and all school meals).
- Strengthen the local school wellness policies to improve their impact at the local school level.

Introduction

At a time when the nation is in a recession that likely will be longer and deeper than any in recent decades, federal nutrition programs like the School Breakfast Program are more indispensable than ever to the economic security, health and well-being of low-income children and their families.

The School Breakfast Program is a miracle of good public policy. It not only reduces hunger, but it has a range of other positive outcomes that advance key priorities outlined by President-elect Obama during his campaign. The School Breakfast Program supports child development, improves health, boosts school achievement and student behavior, and reduces obesity.

In this year's report, the Food Research and Action Center (FRAC) finds that student participation in the School Breakfast Program continued modest but steady growth in school year 2007-2008. A record 10.5 million students ate breakfast at school on an average day in the last academic year; 8.5 million of those children came from low-income families. This represents a 4 percent increase in school breakfast participation since 2006-2007 by low-income children.

Overall, participation by schools in the School Breakfast Program grew by 1.1 percent last year, with 85.7 percent of schools that participate in the National School Lunch Program offering breakfast as well.

With this growth, nationally the School Breakfast Program reaches on an average day 45.9 low-income children for every 100 reached by the National School Lunch Program. There is considerable room for improvement. If every state had met an attainable goal of serving breakfast to 60 low-income children for every 100 eating lunch, as New Mexico and South Carolina showed was possible, 2.5 million more needy children would have been served nationally and states would have collected an additional \$561 million in federal child nutrition funding last year.

School breakfast also is a prime example of the potential of the nutrition programs to mitigate the serious negative effects of an economic recession. Because it is an entitlement, the program can be particularly responsive during times of economic downturn: the program can grow when the economy is weak and more children need help. But

with less than half of eligible low-income children taking advantage of the breakfast program now, and as substantial numbers of new children become eligible when families lose jobs or have their incomes cut during this recession, it is essential to accelerate the expansion of school breakfast participation.

FRAC publishes this annual School Breakfast Scorecard to document the current state of the program as well as to present recommendations on administrative and legislative improvements that can be undertaken at the local, state, and national level to immediately get healthy school breakfasts to more of our nation's children.

Who is Eligible for School Breakfast?

- Any public school, nonprofit private school or residential child care institution can choose to participate in the School Breakfast Program, which is funded through and administered by the United States Department of Agriculture (USDA).
- Any student attending a school that offers the program can eat breakfast. The amount the school is reimbursed by the federal government depends on the student's family income.
- Families must complete an application, or be "directly certified," to determine eligibility for free or reduced-price meals through the National School Lunch Program. Based on their family income, children fall into one of three groups:
 - **Free:** Children from families with incomes at or below 130 percent of the federal poverty level eat at no cost. Also, children directly certified because of their participation in TANF, FDPIR, or SNAP/Food Stamp Program eat at no cost.
 - **Reduced-Price:** Children from families with incomes between 130 and 185 percent of poverty can be charged no more than 30 cents per meal.
 - **Paid:** Children with family incomes above 185 percent of poverty pay the charges which are set by the school, but schools are reimbursed 24 cents per meal by USDA.

Why School Breakfast is Important

Even before the recent rapid economic downturn, in 2007 approximately 12.4 million American children, or one in six, lived in food insecure households. These are the most recent U.S. Department of Agriculture (USDA) data. Food insecurity means the households faced a constant struggle against hunger. Although experts agree that breakfast is the most important meal of the day, for children living in these struggling households a filling, nutritious meal every morning is often beyond their parents' ability to provide.

For millions of other children, the barriers to eating breakfast at home are a matter of time, transportation, or physiology, not money. As the demands on working parents have grown, and parents face longer commutes to distant jobs or jobs with non-traditional work hours, or children face long bus rides, sitting down to a healthy breakfast has become a rare event for many families. Along with the early morning rush, many children do not have an appetite when they first start the day, so skipping breakfast becomes an unhealthy routine for many.

During his campaign, President-elect Obama pledged to end childhood hunger by 2015 as well as to improve schools, raise educational achievement, improve child nutrition and tackle childhood obesity. Investing in the expansion of the School Breakfast Program is a key tool in meeting all of these goals.

Eating Breakfast Improves School Performance

As schools work to raise their students' academic performance and test scores, making sure every child has eaten a nourishing breakfast is an important but often overlooked tool. Researchers report that children who skip breakfast have more difficulty distinguishing among similar images, show increased errors, and have slower memory recall. Studies also show that children who live in families that experience hunger have lower math scores, are more likely to repeat a grade, and receive more special education services.

Eating a healthy breakfast helps to lay the groundwork children need to learn. Eating breakfast improves math grades, vocabulary skills and memory. 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 hours earlier at home.

U.S. Census Bureau Data: Family Breakfast not the Norm

Only **35 percent** of parents of children ages 6 to 11 report eating breakfast each day with their children, according to statistics from the U.S. Census Bureau. Data from the Survey of Income and Program Participation show that most American families of school-age children do not eat breakfast together every day. On average, only 22 percent of parents of middle- and high- school- aged students report eating breakfast daily with their children. More than twice as many parents report eating dinner with their children each day. These percentages are similar across income levels, race, areas of the country, and community type (urban, suburban or rural). These figures demonstrate how important it can be for schools to provide breakfast to ensure that all children have the opportunity to eat a nourishing meal so they can learn and thrive.

Eating Breakfast Reduces Behavioral Problems

As any parent knows, a hungry child is much more likely to be irritable and poorly behaved. Research has confirmed this connection. For example, teenagers experiencing hunger are more likely to be suspended from school, have difficulty getting along with other children, and to have few friends. In addition, hungry children are more likely to be absent and tardy.

Encouraging participation in the School Breakfast Program is a good way to improve school attendance and discipline. Studies have shown that students who participate in school breakfast have lower rates of absence and tardiness and exhibit decreased behavioral and psychological problems. Researchers have discovered that children who eat school breakfast have fewer discipline problems and visit school nurses' offices less often.

School Breakfast Improves Children's Diets

Many children in the United States grow up surrounded by "junk food," and many have developed unhealthy eating habits. In contrast, 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.

USDA reports that children with access to school breakfast eat a better overall diet, less fat, and more magnesium, vitamin C and folate. Other USDA research shows that children who participate in school breakfast eat more fruits, drink more milk, and consume a wider variety of foods than those who do not eat school breakfast or who have breakfast at home.

School Breakfast Can Help Reduce Obesity

Childhood obesity is a major public health epidemic. The Institute of Medicine reports that

fully one third of America's children are obese or at risk of obesity. Obesity rates have doubled among young children and tripled among adolescents over the past 20 years. Most troubling, they translate into increased risks of premature death and an overall lower quality of life because obesity is associated with greater risk of diabetes, heart disease, stroke, asthma, osteoarthritis, cancer and even psychological disorders.

Children and adolescents who eat breakfast are significantly less likely to be overweight, while skipping breakfast is associated with a higher risk of obesity. Researchers suggest that people who do not eat breakfast get very hungry later on in the day and tend to overeat as a result — consuming more calories each day than they would if they had eaten breakfast in the morning. School breakfast helps ensure that children will not be tempted to overeat at other meals or snack before lunch. School breakfast also helps to build lifelong healthy eating habits.



Student Participation

In 2007-2008, 8.5 million low-income children participated in the national School Breakfast Program on an average school day, an increase of 327,000 children or 4 percent compared to the prior school year. Combined with the previous year's increase of 391,000 children, participation in the School Breakfast Program among low-income children has grown by 9.3 percent since 2005-2006.

When children who received paid meals (those with family incomes above 185 percent of the federal poverty level) are included, total participation in the School Breakfast Program rose to 10.5 million children on an average morning in the 2007-2008 school year, a 4.2 percent increase overall from 2006-2007.

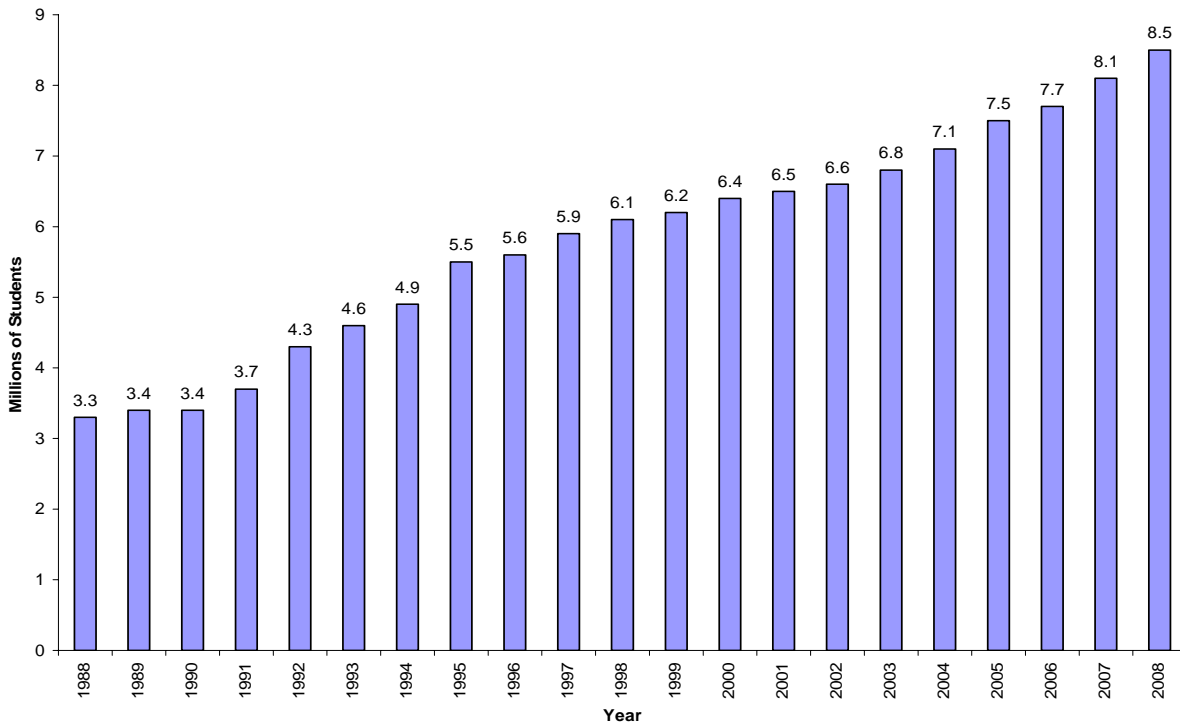
Because there is very broad participation in the National School Lunch Program by low-income students who receive the meal for free or at a reduced price, FRAC uses lunch participation as a benchmark against which to measure participation in school breakfast. In the 2007-2008 school year,

18.4 million low-income children ate a school lunch each day, 447,000 more than the year before, an increase of 2.5 percent.

Comparing free and reduced-price breakfast participation to free and reduced-price lunch participation, for every 100 children in the U.S. who ate lunch, 45.9 children ate breakfast in school year 2007-2008. This is an improvement from the previous year, when the ratio of breakfast to lunch participation was 45.3. Compared to a decade ago, the national ratio of breakfast participation has grown substantially, from 40.9 students in breakfast for every 100 in lunch in 1998 to 45.9 children now.

But with less than half of eligible low-income children taking advantage of the breakfast program now, and as substantial numbers of new children become eligible as families lose jobs or have their incomes cut during this recession, it is essential to reduce barriers to participation and accelerate the expansion of school breakfast participation.

Figure 1: Student Participation in the Free and Reduced-Price School Breakfast Program



Student Participation by State

Numbers of Students

Forty-nine states saw an increase in the number of free and reduced-price children eating breakfast, but wide variation among states in the underlying performance of their School Breakfast Programs continues to exist. In general, increases in low-income student breakfast participation were modest - 5 percent or less compared to the prior year. However, Rhode Island, Indiana, Delaware, Wisconsin, and Colorado led the states in participation growth, with Rhode Island achieving a 12 percent growth rate. This is the second year in a row that Wisconsin has been in the top five states in percentage increase.

While program growth was negligible in Oklahoma, Florida and Vermont, only Alaska and Oregon experienced an actual decrease.

Change in Number of Children Eating Free and Reduced-Price Breakfast School Year 2006-2007 to School Year 2007-2008

| State | Percent Change |
|------------------------|----------------|
| Top 5 States | |
| Rhode Island | 12.0% |
| Indiana | 10.7% |
| Delaware | 8.5% |
| Wisconsin | 8.1% |
| Colorado | 8.0% |
| Bottom 5 States | |
| Oklahoma | 0.6% |
| Florida | 0.4% |
| Vermont | 0.0% |
| Alaska | -0.6% |
| Oregon | -1.4% |

Forty-two states also had increased breakfast participation by children receiving paid meals. Only Arkansas, Florida, Hawaii, Iowa, Kentucky, New Hampshire, North Carolina, South Dakota, and Vermont had a decrease in the number of paid children in 2007-2008 compared to the prior year.

Ratios

When comparing states' ratios of student participation in the School Breakfast Program to the National School Lunch Program, most states' ratios improved, yet wide disparities remain. The 16 highest-performing states reach at least half of their eligible low-income children with breakfast, with New Mexico reaching 62.9 children for every 100 eating lunch. But participation in many states

still lags, with the bottom 14 states all serving fewer than 40 eligible low-income children and three states – Alaska, Utah, and Illinois - serving fewer than 35 low-income children breakfast for every 100 eating lunch.

Overall, 46 states improved their participation ratios in 2007-2008, with the largest increase, 3.2 points, happening in the District of Columbia, which moved to 16th place in 2007-2008 with a ratio of 50:100.

New Mexico retained the number one ranking, with a ratio of 62.9:100 in school year 2007-2008, while South Carolina became only the second state to surpass the goal of 60 low-income children eating breakfast for every 100 eating lunch with a ratio of 60.2:100. Arkansas replaced Oregon among the top ten states based on breakfast-to-lunch ratios.

Although most showed some improvement, the overall list of the ten lowest performing states is unchanged from last year, except for some changes in order. The worst performing state, Illinois, reached a dismal 33.4 children for every 100 eating lunch.

Students Participating in the School Breakfast Program (SBP) per 100 in the National School Lunch Program (NSLP)

| State | Ratio |
|--------------------------|-------|
| Top 10 States | |
| New Mexico | 62.9 |
| South Carolina | 60.2 |
| West Virginia | 57.4 |
| Oklahoma | 57.2 |
| Kentucky | 57.0 |
| Mississippi | 56.3 |
| Georgia | 55.8 |
| Idaho | 55.4 |
| Vermont | 55.4 |
| Arkansas | 53.9 |
| Bottom 10 States: | |
| Colorado | 37.8 |
| Wisconsin | 37.6 |
| Iowa | 37.1 |
| Nebraska | 36.9 |
| New Jersey | 36.7 |
| Connecticut | 35.7 |
| New Hampshire | 35.0 |
| Alaska | 34.7 |
| Utah | 34.0 |
| Illinois | 33.4 |

School Participation

In order for hungry children to have access to school breakfast, their school must participate in the program. While any school participating in the National School Lunch Program can also offer the School Breakfast Program, in the past many such schools failed to do so.

Over time, however, there has been a major shift. Nationally the percentage of schools offering breakfast as compared to lunch has grown from 48.8 percent in 1991 when FRAC initiated this scorecard, to 85.7 percent in 2007-2008. Last year 900 more schools across the country instituted a breakfast program, an increase of 1.1 percent from 2006-2007 in the number of schools, raising the ratio from 84.8 to 85.7. One in seven schools that offer the School Lunch Program still fails to offer its students this important meal.

School Participation in the States

The rate of school participation in the School Breakfast Program varies widely from state to state. In 2007-2008, 27 states had more than 90 percent of their schools with lunch programs also participating in the breakfast program. Twelve states operated breakfast in at least 95 percent of such schools, and Alabama actually served breakfast in more schools than lunch. Most of these high-performing states also have high student participation rates, reinforcing the fact that increasing school participation is a key way to boost the number of children eating breakfast every day.

Eight states served breakfast in less than 75 percent of their schools participating in lunch, with Connecticut covering an abysmally low 52 percent of schools.

While the large majority of states continued to improve their school participation rates from 2006-2007 to 2007-2008, 14 states lost ground, with the largest percentage changes occurring in New York, Wisconsin, Oklahoma, Washington and Kentucky.

School Breakfast Program (SBP) Schools as a Percentage of National School Lunch Program (NSLP) Schools

| State | Percentage |
|--------------------------|------------|
| Top 10 States: | |
| Alabama* | 100.3% |
| Texas | 99.5% |
| North Carolina | 99.2% |
| South Carolina | 99.2% |
| Florida | 99.2% |
| West Virginia | 98.8% |
| Delaware | 97.9% |
| Georgia | 96.7% |
| New Mexico | 96.6% |
| Rhode Island | 96.5% |
| Bottom 10 States: | |
| South Dakota | 79.2% |
| Minnesota | 75.2% |
| Ohio | 71.5% |
| Massachusetts | 70.5% |
| Illinois | 70.0% |
| Alaska | 69.0% |
| Nebraska | 69.0% |
| New Jersey | 65.1% |
| Wisconsin | 61.8% |
| Connecticut | 52.0% |

*Alabama served breakfast in more schools than lunch.



The Cost of Low Participation Rates

Low participation in the School Breakfast Program has real consequences, particularly for the children who are not getting to eat a healthy meal, but also for state budgets. For each day a low-income child was not being served breakfast in school year 2007-2008, states lost at least \$1.35 in federal funding for every child who would have received a free breakfast, and \$1.05 for every child who would have received a reduced-price breakfast. If those children attended a “severe need” school – one in which at least 40 percent of lunches served were free or reduced-price – an additional \$0.26 per meal was forfeited.

Reimbursement Rate for the School Breakfast Program (2007-2008)

| | Non-Severe Need School | Severe Need School | Price of Meals To Children |
|---------------|------------------------|--------------------|------------------------------------|
| Free | \$1.35 | \$1.61 | \$0 |
| Reduced Price | \$1.05 | \$1.31 | \$0.30 (maximum school can charge) |
| Paid | \$0.24 | \$0.24 | varies |

Those meals add up to hundreds of millions of dollars in federal child nutrition funding going unclaimed by the states every year.

Each year FRAC sets a benchmark for estimating a reasonable participation goal for states, and the dollars being lost to those states with participation in school breakfast below that goal. Based on the participation rates of the top-performing states, FRAC has set the achievable goal of 60 low-income children eating breakfast for every 100 eating lunch. (Two states were above that ratio in school year 2007-2008, and three states were within three points of that.) By calculating the additional number of children that would be reached if this goal were met, and multiplying by the appropriate reimbursement rate for the national average number of school days breakfast is served, we can estimate of the amount of federal funding being lost by each state. (This method is conservative, as it does not include the

additional severe need funds for which a state would qualify).

In the 2007-2008 school year, nationally, if the school breakfast-to-lunch ratio had reached the goal of 60:100, versus the actual rate of 45.9, 2.5 million more low-income children would have been eating a healthy school breakfast every day, and states would have received an additional \$561 million in federal child nutrition funding. While much of this money was lost by states with larger populations, (e.g., more than \$94 million in California, \$53 million in New York and nearly \$43 million in Illinois), 14 states each forfeited more than \$10 million in federal funding, and 30 states lost more than \$5 million.

In any time, leaving federal dollars to feed low-income children untapped is fiscally irresponsible and poor public policy. It is especially shortsighted in times such as these when states have severe budget problems and families are struggling with hard economic times.

Top Ten States in Lost Federal Funds (Amounts Foregone Because State Falls Short of Reaching 60 Free and Reduced Price Students in the School Breakfast Program per 100 Such Students in the School Lunch Program)

| State | Additional Students | Dollars Lost |
|--------------|---------------------|--------------|
| California | 426,062 | \$94,450,100 |
| New York | 240,127 | \$53,461,219 |
| Illinois | 189,668 | \$42,655,714 |
| Florida | 156,300 | \$34,671,483 |
| Texas | 136,494 | \$30,463,459 |
| Pennsylvania | 114,676 | \$25,560,996 |
| Michigan | 99,900 | \$22,370,943 |
| Ohio | 82,233 | \$18,388,832 |
| Arizona | 79,198 | \$17,609,906 |
| New Jersey | 78,990 | \$17,588,755 |

Responding to the Growing Need: An Agenda for Reform at the National, State and Local Level

Participation in school breakfast around the nation simply is too low, and the responsibility for that is shared at the federal, state, and local levels. The new Administration, Congress, states, and local school districts all have important roles to play in substantially raising breakfast participation levels and improving nutrition quality.

Child Nutrition Reauthorization

The School Breakfast Program, along with all of the other child nutrition programs, is scheduled to be reauthorized by Congress in 2009. That means that Congress will review and should strengthen the laws governing the child nutrition programs. A well-conceived and adequately financed reauthorization bill, focused on the right program improvements, can increase participation in school nutrition programs, do much to ease hunger, and improve nutrition for America's children. The new Administration and Congress will need to work together to develop and enact a reauthorization that focuses on better meeting the needs of the low-income children who are meant to be the primary beneficiaries of the child nutrition programs. The reauthorization should make the following improvements to the School Breakfast Program:

Provide funding to start up and sustain universal classroom breakfast programs (free for all students), especially in schools that qualify for "severe need" breakfast reimbursement. The traditional means-tested school breakfast served in the cafeteria before school (in which the meal is free or the child pays, depending on family income) creates a sense among the children that the program is just "for poor kids." Universal breakfast reduces the stigma, making school breakfast more attractive to children who need it, and providing all children the opportunity to start the school day ready to learn. Universal breakfast has proven to be an effective strategy for increasing student participation and also for enabling the implementation of breakfast in the classroom, which has an even larger impact on participation. Breakfast in the classroom helps reach children whose school bus or parent commuting schedules, or lines at school security keep them from getting to a cafeteria-based program on time, or who

aren't ready to settle down until class begins. Universal and in-classroom strategies can be implemented most easily in schools that serve large numbers of low-income students, designated as "severe need" schools by USDA. These are schools where at least 40 percent of the lunches served during a preceding school year were free or reduced price; they receive a slightly higher reimbursement for each free and reduced-price breakfast they serve.

Federal support is needed for:

- one-time start up costs for equipment, materials and staff training to implement in-classroom programs;
- on-going subsidies for low-income schools to offset the lost revenue that they would otherwise receive for breakfasts served to students that qualify for reduced-price and paid meals;
- administrative funding to allow USDA and state agencies to provide additional technical assistance and support to school districts as they implement classroom breakfast models.

Provide funding for outreach activities so that more children receive the nutrition they need. Outreach activities to increase participation in the School Breakfast Program draw more children into healthier eating environments and make the provision of healthier foods more feasible through greater economies of scale. Increasing outreach and improving program access ultimately will have a positive impact not only on the health of children, but also on the ability of school districts to afford healthier foods by profiting from economies of scale.

Raise the income eligibility cut-off for free school breakfast to 185 percent of poverty and eliminate the reduced-price copayment. Universal breakfast, in-classroom breakfast and outreach are essential ways to bring more children into the program, but they are particularly important because, when targeted, they reach many of the poorest children. But the benefits of school breakfast in improving nutrition, health and school achievement are so powerful that it is "penny-wise and pound-foolish" to require a copayment for near-poor families which so many parents can't afford. This results in many

such children (with family incomes between 130 and 185 percent of the poverty line) not benefiting from the program. Improving school breakfast access for near-poor children by eliminating the reduced-price category will reduce hunger and improve educational and health outcomes.

Provide USDA commodities to schools for breakfast meals. Currently, school districts are entitled to a federal commodity contribution for each lunch served, but not for breakfast. Most schools struggle to provide a healthy breakfast to their students without losing money. If commodity support is expanded to breakfasts, schools will have more resources to provide healthy breakfasts and can use fresh fruit and vegetable commodities to improve the quality of the meals.

Require USDA to issue proposed regulations updating the school meal patterns within 18 months of publication of the Institute of Medicine report. The Institute of Medicine (IOM) will release in 2009 recommendations for a revision of the school meal nutrition standards, including breakfast, to bring them into compliance with the 2005 Dietary Guidelines. These important updates must be implemented as soon as possible to insure that school meals meet the criteria of advancing nutrition science and the needs of the current generation of children. A reasonable time frame for USDA would be to issue new regulations within 18 months of receiving the final IOM report.

Provide funding to improve the quality of school breakfast (and all school meals). School breakfast helps build healthy eating habits in children, which can help prevent obesity and other nutrition-related diseases. Increasing the availability and consumption of fruits, vegetables and whole grains, and moving to lower fat dairy products are central to strengthening the quality of school breakfast. As new standards for school meal patterns are implemented, school nutrition programs will need additional resources to make these important changes.

Strengthen the local school wellness policies to improve their impact at the local school level. The Child Nutrition and WIC Reauthorization Act of 2004 required all school districts to develop policies to improve the nutrition and physical activity environment in each school building. While these policies are having a positive impact in many schools, there is still much to be done to realize their full potential to

improve the health of American youth. School wellness policies can be strengthened by requiring school districts to: include policies to promote participation in school, afterschool and summer meal programs; notify and make easily accessible their wellness policies and their implementation plans to parents, school staff, and state officials; periodically assess implementation and update policies as appropriate; maintain standing local wellness policy committees (or work within existing school health committees) to lead implementation and assessment of school wellness policies; and strengthening enforcement mechanisms.



Federal Administrative Changes

In addition to improving the School Breakfast Program through legislation, the new Administration can implement important initiatives administratively that can significantly improve low-income children's access to school breakfast:

Expand a pilot project that allows high-poverty school districts to provide free school meals to all students based on statistically reliable household sampling rather than collecting paper applications from all families. The current family application process requires a great deal of paperwork by schools and parents, and keeps some low-income families from participating in the program. Years ago Congress authorized USDA to allow districts to pilot other methods. Of those original pilots, one has continued: a paperless system successfully piloted by the School District of Philadelphia. It has significantly increased participation and reduced the district's administrative work, while at the same time providing a reliable way to determine reimbursement levels. USDA recently disapproved its continuation. Philadelphia should be allowed to continue operating the pilot and USDA should allow additional large, high-poverty school districts to pilot this and similar approaches.

Require all states to use the best (and most cost-effective) method for direct certification – computer data matching conducted at the state level – to help insure that more eligible families are enrolled for free school meals. Federal law requires that all school districts "directly certify" students who receive SNAP/Food Stamp or Food Distribution Program on Indian Reservation benefits. (Schools also can directly certify children from households receiving Temporary Assistance for Needy Families.) This means that families do not have to fill out a paper application to be processed by the school for determination of eligibility for free or reduced-price meals. Despite this requirement, the systems in place in too many states are not the most effective, or efficient, resulting in many children not being seamlessly qualified for school meals.

States should be required to implement systems where school enrollment and SNAP/Food Stamp participation data are matched at the state level, with easy access by local school districts. Data matches can be updated monthly, with school districts regularly checking for newly eligible

students. This is especially important for assuring access by the most vulnerable families, including those who may experience temporary homelessness or housing problems during the school year. The alternate "letter system" should be discontinued because it is much less effective in insuring that all eligible families are directly certified.

Require that school districts effectively communicate with all parents and legal guardians about school meals benefits. This requirement was included in the 2004 Child Nutrition Reauthorization, but the Bush Administration failed to issue guidance that outlines the steps school districts must take. The new Administration should require school districts: to identify the primary languages of the households that might be eligible for free or reduced-price school meals; to provide written translations of application, certification, and verification materials in those languages, to the greatest extent possible; to provide oral translation services in a parent's primary language, including for parents who do not read at all; and to use plain language in all written application and verification materials to make them more comprehensible to parents who have difficulty reading.



State Level Changes

States need not and should not wait for the federal government to act in order to improve low-income children's access to the School Breakfast Program. States should make a range of policy improvements and investments in school breakfast, including:

Provide state funding to support universal and in-classroom breakfast programs.

Twenty-five states provide some funds to supplement the federal dollars for the School Breakfast Program. More should do so, and all states should use their supplementary state funding to support policy priorities. For example, five states provide funding specifically for universal breakfast programs, two support classroom breakfast, and four provide funding to eliminate the reduced-price copayment for breakfast so that all children from households whose income is below 185 percent of the poverty line are able to receive a free breakfast.

Enact a state mandate that requires schools to operate the School Breakfast Program or strengthen the existing state mandate to increase the number of schools that are required to provide breakfast. The number of schools offering breakfast has grown significantly in the past 20 years; 85 percent of schools now offer breakfast. This is due in substantial part to the large number of states that have passed mandates. Twenty-seven states require that all or some of their schools participate in the program. Generally, requirements are linked to the schools' 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 or reduced-price lunches. The percentage required before the school must offer a breakfast program varies widely. Typical requirements are set at 25 or 30 percent – the lower, the better.

Improve the state process for direct certification. Direct certification is the process of qualifying children automatically for free school meals if they receive benefits through the SNAP/Food Stamp Program, the Food Distribution Program on Indian Reservations, or Temporary Assistance for Needy Families. The best method for conducting direct certification is computer data matching conducted at the state level with easy access by local school districts. Therefore, each state's child nutrition agency has an important

role to play in ensuring the effectiveness of the direct certification process.

States should assess their direct certification processes and make the necessary improvements. This is particularly urgent now at a time of substantial growth in the number of children on SNAP/Food Stamps. States without a state data match system should implement one as soon as possible, and those with such systems should look at updating the data more frequently so that districts can access up-to-date data throughout the school year. Pennsylvania, for example, has recently announced that it will conduct a second state match in January to insure that its system responds to the increase in the number of families newly enrolled in the SNAP/Food Stamp Program.

Step up efforts to monitor for compliance, and encourage best practices in school district food service programs to improve the nutrition quality of school breakfast.

State child nutrition agencies are responsible for monitoring school nutrition programs for compliance with federal regulations, including all nutrition requirements. States also are required to help districts improve their programs to better meet standards and best practices. They should increase their efforts to provide training and technical assistance resources to school districts to help them revise menus and recipes to reduce fat and sodium, increase fiber, offer more of the foods that children typically need to improve their diets, and adhere to the nutrition standards districts set for themselves when they adopted wellness policies in 2006.

School District Level Changes

School districts, like states, do not have to wait and should not for action by Congress or USDA to increase participation in their school breakfast programs. District-level initiatives should:

Offer a breakfast program in all schools to insure that children can access this important meal and start their day ready to learn. School districts should implement a breakfast program at each of their schools and structure it in a way that encourages participation. Every student in the district should be able to eat a healthy breakfast at school, regardless of which school building he or she attends.

Offer universal breakfast (free for all students) in the classroom, especially in schools with high percentages of free and reduced-price students. School districts with large percentages of free and reduced-price eligible students can implement universal breakfast programs without experiencing a significant negative impact – or, often, any impact – on their bottom line. Indeed, USDA studies suggest that expanding breakfast participation can help food service programs cover their indirect as well as direct costs. Districts can take advantage of “Provision 2” to help cut down on paperwork by reducing the requirements for meal counting and claiming procedures. The increased participation and resulting federal reimbursements, coupled with the reduced administrative efforts spent on recovering unpaid fees, helps districts break even. Studies have found that providing breakfast in the classroom at no charge to all students also results in higher attendance, lower absenteeism, reduced behavior problems, fewer visits to the school nurse, and higher student achievement.

Implement automated payment systems so that students receiving free or reduced-price meals are not overtly identified. Students who feel singled out as “poor” are less likely to participate in school breakfast and miss out on possibly the most nutritious meal of their day. “Point of service” systems create a centralized location for the tabulation of meals served, and the collection of fees by school food service staff. Each student receives an individual identification number that is entered into a computer as he or she goes through the serving line. This eliminates the stigma that keeps many low-income students from participating in the program.

Improve nutrition quality by increasing the availability and consumption of fruits, vegetables and whole grains, and serving lower-fat dairy products. Districts’ food service programs should already be implementing the 2005 Dietary Guidelines to better meet the nutrition needs of their students. Districts can utilize the multiple training resources available from their state child nutrition agency, as well as from the USDA to revise menus and recipes to reduce fat and sodium, increase fiber and offer more of the foods that children typically need to improve their diets. Districts can also enhance the nutrition profile of school meals by improving their use of USDA commodities. (For a full discussion of the role of commodities see FRAC’s report at www.frac.org/pdf/commodities08.pdf.)

Improve direct certification at the district level. Many school districts have opted to use direct certification for years, but all school districts now are required to do so. Districts should continue to work with their state programs (and in the case of very large districts, even local programs) for TANF and SNAP/Food Stamps to insure that the most frequent data matching occurs. Districts should advocate with state agencies to improve data matching on the state level and assure that their local computer capacity allows them to take full advantage of these systems.

Promote school breakfast to make sure that students and their families know that it’s for everyone. All schools should conduct breakfast promotion activities regularly to make sure that students and their families are aware of the program and its benefits. These activities can include flyers sent home in children’s backpacks, public service announcements, contests that reward student participation, and incentives to principals to increase participation in their school buildings. There are many resources available for promoting school breakfast programs including the USDA School Breakfast Tool Kit, (www.fns.usda.gov/cnd/Breakfast/toolkit/Default.htm) FRAC’s website (www.frac.org/html/federal_food_programs/programs/sbp.html) and state agency materials.

Increase participation and enhance the school breakfast experience through educational enrichment activities. School breakfast can be a time to enhance learning and build on the curriculum. Schools can increase participation in breakfast while increasing

students' interest in reading by establishing a reading program in conjunction with the breakfast program in conjunction with the breakfast program. Some strategies include giving books to children who participate on a regular basis, having "celebrity readers" to read out loud to children during breakfast, and creating a library in the cafeteria and allowing students to read while they are eating breakfast. Schools also have had success with creating a story time which takes place after children eat and before the start of school.



Income Guidelines & Reimbursement Rates for the School Breakfast Program

Income Guidelines for School Year 2007 - 2008¹

| Household Size | Free Meals Maximum Household Income (130% of Poverty) | | | Reduced-Price Meals Maximum Household Income (185% of Poverty) | | |
|-------------------------|---|----------|--------|--|----------|--------|
| | Annual | Monthly | Weekly | Annual | Monthly | Weekly |
| 1 | \$ 13,273 | \$ 1,107 | \$ 256 | \$ 18,889 | \$ 1,575 | \$ 364 |
| 2 | 17,797 | 1,484 | 343 | 25,327 | 2,111 | 488 |
| 3 | 22,321 | 1,861 | 430 | 31,765 | 2,648 | 611 |
| 4 | 26,845 | 2,238 | 517 | 38,203 | 3,184 | 735 |
| 5 | 31,369 | 2,615 | 604 | 44,641 | 3,721 | 859 |
| 6 | 35,893 | 2,992 | 691 | 51,079 | 4,257 | 983 |
| 7 | 40,417 | 3,369 | 778 | 57,517 | 4,794 | 1,107 |
| 8 | 44,941 | 3,746 | 865 | 63,955 | 5,330 | 1,230 |
| Add for each additional | + 4,524 | + 377 | + 87 | + 6,438 | + 537 | + 124 |

Reimbursement Rates for School Year 2007 - 2008²

| | Non-Severe Need | Severe Need ³ | Price of Meals To Children |
|---------------|-----------------|--------------------------|------------------------------------|
| Free | \$1.35 | \$1.61 | \$0 |
| Reduced Price | \$1.05 | \$1.31 | \$0.30 (maximum school can charge) |
| Paid | \$0.24 | \$0.24 | varies |

Income Guidelines for School Year 2008 - 2009⁴

| Household Size | Free Meals Maximum Household Income (130% of Poverty) | | | Reduced-Price Meals Maximum Household Income (185% of Poverty) | | |
|-------------------------|---|----------|--------|--|----------|--------|
| | Annual | Monthly | Weekly | Annual | Monthly | Weekly |
| 1 | \$ 13,520 | \$ 1,127 | \$ 260 | \$ 19,240 | \$ 1,604 | \$ 370 |
| 2 | 18,200 | 1,517 | 350 | 25,900 | 2,159 | 499 |
| 3 | 22,880 | 1,907 | 440 | 32,560 | 2,714 | 627 |
| 4 | 27,560 | 2,297 | 530 | 39,220 | 3,269 | 755 |
| 5 | 32,240 | 2,687 | 620 | 45,880 | 3,824 | 883 |
| 6 | 36,920 | 3,077 | 710 | 52,540 | 4,379 | 1,011 |
| 7 | 41,600 | 3,467 | 800 | 59,200 | 4,934 | 1,139 |
| 8 | 46,280 | 3,857 | 890 | 65,860 | 5,489 | 1,267 |
| Add for each additional | + 4,680 | + 390 | + 90 | + 6,660 | + 555 | + 129 |

Reimbursement Rates for School Year 2008 - 2009⁵

| | Non-Severe Need | Severe Need | Price of Meals To Children |
|---------------|-----------------|-------------|------------------------------------|
| Free | \$1.40 | \$1.68 | \$0 |
| Reduced Price | \$1.10 | \$1.38 | \$0.30 (maximum school can charge) |
| Paid | \$0.25 | \$0.25 | varies ⁶ |

¹ Federal Register, Vol. 72, No. 38, 2/27/07, pp. 8685- 8688. These guidelines apply to the 48 contiguous United States, the District of Columbia, Guam and the Territories. Alaska and Hawaii have higher maximum income limits.

² Federal Register, Vol. 72, No. 131, 7/10/07, pp. 37508-37511. These reimbursement rates apply to the 48 contiguous United States, the District of Columbia, Guam and the Territories. Alaska and Hawaii receive higher rates.

³ Schools where at least 40 percent of the lunches served during the second preceding school year were free or reduced price qualify for extra "severe need" school breakfast reimbursements. New schools may qualify if it is determined that the 40 percent free or reduced price requirement would have been met in the second preceding year [7 C.F.R. 220.9 (d)].

⁴ Federal Register, Vol. 73, No. 69, 4/09/08, pp. 19186-19187.

⁵ Federal Register, Vol. 73, No. 130, 7/7/08, pp. 38392-38394.

⁶ According to the School Nutrition Association, the 2006-2007 national average for a school lunch was \$1.80 (\$1.66 for elementary schools; \$1.85 for middle schools and \$1.90 for high schools).

Technical Notes

The data in this report are collected from the United States Department of Agriculture (USDA) and an annual survey of state child nutrition officials conducted by FRAC. This report does not include students or schools that participate in school meal programs in Puerto Rico, Guam, the Virgin Islands, or Department of Defense schools.

Due to rounding, totals in the tables may not add up to 100 percent.

Student Participation

Student participation data for the 2006-2007 and 2007-2008 school years are based on daily averages of the number of breakfasts and lunches served during the nine months from September through May of each year, as provided by the USDA.

States report to the USDA the number of meals they serve each month. These numbers may undergo revisions by states as accounting procedures find errors, or other estimates become confirmed. For consistency, all USDA data used in this report are from the states' 90-day revisions of the monthly reports. The 90-day revisions are the final required reports from the states; but states have the option to revise numbers further at any time after this point. USDA applies a formula (divide by 0.927) to adjust numbers upwards to account for participation by students who are absent from school on one or more days or otherwise do not eat meals every day in a month.

School Participation

The number of participating schools is reported by states to the USDA in October of the relevant school year. The number includes not only public schools but also private schools, residential child care institutions, and other institutions that operate school meal programs. FRAC's School Breakfast Scorecard uses the October number which is verified by FRAC with state officials.

The Cost of Low Participation Rates

For each state, FRAC calculated the average daily number of children receiving free or reduced-price breakfasts for every 100 children, on an average day, receiving free or reduced-price lunches during the same school year. Based on the performance of the top states, FRAC set a benchmark of every state reaching an average ratio of 60 children receiving free or reduced-price breakfast for every 100 receiving free or reduced-price lunch.

FRAC calculated the number of additional children who would be reached if each state reached this 60-to-100 ratio. FRAC then multiplied this "unserved" population by the reimbursement rate for 169 school days of breakfast. (While some states served breakfast for more or fewer days during the 2007-2008 school year, 169 was the national average.) FRAC assumed each state's mix of free and reduced-price students would apply to any new participants, and conservatively assumed that no additional student's meal is reimbursed at the higher rate that "severe need" schools receive.

TABLE 1: LOW-INCOME STUDENT PARTICIPATION IN SCHOOL LUNCH (NSLP) AND SCHOOL BREAKFAST (SBP)

School Years 2006-2007 and 2007-2008

| State | School Year 2006-2007 | | | | School Year 2007-2008 | | | | Change in Ratio of SBP to NSLP Participation | Percent Change in Number of F&RP Students in SBP |
|----------------------|--|--------------------|--------------------------------------|------|-----------------------|--------------------|--------------------------------------|------|--|--|
| | Free & Reduced-Price (F&RP) SBP Students | F&RP NSLP Students | F&RP Students in SBP per 100 in NSLP | Rank | F&RP SBP Students | F&RP NSLP Students | F&RP Students in SBP per 100 in NSLP | Rank | | |
| Alabama | 161,443 | 349,721 | 46.2 | 21 | 169,615 | 353,085 | 48.0 | 19 | 1.87 | 5.1% |
| Alaska | 11,921 | 35,080 | 34.0 | 48 | 11,844 | 34,158 | 34.7 | 49 | 0.69 | -0.6% |
| Arizona | 167,112 | 408,557 | 40.9 | 32 | 176,003 | 425,335 | 41.4 | 35 | 0.48 | 5.3% |
| Arkansas | 121,008 | 225,793 | 53.6 | 11 | 124,514 | 231,088 | 53.9 | 10 | 0.29 | 2.9% |
| California | 893,491 | 2,192,981 | 40.7 | 35 | 962,238 | 2,313,833 | 41.6 | 33 | 0.84 | 7.7% |
| Colorado | 69,493 | 194,551 | 35.7 | 45 | 75,039 | 198,610 | 37.8 | 42 | 2.06 | 8.0% |
| Connecticut | 49,255 | 142,370 | 34.6 | 47 | 51,215 | 143,458 | 35.7 | 47 | 1.10 | 4.0% |
| Delaware | 19,758 | 41,310 | 47.8 | 17 | 21,431 | 43,665 | 49.1 | 18 | 1.25 | 8.5% |
| District of Columbia | 15,274 | 32,647 | 46.8 | 19 | 15,921 | 31,842 | 50.0 | 16 | 3.21 | 4.2% |
| Florida | 468,420 | 999,697 | 46.9 | 18 | 470,276 | 1,044,294 | 45.0 | 22 | -1.82 | 0.4% |
| Georgia | 412,616 | 761,561 | 54.2 | 9 | 434,819 | 779,577 | 55.8 | 7 | 1.60 | 5.4% |
| Hawaii | 20,760 | 47,741 | 43.5 | 24 | 21,133 | 47,859 | 44.2 | 25 | 0.67 | 1.8% |
| Idaho | 46,468 | 86,512 | 53.7 | 10 | 49,234 | 88,794 | 55.4 | 8 | 1.73 | 6.0% |
| Illinois | 232,064 | 704,944 | 32.9 | 51 | 238,585 | 713,755 | 33.4 | 51 | 0.51 | 2.8% |
| Indiana | 140,118 | 343,367 | 40.8 | 34 | 155,094 | 365,890 | 42.4 | 31 | 1.58 | 10.7% |
| Iowa | 53,484 | 143,703 | 37.2 | 42 | 54,610 | 147,219 | 37.1 | 44 | -0.12 | 2.1% |
| Kansas | 67,473 | 159,640 | 42.3 | 29 | 70,939 | 164,560 | 43.1 | 28 | 0.84 | 5.1% |
| Kentucky | 175,693 | 312,152 | 56.3 | 5 | 180,329 | 316,625 | 57.0 | 5 | 0.67 | 2.6% |
| Louisiana | 193,518 | 376,520 | 51.4 | 13 | 199,990 | 381,610 | 52.4 | 13 | 1.01 | 3.3% |
| Maine | 23,008 | 53,364 | 43.1 | 25 | 24,226 | 54,517 | 44.4 | 23 | 1.32 | 5.3% |
| Maryland | 94,962 | 220,848 | 43.0 | 26 | 101,228 | 228,972 | 44.2 | 24 | 1.21 | 6.6% |
| Massachusetts | 106,564 | 243,239 | 43.8 | 23 | 109,584 | 248,251 | 44.1 | 26 | 0.33 | 2.8% |
| Michigan | 197,635 | 495,883 | 39.9 | 37 | 204,377 | 507,128 | 40.3 | 36 | 0.45 | 3.4% |
| Minnesota | 92,276 | 225,975 | 40.8 | 33 | 96,406 | 232,079 | 41.5 | 34 | 0.71 | 4.5% |
| Mississippi | 167,377 | 301,641 | 55.5 | 8 | 169,853 | 301,546 | 56.3 | 6 | 0.84 | 1.5% |
| Missouri | 163,133 | 324,678 | 50.2 | 14 | 168,966 | 328,354 | 51.5 | 15 | 1.21 | 3.6% |
| Montana | 17,199 | 40,556 | 42.4 | 28 | 18,135 | 42,273 | 42.9 | 29 | 0.49 | 5.4% |
| Nebraska | 36,660 | 99,999 | 36.7 | 43 | 37,899 | 102,622 | 36.9 | 45 | 0.27 | 3.4% |
| Nevada | 45,904 | 120,608 | 38.1 | 39 | 48,201 | 125,148 | 38.5 | 40 | 0.45 | 5.0% |
| New Hampshire | 11,109 | 32,865 | 33.8 | 50 | 11,898 | 34,014 | 35.0 | 48 | 1.18 | 7.1% |
| New Jersey | 118,673 | 329,160 | 36.1 | 44 | 124,206 | 338,661 | 36.7 | 46 | 0.62 | 4.7% |
| New Mexico | 95,873 | 156,893 | 61.1 | 1 | 99,686 | 158,447 | 62.9 | 1 | 1.81 | 4.0% |
| New York | 430,013 | 1,137,091 | 37.8 | 40 | 445,489 | 1,142,693 | 39.0 | 39 | 1.17 | 3.6% |
| North Carolina | 290,185 | 580,874 | 50.0 | 15 | 293,905 | 589,006 | 49.9 | 17 | -0.06 | 1.3% |
| North Dakota | 11,452 | 27,457 | 41.7 | 30 | 11,937 | 27,827 | 42.9 | 30 | 1.19 | 4.2% |
| Ohio | 241,669 | 551,114 | 43.9 | 22 | 256,793 | 565,043 | 45.4 | 21 | 1.60 | 6.3% |
| Oklahoma | 155,221 | 272,682 | 56.9 | 4 | 156,222 | 273,114 | 57.2 | 4 | 0.28 | 0.6% |
| Oregon | 104,156 | 186,354 | 55.9 | 6 | 102,700 | 191,287 | 53.7 | 12 | -2.20 | -1.4% |
| Pennsylvania | 193,979 | 520,410 | 37.3 | 41 | 204,054 | 531,217 | 38.4 | 41 | 1.14 | 5.2% |
| Rhode Island | 18,403 | 46,034 | 40.0 | 36 | 20,606 | 51,580 | 39.9 | 38 | -0.03 | 12.0% |
| South Carolina | 188,940 | 318,939 | 59.2 | 2 | 193,498 | 321,261 | 60.2 | 2 | 0.99 | 2.4% |
| South Dakota | 18,524 | 44,589 | 41.5 | 31 | 18,752 | 44,666 | 42.0 | 32 | 0.44 | 1.2% |
| Tennessee | 207,440 | 416,048 | 49.9 | 16 | 211,837 | 405,469 | 52.2 | 14 | 2.39 | 2.1% |
| Texas | 1,146,477 | 2,162,780 | 53.0 | 12 | 1,191,140 | 2,212,723 | 53.8 | 11 | 0.82 | 3.9% |
| Utah | 44,995 | 133,071 | 33.8 | 49 | 46,610 | 137,003 | 34.0 | 50 | 0.21 | 3.6% |
| Vermont | 12,832 | 23,102 | 55.5 | 7 | 12,833 | 23,176 | 55.4 | 9 | -0.17 | 0.0% |
| Virginia | 154,049 | 331,956 | 46.4 | 20 | 161,327 | 341,254 | 47.3 | 20 | 0.87 | 4.7% |
| Washington | 126,397 | 297,019 | 42.6 | 27 | 132,088 | 301,571 | 43.8 | 27 | 1.24 | 4.5% |
| West Virginia | 66,439 | 116,489 | 57.0 | 3 | 67,451 | 117,582 | 57.4 | 3 | 0.33 | 1.5% |
| Wisconsin | 85,326 | 239,063 | 35.7 | 46 | 92,240 | 245,025 | 37.6 | 43 | 1.95 | 8.1% |
| Wyoming | 8,527 | 22,230 | 38.4 | 38 | 9,026 | 22,529 | 40.1 | 37 | 1.71 | 5.9% |
| TOTAL | 8,130,457 | 17,966,115 | 45.3 | | 8,457,861 | 18,412,978 | 45.9 | | 0.68 | 4.0% |

**Table 2: SCHOOL PARTICIPATION IN SCHOOL LUNCH (NSLP)
AND SCHOOL BREAKFAST (SBP)
School Years 2006-2007 and 2007-2008**

| State | School Year 2006-2007 | | | | School Year 2007-2008 | | | | Percent Change in Number of SBP Schools |
|----------------------|-----------------------|---------------|----------------------------------|------|-----------------------|---------------|----------------------------------|------|---|
| | SBP Schools | NSLP Schools | SBP Schools as % of NSLP Schools | Rank | SBP Schools | NSLP Schools | SBP Schools as % of NSLP Schools | Rank | |
| Alabama | 1,373 | 1,527 | 89.9% | 27 | 1,533 | 1,529 | 100.3% | 1 | 11.7% |
| Alaska | 295 | 432 | 68.3% | 46 | 300 | 435 | 69.0% | 47 | 1.7% |
| Arizona | 1,477 | 1,630 | 90.6% | 26 | 1,545 | 1,687 | 91.6% | 23 | 4.6% |
| Arkansas | 1,084 | 1,083 | 100.1% | 1 | 1,148 | 1,221 | 94.0% | 16 | 5.9% |
| California | 8,665 | 10,796 | 80.3% | 36 | 8,922 | 10,893 | 81.9% | 35 | 3.0% |
| Colorado | 1,344 | 1,643 | 81.8% | 34 | 1,404 | 1,718 | 81.7% | 36 | 4.5% |
| Connecticut | 596 | 1,158 | 51.5% | 51 | 608 | 1,169 | 52.0% | 51 | 2.0% |
| Delaware | 238 | 240 | 99.2% | 5 | 230 | 235 | 97.9% | 7 | -3.4% |
| District of Columbia | 208 | 218 | 95.4% | 15 | 209 | 221 | 94.6% | 13 | 0.5% |
| Florida | 3,648 | 3,680 | 99.1% | 6 | 3,630 | 3,660 | 99.2% | 5 | -0.5% |
| Georgia | 2,098 | 2,189 | 95.8% | 12 | 2,311 | 2,391 | 96.7% | 8 | 10.2% |
| Hawaii | 292 | 305 | 95.7% | 13 | 288 | 306 | 94.1% | 15 | -1.4% |
| Idaho | 644 | 695 | 92.7% | 20 | 657 | 708 | 92.8% | 20 | 2.0% |
| Illinois | 2,981 | 4,332 | 68.8% | 45 | 3,022 | 4,315 | 70.0% | 46 | 1.4% |
| Indiana | 1,815 | 2,268 | 80.0% | 38 | 1,952 | 2,265 | 86.2% | 32 | 7.5% |
| Iowa | 1,375 | 1,516 | 90.7% | 24 | 1,382 | 1,516 | 91.2% | 25 | 0.5% |
| Kansas | 1,390 | 1,616 | 86.0% | 31 | 1,393 | 1,610 | 86.5% | 31 | 0.2% |
| Kentucky | 1,458 | 1,494 | 97.6% | 8 | 1,396 | 1,503 | 92.9% | 19 | -4.3% |
| Louisiana | 1,466 | 1,563 | 93.8% | 17 | 1,534 | 1,627 | 94.3% | 14 | 4.6% |
| Maine | 629 | 716 | 87.8% | 30 | 621 | 710 | 87.5% | 30 | -1.3% |
| Maryland | 1,466 | 1,576 | 93.0% | 19 | 1,475 | 1,572 | 93.8% | 17 | 0.6% |
| Massachusetts | 1,596 | 2,319 | 68.8% | 44 | 1,604 | 2,276 | 70.5% | 45 | 0.5% |
| Michigan | 2,961 | 3,702 | 80.0% | 39 | 3,050 | 3,818 | 79.9% | 41 | 3.0% |
| Minnesota | 1,558 | 2,117 | 73.6% | 43 | 1,597 | 2,124 | 75.2% | 43 | 2.5% |
| Mississippi | 866 | 949 | 91.3% | 22 | 874 | 952 | 91.8% | 22 | 0.9% |
| Missouri | 2,219 | 2,518 | 88.1% | 29 | 2,247 | 2,516 | 89.3% | 28 | 1.3% |
| Montana | 656 | 805 | 81.5% | 35 | 690 | 808 | 85.4% | 33 | 5.2% |
| Nebraska | 694 | 1,047 | 66.3% | 48 | 684 | 992 | 69.0% | 48 | -1.4% |
| Nevada | 496 | 544 | 91.2% | 23 | 510 | 560 | 91.1% | 26 | 2.8% |
| New Hampshire | 409 | 497 | 82.3% | 33 | 407 | 499 | 81.6% | 37 | -0.5% |
| New Jersey | 1,730 | 2,681 | 64.5% | 49 | 1,744 | 2,680 | 65.1% | 49 | 0.8% |
| New Mexico | 766 | 797 | 96.1% | 11 | 778 | 805 | 96.6% | 9 | 1.6% |
| New York | 5,771 | 6,442 | 89.6% | 28 | 5,198 | 5,912 | 87.9% | 29 | -9.9% |
| North Carolina | 2,398 | 2,417 | 99.2% | 4 | 2,454 | 2,473 | 99.2% | 3 | 2.3% |
| North Dakota | 337 | 420 | 80.2% | 37 | 339 | 417 | 81.3% | 38 | 0.6% |
| Ohio | 2,794 | 4,122 | 67.8% | 47 | 2,925 | 4,091 | 71.5% | 44 | 4.7% |
| Oklahoma | 1,901 | 1,956 | 97.2% | 9 | 1,801 | 1,896 | 95.0% | 12 | -5.3% |
| Oregon | 1,282 | 1,342 | 95.5% | 14 | 1,261 | 1,318 | 95.7% | 11 | -1.6% |
| Pennsylvania | 2,936 | 3,828 | 76.7% | 41 | 3,097 | 3,838 | 80.7% | 39 | 5.5% |
| Rhode Island | 419 | 434 | 96.5% | 10 | 417 | 432 | 96.5% | 10 | -0.5% |
| South Carolina | 1,140 | 1,139 | 100.1% | 2 | 1,141 | 1,150 | 99.2% | 4 | 0.1% |
| South Dakota | 517 | 677 | 76.4% | 42 | 541 | 683 | 79.2% | 42 | 4.6% |
| Tennessee | 1,637 | 1,751 | 93.5% | 18 | 1,647 | 1,771 | 93.0% | 18 | 0.6% |
| Texas | 7,427 | 7,505 | 99.0% | 7 | 7,616 | 7,654 | 99.5% | 2 | 2.5% |
| Utah | 708 | 852 | 83.1% | 32 | 713 | 856 | 83.3% | 34 | 0.7% |
| Vermont | 311 | 343 | 90.7% | 25 | 314 | 344 | 91.3% | 24 | 1.0% |
| Virginia | 1,861 | 2,015 | 92.4% | 21 | 1,869 | 2,023 | 92.4% | 21 | 0.4% |
| Washington | 2,020 | 2,127 | 95.0% | 16 | 1,921 | 2,113 | 90.9% | 27 | -4.9% |
| West Virginia | 768 | 768 | 100.0% | 3 | 736 | 745 | 98.8% | 6 | -4.2% |
| Wisconsin | 1,628 | 2,685 | 60.6% | 50 | 1,530 | 2,474 | 61.8% | 50 | -6.0% |
| Wyoming | 279 | 363 | 76.9% | 40 | 294 | 365 | 80.5% | 40 | 5.4% |
| TOTAL | 84,627 | 99,839 | 84.8% | | 85,559 | 99,876 | 85.7% | | 1.1% |

**Table 3: AVERAGE DAILY STUDENT PARTICIPATION IN SCHOOL BREAKFAST PROGRAM (SBP)
School Year 2007-2008**

| State | Free (F) SBP Students | | Reduced Price (RP) SBP Students | | Total F&RP SBP Students | | Paid SBP Students | | Total SBP Students |
|----------------------|-----------------------|--------------|---------------------------------|-------------|-------------------------|--------------|-------------------|--------------|--------------------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent | |
| Alabama | 152,328 | 74.4% | 17,287 | 8.4% | 169,615 | 82.9% | 35,107 | 17.1% | 204,723 |
| Alaska | 10,203 | 69.3% | 1,641 | 11.2% | 11,844 | 80.5% | 2,873 | 19.5% | 14,717 |
| Arizona | 153,849 | 70.5% | 22,153 | 10.1% | 176,003 | 80.6% | 42,325 | 19.4% | 218,328 |
| Arkansas | 110,261 | 73.3% | 14,252 | 9.5% | 124,514 | 82.7% | 25,984 | 17.3% | 150,497 |
| California | 828,419 | 74.9% | 133,818 | 12.1% | 962,238 | 87.0% | 143,151 | 13.0% | 1,105,389 |
| Colorado | 63,721 | 66.1% | 11,318 | 11.7% | 75,039 | 77.9% | 21,341 | 22.1% | 96,380 |
| Connecticut | 46,184 | 73.5% | 5,031 | 8.0% | 51,215 | 81.6% | 11,580 | 18.4% | 62,795 |
| Delaware | 19,171 | 62.5% | 2,260 | 7.4% | 21,431 | 69.8% | 9,251 | 30.2% | 30,682 |
| District of Columbia | 14,376 | 68.4% | 1,545 | 7.4% | 15,921 | 75.8% | 5,087 | 24.2% | 21,008 |
| Florida | 406,219 | 67.6% | 64,057 | 10.7% | 470,276 | 78.2% | 130,833 | 21.8% | 601,110 |
| Georgia | 382,377 | 69.7% | 52,442 | 9.6% | 434,819 | 79.2% | 113,885 | 20.8% | 548,705 |
| Hawaii | 16,679 | 48.6% | 4,454 | 13.0% | 21,133 | 61.5% | 13,217 | 38.5% | 34,350 |
| Idaho | 40,555 | 59.8% | 8,678 | 12.8% | 49,234 | 72.6% | 18,555 | 27.4% | 67,789 |
| Illinois | 220,494 | 80.0% | 18,091 | 6.6% | 238,585 | 86.6% | 36,884 | 13.4% | 275,469 |
| Indiana | 136,109 | 69.8% | 18,986 | 9.7% | 155,094 | 79.5% | 39,899 | 20.5% | 194,993 |
| Iowa | 46,711 | 57.7% | 7,900 | 9.8% | 54,610 | 67.4% | 26,391 | 32.6% | 81,001 |
| Kansas | 58,798 | 64.2% | 12,141 | 13.3% | 70,939 | 77.5% | 20,629 | 22.5% | 91,569 |
| Kentucky | 159,038 | 68.7% | 21,291 | 9.2% | 180,329 | 77.9% | 51,193 | 22.1% | 231,522 |
| Louisiana | 183,053 | 76.8% | 16,937 | 7.1% | 199,990 | 83.9% | 38,334 | 16.1% | 238,324 |
| Maine | 21,055 | 61.4% | 3,171 | 9.2% | 24,226 | 70.6% | 10,080 | 29.4% | 34,306 |
| Maryland | 84,165 | 58.6% | 17,063 | 11.9% | 101,228 | 70.5% | 42,320 | 29.5% | 143,548 |
| Massachusetts | 99,740 | 74.7% | 9,844 | 7.4% | 109,584 | 82.1% | 23,854 | 17.9% | 133,438 |
| Michigan | 185,012 | 74.4% | 19,366 | 7.8% | 204,377 | 82.2% | 44,270 | 17.8% | 248,647 |
| Minnesota | 78,641 | 57.3% | 17,764 | 12.9% | 96,406 | 70.2% | 40,941 | 29.8% | 137,346 |
| Mississippi | 154,902 | 80.6% | 14,951 | 7.8% | 169,853 | 88.4% | 22,276 | 11.6% | 192,129 |
| Missouri | 145,974 | 64.8% | 22,992 | 10.2% | 168,966 | 75.0% | 56,292 | 25.0% | 225,258 |
| Montana | 15,330 | 62.3% | 2,806 | 11.4% | 18,135 | 73.7% | 6,466 | 26.3% | 24,601 |
| Nebraska | 31,898 | 58.4% | 6,002 | 11.0% | 37,899 | 69.4% | 16,692 | 30.6% | 54,591 |
| Nevada | 41,147 | 66.3% | 7,054 | 11.4% | 48,201 | 77.7% | 13,821 | 22.3% | 62,022 |
| New Hampshire | 10,125 | 48.3% | 1,773 | 8.5% | 11,898 | 56.8% | 9,043 | 43.2% | 20,942 |
| New Jersey | 109,347 | 70.8% | 14,859 | 9.6% | 124,206 | 80.4% | 30,236 | 19.6% | 154,443 |
| New Mexico | 87,121 | 70.4% | 12,565 | 10.1% | 99,686 | 80.5% | 24,127 | 19.5% | 123,813 |
| New York | 391,913 | 70.9% | 53,576 | 9.7% | 445,489 | 80.6% | 107,141 | 19.4% | 552,630 |
| North Carolina | 258,302 | 70.7% | 35,602 | 9.7% | 293,905 | 80.5% | 71,403 | 19.5% | 365,307 |
| North Dakota | 10,045 | 50.6% | 1,892 | 9.5% | 11,937 | 60.1% | 7,911 | 39.9% | 19,848 |
| Ohio | 230,863 | 68.9% | 25,930 | 7.7% | 256,793 | 76.6% | 78,298 | 23.4% | 335,091 |
| Oklahoma | 136,276 | 69.2% | 19,946 | 10.1% | 156,222 | 79.4% | 40,607 | 20.6% | 196,829 |
| Oregon | 87,804 | 63.2% | 14,896 | 10.7% | 102,700 | 73.9% | 36,204 | 26.1% | 138,904 |
| Pennsylvania | 180,560 | 67.0% | 23,494 | 8.7% | 204,054 | 75.7% | 65,611 | 24.3% | 269,666 |
| Rhode Island | 18,784 | 74.2% | 1,821 | 7.2% | 20,606 | 81.4% | 4,722 | 18.6% | 25,327 |
| South Carolina | 173,639 | 71.5% | 19,860 | 8.2% | 193,498 | 79.7% | 49,331 | 20.3% | 242,829 |
| South Dakota | 16,227 | 65.1% | 2,525 | 10.1% | 18,752 | 75.3% | 6,168 | 24.7% | 24,920 |
| Tennessee | 187,937 | 72.1% | 23,900 | 9.2% | 211,837 | 81.3% | 48,756 | 18.7% | 260,593 |
| Texas | 1,060,741 | 73.7% | 130,399 | 9.1% | 1,191,140 | 82.8% | 247,422 | 17.2% | 1,438,562 |
| Utah | 38,079 | 61.3% | 8,531 | 13.7% | 46,610 | 75.0% | 15,560 | 25.0% | 62,170 |
| Vermont | 10,707 | 54.8% | 2,126 | 10.9% | 12,833 | 65.7% | 6,696 | 34.3% | 19,529 |
| Virginia | 138,287 | 61.7% | 23,040 | 10.3% | 161,327 | 72.0% | 62,825 | 28.0% | 224,153 |
| Washington | 106,801 | 66.1% | 25,287 | 15.6% | 132,088 | 81.7% | 29,552 | 18.3% | 161,640 |
| West Virginia | 57,624 | 59.9% | 9,827 | 10.2% | 67,451 | 70.1% | 28,765 | 29.9% | 96,216 |
| Wisconsin | 79,003 | 63.0% | 13,237 | 10.6% | 92,240 | 73.6% | 33,114 | 26.4% | 125,354 |
| Wyoming | 7,134 | 52.3% | 1,893 | 13.9% | 9,026 | 66.2% | 4,609 | 33.8% | 13,635 |
| TOTAL | 7,421,243 | 70.4% | 1,036,618 | 9.8% | 8,457,861 | 80.2% | 2,087,695 | 19.8% | 10,545,556 |

**Table 4: ADDITIONAL PARTICIPATION AND FUNDING IF
60 LOW-INCOME (FREE AND REDUCED PRICE) STUDENTS WERE SERVED SCHOOL
BREAKFAST (SBP) PER 100 SERVED SCHOOL LUNCH (NSLP)
School Year 2007-2008**

| State | Actual Total Free & Reduced Price (F&RP) SBP Students | Total F&RP Students if 60 SBP per 100 NSLP | Additional F&RP Students if 60 SBP per 100 NSLP | Additional Annual Funding if 60 SBP per 100 NSLP F&RP Students |
|----------------------|---|--|---|--|
| Alabama | 169,615 | 211,851 | 42,235 | \$9,442,592 |
| Alaska | 11,844 | 20,495 | 8,650 | \$1,917,816 |
| Arizona | 176,003 | 255,201 | 79,198 | \$17,609,906 |
| Arkansas | 124,514 | 138,653 | 14,139 | \$3,152,103 |
| California | 962,238 | 1,388,300 | 426,062 | \$94,450,100 |
| Colorado | 75,039 | 119,166 | 44,127 | \$9,755,799 |
| Connecticut | 51,215 | 86,075 | 34,860 | \$7,800,134 |
| Delaware | 21,431 | 26,199 | 4,768 | \$1,065,237 |
| District of Columbia | 15,921 | 19,105 | 3,185 | \$712,760 |
| Florida | 470,276 | 626,576 | 156,300 | \$34,671,483 |
| Georgia | 434,819 | 467,746 | 32,927 | \$7,330,156 |
| Hawaii | 21,133 | 28,716 | 7,583 | \$1,653,355 |
| Idaho | 49,234 | 53,277 | 4,043 | \$888,566 |
| Illinois | 238,585 | 428,253 | 189,668 | \$42,655,714 |
| Indiana | 155,094 | 219,534 | 64,440 | \$14,339,659 |
| Iowa | 54,610 | 88,331 | 33,721 | \$7,465,740 |
| Kansas | 70,939 | 98,736 | 27,797 | \$6,116,666 |
| Kentucky | 180,329 | 189,975 | 9,646 | \$2,148,579 |
| Louisiana | 199,990 | 228,966 | 28,976 | \$6,503,441 |
| Maine | 24,226 | 32,710 | 8,484 | \$1,884,297 |
| Maryland | 101,228 | 137,383 | 36,155 | \$7,960,685 |
| Massachusetts | 109,584 | 148,951 | 39,367 | \$8,825,533 |
| Michigan | 204,377 | 304,277 | 99,900 | \$22,370,943 |
| Minnesota | 96,406 | 139,248 | 42,842 | \$9,398,835 |
| Mississippi | 169,853 | 180,928 | 11,075 | \$2,483,876 |
| Missouri | 168,966 | 197,012 | 28,046 | \$6,221,591 |
| Montana | 18,135 | 25,364 | 7,228 | \$1,596,639 |
| Nebraska | 37,899 | 61,573 | 23,674 | \$5,224,880 |
| Nevada | 48,201 | 75,089 | 26,887 | \$5,950,489 |
| New Hampshire | 11,898 | 20,409 | 8,510 | \$1,882,259 |
| New Jersey | 124,206 | 203,197 | 78,990 | \$17,588,755 |
| New Mexico | 99,686 | 95,068 | -- | -- |
| New York | 445,489 | 685,616 | 240,127 | \$53,461,219 |
| North Carolina | 293,905 | 353,404 | 59,499 | \$13,244,032 |
| North Dakota | 11,937 | 16,696 | 4,759 | \$1,050,367 |
| Ohio | 256,793 | 339,026 | 82,233 | \$18,388,832 |
| Oklahoma | 156,222 | 163,868 | 7,647 | \$1,699,567 |
| Oregon | 102,700 | 114,772 | 12,072 | \$2,672,550 |
| Pennsylvania | 204,054 | 318,730 | 114,676 | \$25,560,996 |
| Rhode Island | 20,606 | 30,948 | 10,342 | \$2,319,308 |
| South Carolina | 193,498 | 192,757 | -- | -- |
| South Dakota | 18,752 | 26,800 | 8,048 | \$1,785,795 |
| Tennessee | 211,837 | 243,281 | 31,444 | \$7,012,608 |
| Texas | 1,191,140 | 1,327,634 | 136,494 | \$30,463,459 |
| Utah | 46,610 | 82,202 | 35,592 | \$7,810,474 |
| Vermont | 12,833 | 13,905 | 1,072 | \$236,262 |
| Virginia | 161,327 | 204,752 | 43,425 | \$9,618,193 |
| Washington | 132,088 | 180,943 | 48,855 | \$10,700,149 |
| West Virginia | 67,451 | 70,549 | 3,098 | \$685,799 |
| Wisconsin | 92,240 | 147,015 | 54,775 | \$12,130,291 |
| Wyoming | 9,026 | 13,518 | 4,491 | \$979,464 |
| TOTAL | 8,457,861 | 11,047,787 | 2,522,132 | \$561,226,537 |

School Meals Legislation by State

Types of state legislation (school breakfast and *school lunch*) included in this table:

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|--|
| State mandate (M) – State law requiring that all or certain schools participate in the School Breakfast Program (SBP) |
| State funding (\$) – State funds for a purpose related to the SBP |
| Universal breakfast funding (U) – State funding for universal free school breakfast in certain schools |
| Reporting requirement (R) – State law that schools or districts report reasons for nonparticipation in the SBP |
| Scheduling requirement (S) – State law that school schedules allow students time to eat breakfast |
| Outreach requirement (O) – State law that requires outreach related to the SBP |

| | | |
|-------------------|----|---|
| Alabama | | NONE |
| Alaska | | NONE |
| Arizona | | NONE |
| Arkansas | M | School breakfast is required in schools with 20 percent or more free and reduced-price (F&RP) eligible students. ARK. CODE ANN. § 6-18-705 |
| California | M | Public schools must provide at least one free or reduced-price meal daily to all F&RP eligible students. CAL. EDUC. CODE § 49558 |
| | \$ | Grants of up to \$15,000 are available per school, on a competitive basis, up to the annual appropriation (\$1,017,000), for nonrecurring breakfast start-up and expansion expenses where 20 percent or more of students are approved for F&RP meals CAL. EDUC. CODE § 49550.3 The State provides an additional reimbursement for all free and reduced-price meals, adjusted annually. The 2007-08 rate was \$0.2195; the 2006-07 rate was \$0.1563. The 2007 Budget Act (and its accompanying legislation) had appropriated \$24.9 million in additional funding to increase state meal reimbursement to \$0.2195; in exchange, foods provided in a school meal cannot contain trans fats or be deep or flash fried. CAL. EDUC. CODE §49536 Senate Bill 281, signed into law on September 15, 2005, provided \$18.2 million annually to increase fruit and vegetable consumption through the School Breakfast Program. Schools could receive \$0.10 for additional fruit or vegetables served with each breakfast. This funding was repealed in 2007. |
| Colorado | \$ | The State may appropriate moneys for the creation, expansion, or enhancement of the SBP in low performing schools (any school that received an academic performance rating of low or unsatisfactory the preceding school year). The State appropriated \$250,000 for 2007-08, and \$350,000 for 2006-07. COL. REV. STAT. § 22-54-123.5 The State created the Start Smart Program for the elimination of the reduced-price copayment for school breakfast and appropriated \$700,000 for the program for School Year 2007-2008. COL. REV. STAT. § 22-82.7-101 In 2008, the State eliminated the reduced-price copayment for lunch in grades K-2. The state reimburses school districts \$0.40 per each reduced-price lunch served. |

M: State mandate
\$: State funding

R: Reporting requirement
S: Scheduling requirement

U: Universal breakfast funding
O: Outreach requirement

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| Connecticut | M | School breakfast is required in K-8 schools where 80 percent of lunches served are F&RP eligible. CONN. GEN. STAT. ANN. § 10-266w |
| | \$ | The State sponsored an In-Classroom School Breakfast Pilot Program. For school year 2006-2007, \$50,000 was allocated to provide competitive grants-in-aid for the purpose of assisting up to ten severe need schools to establish an in-classroom school breakfast program. CONN. GEN. STAT. ANN. §10-215g(a) <i>All Connecticut public school districts that participate in the National School Lunch Program are required to take action to certify whether all food items sold to students will or will not meet the Connecticut Nutrition Standards. (Compliance is optional for all eligible public school districts.) Eligible districts that opt for the "healthy food certification" receive 10 cents per lunch, based on the total number of reimbursable lunches (paid, free and reduced) served in the district in the prior school year. CONN. GEN. STAT. ANN. §10-215f</i> |
| Delaware | | NONE |
| District of Columbia | | NONE |
| Florida | M | School breakfast is required in all public elementary schools. FLA. STAT. § 1006.06 |
| | \$ | The State annually allocates funds to public school districts provided from the school breakfast supplement in the General Appropriations Act based on each district's total number of free and reduced-price breakfast meals served. FLA. STAT. § 1006.06 |
| Georgia | M | 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 |
| Hawaii | M | <i>School lunches must be made available in every school where the students are required to eat lunch at school. §302A-404</i> |
| | \$ | The State provides approximately \$0.13 per breakfast. |
| Idaho | | NONE |
| Illinois | M | School breakfast is required in all public schools with 40 percent or more F&RP eligible students. Each school district's board of education must determine each school year which schools meet the 40 percent F&RP criterion, based on data submitted to the Illinois State Board of Education. Schools that have 40 percent or more of their students eligible for F&RP meals the previous school year must offer breakfast. School districts may opt out under certain circumstances. <i>Every public school must have a free lunch program.</i> |
| | \$ | The State provides start-up funds of up to \$3,500 per school for nonrecurring costs; priority is given to schools with at least 40 percent F&RP eligible students. IL. STAT. § 105 ILCS 125/2.5 The State also provides \$0.15 per free breakfast served. Schools are eligible for an 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 of the previous year by 10 percent. IL. STAT. § 105 ILCS 125/2.5 The State may reduce or disapprove state funding if it is found that the total funding for the SBP exceeds expenditures. IL. STAT. § 105 ILCS 125/6 |

M: State mandate
\$: State funding

R: Reporting requirement
S: Scheduling requirement

U: Universal breakfast funding
O: Outreach requirement

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| Illinois (cont.) | U | The State provides incentive funding for universal breakfast programs; schools with 80 percent or more F&RP lunch eligible students receive the difference between what the federal government pays and what the actual cost is for free and reduced-price breakfasts. IL. STAT. § 105 ILCS 125/2.5 |
| | R | The State Board of Education is required to provide the Governor and the General Assembly lists of schools that have started breakfast programs during the past year, that have utilized the above grant funds, and that have exercised Provisions 2 or 3. In 2009, and 2011, the State Board also shall report on parental interest in the SBP and barriers to establishing SBPs. IL. STAT. § 105 ILCS IL. STAT. § 105 ILCS |
| Indiana | M | School breakfast is required in public schools with 25 percent or more F&RP eligible students. IND. CODE ANN. § 20-5-13.5-4 Effective July 1, 2007, school buildings that serve lunch and have at least 15 percent of the enrolled students qualifying for free or reduced-price meals, must implement a school breakfast program. Ind. Code ANN. § 20-26-9 (13-17). |
| Iowa | M | All schools must provide a school lunch program. The school lunch program shall be provided for all students in each district who attend public school four or more hours each school day and wish to participate in a school lunch program. IA Code § 283A.2 |
| | \$ | The State provides \$0.03 per breakfast until appropriated funds are depleted. The State provides \$0.04 per lunch until appropriated funds are depleted. |
| Kansas | M | All public schools must offer breakfast unless they have been granted an annual waiver by the Kansas State Board of Education. No waiver shall be granted for a school building in which 35 percent or more of the students are F&RP eligible. KAN. STAT. ANN. § 72-5125 |
| Kentucky | S | 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 |
| | M | Lunches must be made available to all children attending each school. Schools may not have physical segregation or other discrimination against any child because of inability to pay the full cost of a meal. 702 KAR 6:050 |
| | R | All schools without breakfast must report the reasons and any problems that inhibit participation by September 15 th . The state shall inform the school of the value of the SBP (its favorable effects on attendance and performance) and the availability of funds. KY. REV. STAT. ANN. § 157.065 |
| Louisiana | M | The school board must operate the National School Lunch Program and also the School Breakfast Program if at least 25 percent of the students enrolled in one or more schools in the system are F&RP eligible. LA. REV. STAT. ANN. §17:192 |
| Maine | M | Public schools serving K – 8 must participate in the National School Lunch Program. Title 20-A, Section 6602 |
| | \$ | Public schools receive a State reimbursement per lunch and breakfast in addition to the Federal reimbursement. Currently, the amount of money available for reimbursement for breakfast is \$80,000 or about .0175 per breakfast. Generally, state reimbursement for lunch is between .03 and .05 depending on participation state wide. Starting in SY 2008-2009, all public schools must provide school breakfast to all children eligible for free and reduced-price meals at no cost to the student. The State provides funding for the costs of the program that are not reimbursed by the Federal Government. \$1.4 million is allocated from the Fund for a Healthy Maine for fiscal year 2008-09 and the school breakfast program is added to the health-related initiatives that are eligible to receive funds from the Fund for a Healthy Maine. Sec. 8. 22 MRSA §1511 |

M: State mandate
\$: State funding

R: Reporting requirement
S: Scheduling requirement

U: Universal breakfast funding
O: Outreach requirement

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|----------------------|----|--|
| Maryland | M | <p>School breakfast is required in public elementary 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</p> <p>Each public school must provide a subsidized or free lunch program. MD. CODE. ANN. EDUC. § 7-603</p> |
| | \$ | <p>The State provides \$0.1325 for F&RP breakfasts in non-severe need schools and \$0.05 in severe need schools. For the 2007-2008 school year, LEAs receive State funding for lunch of approximately \$0.0462 per lunch.</p> |
| | U | <p>The State sponsors Maryland Meals for Achievement, an in-classroom universal free school breakfast program. [MD. CODE. ANN., EDUC. § 7-704] The allocation has been approximately \$3 million annually since school year 2006-2007.</p> |
| Massachusetts | M | <p>School lunch is required in all public schools. School breakfast is required in public schools in severe need schools and where more than 50 F&RP meal applications are on file from the preceding school year. MASS. GEN. LAWS ch.69 §1C</p> |
| | \$ | <p>Mandated schools receive an additional \$0.14 for F&RP meals if breakfast costs exceed federal severe need reimbursements.</p> |
| | U | <p>The State provides \$2 million to support universal breakfast in elementary schools with 60 percent or more free and reduced-price eligible students. The State requires schools that receive these funds to use Provision 2 as well. Participating schools receive approximately \$0.42 per breakfast if costs exceed other reimbursements (this reimbursement is separate from the additional \$0.10 for mandated schools).</p> |
| Michigan | M | <p>School lunch is required in all schools. School breakfast is required in schools with 20 percent or more F&RP eligible students during the immediately preceding school year. MICH. COMP. LAWS § 380.1272a</p> |
| | \$ | <p>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] \$9.625 million was appropriated for FY 2008.</p> |
| Minnesota | M | <p>School breakfast is required in public schools at which 33 percent of school lunches were served free or at reduced-price in the second preceding year. MINN. STAT. § 124D.117</p> |
| | \$ | <p>The State provides each elementary and secondary school that participates in the SBP with a state reimbursement of \$0.30 for each fully paid breakfast and for each free and reduced price breakfast not eligible for the "severe need" rate. In addition, each school year the state must reimburse schools \$0.55 for each free and reduced price breakfast not eligible for the "severe need" rate if between 33 and 40 percent of the school lunches served during the second preceding school year were served free or at a reduced price. MINN. STAT. §124D.1158</p> <p>The state provided each elementary and secondary school that participates in the national school lunch program \$0.105 in 2006-2007 for each full paid, reduced and free lunch served to students. This payment was increased to \$0.12 in 2007-2008. MINN. STAT. §124D.111</p> |
| Mississippi | | NONE |

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\$: State funding

R: Reporting requirement
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U: Universal breakfast funding
O: Outreach requirement

| | | |
|----------------------|----|--|
| Missouri | M | School breakfast is required in schools with 35 percent or more F&RP eligible students. A school may receive a waiver from this requirement through a majority vote of the school board. MO. REV. STAT. § 191.803 |
| | O | Agencies responsible for administering food programs, including the SBP, shall collaborate in designing and implementing outreach programs focused on populations at risk of hunger, that effectively describe the programs, their purposes, and how to apply for them. These programs shall be culturally and linguistically appropriate for the populations most at risk. MO. REV. STAT. § 191.813 |
| | \$ | Subject to appropriation, the state board of education shall establish a hardship grant program to provide state supplemental funding for the federal SBP. Any school that participates in the SBP can apply for a hardship grant. Hardship grants will be awarded to schools with the highest need. MO. ANN. STAT. § 191.805 |
| Montana | | NONE |
| Nebraska | \$ | The State provides \$0.05 per breakfast in those public schools that also participate in a lunch program. NEB. REV. STAT. § 79-10,138 |
| Nevada | | Through a Resolution, the state legislature strongly encourages school districts to offer school breakfast in every school that has a population of more than 100 students, and increase the number of students participating in the School Breakfast Program. NV ASSEMBLY CONCURRENT RESOLUTION 5 |
| New Hampshire | M | Each school board shall make a meal available during school hours to every pupil and shall provide free and reduced-price meals to any needy children. Schools may receive waivers from the state school board, but the state is then directed to study and formulate a plan to implement the above requirement in those schools that have been granted waivers. N.H. Stat. § 189:11-a |
| | \$ | The State provides \$0.03 for every breakfast served by districts that have complied with the federal wellness policy requirement of the 2004 Child Nutrition and WIC Reauthorization Act. N.H. Stat. § 189:11-a |
| New Jersey | M | Any school (pre-K – 12 th grade) that has 20 percent or more students eligible for free or reduced-price lunch must participate in the SBP. [N. J. STAT. § 18A:33-10] One-year waivers may be granted by the New Jersey Department of Agriculture to schools that lack the staff, facilities, or equipment to offer the SBP. N. J. 210 TH LEG, 2 ND REG. SESSION, NO. 1498 |
| | | Each school district must make school lunch available to all children enrolled in the district. Any school in which less than 5 percent of pupils enrolled meet the eligibility requirements for a free or reduced price lunch may apply for an exemption. L.1974, c. 53, s. 1, 18A:33-4. |
| | \$ | The State appropriates approximately \$3.2 million annually to provide \$0.10 for all breakfasts served: free, reduced-price and paid. |
| New Mexico | U | The State appropriates funds to support universal breakfast (to all children regardless of income) at low performing elementary schools (any school not meeting adequate yearly progress performance rating). Current year SY 08-09 funding is 3.45 million for 213 Elementary schools. For school year 2007-2008 the State appropriated \$ 2.8 million; \$1.8 million was appropriated for school year 2006-07. |

M: State mandate
\$: State funding

R: Reporting requirement
S: Scheduling requirement

U: Universal breakfast funding
O: Outreach requirement

| | | |
|-----------------------|----|---|
| New York | M | 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 the school lunch program and have 40 percent or more of lunches served to F&RP eligible students. N.Y. COMP. CODES R. & REGS. tit. 8, § 114.2 |
| | \$ | The State provided reimbursements of \$0.11 for free breakfasts, \$0.17 for reduced-price breakfasts, and \$0.0025 for paid breakfasts. The State also provides reimbursement of all expenses exceeding revenues in first year of breakfast implementation in a public school. Due to lower state revenues, the state reimbursement has been reduced for the 2008-2009 school year. Breakfast is reimbursed at .0023 cents per meal for paid, .1566 cents for reduced and .1013 cents for free. |
| North Carolina | U | The State provides approximately \$2.2 million per year to provide free universal school breakfast to kindergarten students in districts where 50 percent or more of the kindergarten students are eligible for F&RP school meals. |
| North Dakota | | NONE |
| Ohio | M | Each school district is required to establish and maintain a school lunch program. As of school year 2006-2007 each school district and each chartered or non-chartered nonpublic school must establish a breakfast program in every school where at least 20 percent of students are eligible for free meals. OHIO REV. CODE ANN. § 3313.81.3 |
| | \$ | The State appropriated \$3.7 million for SBPs, including \$900,000 for outreach. Funds are used to supplement reimbursements at approximately \$0.07 per breakfast, and for a Breakfast Incentive Program to reward schools for significantly increasing breakfast participation, for starting a new breakfast program with a certain level of participation, or for schools that maintain a 75 percent participation rate. |
| Oklahoma | | NONE |
| Oregon | M | School breakfast is required in all schools where 25 percent or more of the students are F&RP eligible, and in Title 1 schools. OR. REV. STAT. §327.535 |
| Pennsylvania | \$ | The State provides no less than \$0.10 per 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 of student enrollment participating in school breakfast. 22 PA. STAT. § 13-1337.1 (2000) |
| Rhode Island | M | School lunch and breakfast are required in all public schools. R.I. GEN. LAWS § 16-8-10.1 |
| | \$ | The State appropriates \$600,000 per year for breakfast supervision costs. Due to RI's large deficit, the SBP subsidy was cut in half to \$300,000 in the 2008-09 school year. The per-breakfast subsidy, based on breakfasts served during school year 2007-08, is \$0.077572538. |
| South Carolina | M | School breakfast is required in all public schools. The State Board of Education may grant a waiver if the school lacks equipment or facilities to implement such a program, if the program is not cost-effective, or if implementation creates substantial scheduling difficulties. SC CODE ANN. §59-63-790 and §59-63-800 |
| South Dakota | | NONE |

M: State mandate
\$: State funding

R: Reporting requirement
S: Scheduling requirement

U: Universal breakfast funding
O: Outreach requirement

| | | |
|-------------------|----|---|
| Tennessee | M | Every school must offer school lunch. 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 |
| Texas | M | 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 |
| | R | The commissioner shall prepare and deliver a report describing the results of a study regarding participation in breakfast programs no later than October 31, 2008, to the governor, the lieutenant governor, and the speaker of the house of representatives. The report must include a cost-benefit analysis; outline effective programs and practices; and recommend to the legislature methods for increasing participation in the breakfast program. Chapter 12, Agriculture Code, Sec. 12.043 |
| Utah | R | The State requires elementary schools without breakfast to report reasons for nonparticipation for three years. UTAH CODE ANN. § 53A-19-301 |
| Vermont | M | School lunch and breakfast are required in all public schools unless the commissioner grants a waiver or the district is exempt from the requirement. VT. STAT. ANN. § 1265 Exemptions are granted for one year if the voters of the district vote for exemption at an annual or special meeting, and the school board must review the exemption annually. VT. STAT. ANN. § 1265 |
| | \$ | The State appropriates approximately \$133,000 in for breakfast reimbursements. The per plate reimbursement rate is determined by dividing total funds by total number of breakfasts served. In 2008, \$170,000 was appropriated to extend free breakfast by eliminating the \$0.30 copayment for all students eligible for reduced-price meals starting in school year 2008-2009. |
| | | |
| Virginia | M | School breakfast is required in public schools with 25 percent or more F&RP eligible students. VA. CODE ANN. § 22.1-207.3 |
| | \$ | The State appropriated funds beginning in FY 2006 to establish an incentive program to increase student participation in the SBP. The funds are available to any school division as a reimbursement for school breakfast meals served in excess of the per student baseline established in 2003-2004. Schools are eligible to receive up to \$0.20 per breakfast for increased student participation. |
| Washington | M | School lunch must be offered to children in grades kindergarten through four enrolled in schools where twenty-five percent or more of the enrolled students qualify for a free or reduced-price lunch. WASH. REV. CODE § 28A.235.160 and 2004 c 54 s 2 Any school with 40 percent or more enrollment of students that qualify for free or reduced-price meals must have a school breakfast program. HB 1771 (July, 2005) |
| | \$ | The State appropriated \$2.5 million in 2006 and \$4.5 million in 2007 to eliminate the co-payment for breakfasts served to students eligible for reduced-price meals and to provide a reimbursement for every free and reduced-price breakfast served. For school year 2007-08 the state provided funding to eliminate the reduced price co-payment for lunch for all public school students in grades K-3. The superintendent of public instruction may grant additional funds for breakfast start-up and expansion grants, when appropriated. WASH. REV. CODE § 28A.235.150 |
| | | |

M: State mandate
\$: State funding

R: Reporting requirement
S: Scheduling requirement

U: Universal breakfast funding
O: Outreach requirement

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|----------------------|----|---|
| West Virginia | M | School breakfast is required in all schools. Waivers, of up to two years, may be granted to schools with compelling circumstances. W. VA. CODE § 18-5-37 |
| | S | 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 |
| Wisconsin | \$ | In the 2007-2009 State Biennial Budget, the legislature provided \$1,458,100 in addition to the base funding of \$1,055,400 to increase the state school breakfast reimbursement from \$0.10 to \$0.15 per breakfast served that meets the nutritional requirements in both public and private schools. WIS. STAT. §115.341 |
| Wyoming | | NONE |